Science and Mathematics Education Centre

Foundation Education in the New Zealand Tertiary Sector: Towards a Conceptual Framework for Foundation Learning Provision and Policy Directions

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Declaration

To the best of my knowledge and belief this thesis contains no material previously published by any other person except where due acknowledgement has been made.

This thesis contains no material which has been accepted for the award of any other degree or diploma in any university.

Signature:

Date: 8 June 2015

ABSTRACT

Over the last two decades, foundation education for adults in New Zealand has become a field of educational endeavour in its own right, transitioning from a marginal area of concern in political and public debate to become a priority area for both Government tertiary education policy and the Institutes of Technology and Polytechnics' provision. New Zealand-based research and literature on foundation education is a relatively small but growing field. However, there is a dearth of research from the perspectives of critical theory and critical pedagogy.

This study examines foundation education policy and provision in the New Zealand tertiary sector within a critical theoretical and pedagogical frame, utilising constructivist grounded theory methodology to analyse the results from: a single-case study of a regional polytechnic's foundation programmes; interviews with 58 stakeholders in foundation education comprising of groups of tutors, managers/administrators and policymakers/influencers; documentation analysis; and personal observations.

The results of the study were used to develop a foundation education conceptual framework which maps pedagogical practices and beliefs along a continuum of highly critical to highly non-critical pedagogy both within foundation education programmes and for national and local policy. The potential utility and possible applications of this framework are presented alongside an examination of the extent that the groups interviewed consider critical theoretical or pedagogical constructs in their various roles. The analysis and research findings are also examined against recognised factors leading to successful foundation education programmes.

The significance of the research findings and conclusions lies within their potential to contribute to the emergent base of knowledge on foundation education policy and provision. The foundation education conceptual framework can be used to better understand and inform foundation education policy and practice. The study also has implications for the development of evaluative constructs or instruments for managing

the tensions between the stakeholders responsible for implementing policy directives relating to foundation learning and education. Ultimately, this research may potentially enable all parties involved in foundation education policy and practice to develop a better understanding and communication of the multifaceted issues involved in the successful design, development, delivery and evaluation of foundation education programmes.

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I dedicate this research to my parents, Kathleen and Roger Morris with love.

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ABBREVIATIONS AND ACRONYMS

ACE	Adult and Community Education: education that enables adults to engage in education with few barriers to participation and in a context relevant to the learner; usually does not lead to a qualification; is generally focused on personal development and skill enhancement with associated social, civic and community benefits.
ACSF	Australian Core Skills Framework
ALL	Adult Literacy and Life Skills Survey: undertaken in New Zealand in 2006
ASEAN	The Australia and New Zealand Free Trade Agreement
AQTF	Australian Qualifications Training Framework
CAT	Certificate in Adult Teaching (Level 5): a local teaching education programme developed by NorthTec. Graduates will be able to demonstrate the competencies required in order to meet the administrative, delivery and assessment standards demanded of teachers in the New Zealand tertiary education sector. Successful graduates of the Certificate in Adult Teaching (Level 5) programme will be expected to demonstrate appropriate attitudes towards, and knowledge and skills in: Effective communication, facilitation and active listening; Reflective practice; Good practice in effective learning and teaching; The partnership intent of the Te Tiriti o Waitangi/Treaty of Waitangi in the context of learning and teaching. http://www.nzqa.govt.nz/nzqf/search/viewQualification.do?selectedItemKey=NT4880
EAL	English as an Additional Language.
EER	External evaluation and review: the New Zealand Qualifications Authority's periodic process that reviews independently the educational performance and self-assessment capabilities of Institutes of Technology and Polytechnics, Wānanga, and Private Training Establishments; focuses on the valued outcomes of tertiary education instead of a traditional audit approach (inputs and processes).
EFTS	Equivalent full-time student: the main unit of measurement of the consumption of education (with one student enrolled in a standard programme of study full time for the full year equating to 1.0 EFTS or 120 credits on the National Qualifications Framework); also the basic unit of measurement of tertiary teaching input for Student Achievement Component funding; and courses taken by part-time students being proportions of one EFTS.
EPIs	Educational performance indicators: the key measures that the Tertiary Education Commission uses to assess the annual contribution of each tertiary organisation to achieving the priorities set out in the Tertiary Education Strategy. Tertiary education organisations (TEOs) funded through the Student Achievement Component have four EPIs: 1. Successful course completion is measured by the EFTS-weighted successful course completion rate (where EFTS means equivalent full-time students). This is the successfully completed enrolments in courses at a TEO each year, as a proportion of the total enrolments in courses, weighted by the EFTS value of the enrolments. 2. Student retention is measured by the student completion (or continuation) rate. This is the number of re-enrolments or qualification completions at a TEO each year compared with the number of students present at the TEO in the previous year. 3. Qualification completion is measured by the EFTS-weighted qualification completion rate. This is the number of qualifications completed at a TEO each year (weighted by the EFTS value of each qualification) as a proportion of the total enrolments in qualifications (weighted by the EFTS value of the enrolments). 4. Student progression is measured by the completion progression rate. This is a rate of re-enrolment in a higher-level qualification in the following year for students who have completed a qualification. As progression into higher study is more important from lower level programmes, the TEC's published EPI figures on progression report the rate of learners who progress after completing a qualification at New Zealand Qualifications Framework Level 1, 2, 3 or 4.

ABBREVIATIONS AND ACRONYMS (continued)

EAWG	Education Attainment Working Group.
ESL	English as a Second Language.
ESOL	English for Speakers of Other Languages.
FLQA	Foundation Learning Quality Assurance.
FTE	Full-time equivalent staff: a unit that measures employed persons by their proportion of worked compared to a full-time position; makes staffing numbers comparable despite employees working differing numbers of hours per week.
HEEP	Commonwealth Higher Education Equity Programme (HEEP).
IAL	International Adult Literacy Survey (undertaken in New Zealand in 1996).
IELTS	International English Language Testing System: is an international standardised test of English language proficiency. It is jointly managed by University of Cambridge ESOL Examinations, the British Council and IDP Education Pvt Ltd, and was established in 1989.
ITPs	Institutes of Technology and Polytechnics: a polytechnic is a public tertiary institution (TEI) that is characterised by a wide diversity of vocational and professional programmes. It includes an institution established as a polytechnic, institute of technology, technical institute or community college under the Education Act 1964.
KPIs	Key performance indicators: the pre-defined indicators of expected achievements that may be used to evaluate the work performance of an organisation, a team or person.
LAC	Local Advisory Committees: committees established by ITPs to develop and maintain effective relationships between the ITP and its stakeholders around specific programme areas.
LLN	Literacy, language and numeracy.
NCALE (Educator)	National Certificate in Adult Literacy and Numeracy Education (Educator) (Level 5) [NZQA Ref: 1212]: this qualification recognises specialist expertise in adult literacy and numeracy education to improve the literacy and numeracy skills of adult learners in Aotearoa New Zealand. It is a professional qualification for adult literacy and numeracy educator competence in Aotearoa New Zealand. People for whom the National Certificate in Adult Literacy and Numeracy Education is relevant are likely to include existing practitioners and aspiring adult literacy and numeracy educators.
NCALNE (Voc)	National Certificate in Adult Literacy and Numeracy Education (Vocational/Workplace) (Level 5) [Ref: 1253] recognises expertise in adult education and training, and thereby contributes to the improvement of the foundation skills (literacy and numeracy) of adult learners in Aotearoa New Zealand. It is a professional qualification for adult literacy and numerator educator competence in Aotearoa New Zealand. This qualification is intended to raise the skills of the adult educator to develop the literacy and numeracy skills of learners within the context of a training/education programme. It is particularly relevant for existing practitioners who deliver programmes and who are recognised as adult educators in their own field. They might be workplace trainers and/or assessors, or vocational tutors or lecturers; the programme could be on-job or off-job.

ABBREVIATIONS AND ACRONYMS (continued)

NCEA	National Certificates of Educational Achievement: the set of national qualifications for senior secondary school students. New Zealand's main national qualification for secondary school students and part of the NZQF.
NLS	New Literacy Studies (NLS).
NZSCED	The New Zealand Standard Classification of Education: a subject-based classification system for courses and qualifications at universities, polytechnics, colleges of education, wānanga and private training establishments in receipt of Government funding. The classification system consists of three levels of detail (broad, narrow and detailed fields) defining each subject or field of study. NZSCED has been designed to improve the quality and consistency of statistics collected by the Ministry of Education and other collection agencies in relation to tertiary study, and to improve New Zealand's international statistical reporting compliance.
NZQF or NQF	The New Zealand Qualifications Framework (NZQF) or National Qualifications Framework: a framework for registering the unit standards-based system of national qualifications developed by the NZQA and a qualifications system administered by NZQA that includes all nationally registered qualifications, unit standards and achievement standards.
PAD	Programme Approval Documents: formal documents which describe in detail how the organisation will meet the ITPs Academic Board and Quality Assurance Bodies accreditation and approval criteria for new or redeveloped educational programmes and courses. These PADs contain the aim, philosophy, rules, structure and content of the programme, including and the course descriptors which outline the curriculum related content of each course within the programme.
QAB	Quality Assurance Body: a body that has legislated or delegated authority for quality assurance functions. Includes NZQA.
QMS	Quality Management System - a system of clearly defined institutional structures, processes, responsibilities and resources used to manage quality improvement.
SAC	Student Achievement Component: the Government funding contribution or subsidy to the costs of teaching and learning and other costs driven by student numbers. The total amount of SAC funding is calculated by multiplying the funding category rate by the number of domestic equivalent full-time students in an organisation's Investment Plan. It constitutes nearly 70 percent of total Government funding to tertiary education institutions through plans.
SAEER	Self-assessment, External Evaluation and Review: in 2006 Cabinet agreed to the development of a new quality assurance system for the non-university tertiary education sector that would include: a requirement for (non-university) Tertiary Education Organisations (TEOs) to undertake self-assessment (SA); and a system of regular external evaluation and review (EER).
SDR	Single Data Return: an electronic collection of learner statistics and tertiary tuition learner enrolment information provided to the Ministry of Education by TEOs for the purposes of funding.
STAR	Secondary Tertiary Alignment Resource: in 1996 a ministerial reference group recommended that additional funding for secondary schools could provide relevant and beneficial programmes in non-national curriculum courses for their senior students. The courses: include work-based learning; lead towards credit for unit standards for vocational, education and training courses at level 1 or above; lead to a quality assured tertiary qualification at a level beyond that of a typical year 13 course that is usually offered in a senior secondary school; include short introductory courses giving students a taste of a tertiary education or work experience. Secondary schools use STAR to give students a smooth transition from school to further education or employment. STAR particularly benefits students who are at risk of not achieving or making a smooth transition. Schools can identify these students' needs and tailor the programme to meet those needs.

ABBREVIATIONS AND ACRONYMS (continued)

STEP	Statement of Tertiary Education Priorities: sits below the TES and signals the particular types of activities and education provision that TEOs should focus on. Revised every one to three years.
SWAP	Scottish Wider Access Programme
TEIs	Tertiary education institutions: public institutions (Crown entities) that receive public funding to deliver tertiary education in accordance with their specific role as defined in the Education Act 1989, comprising New Zealand's eight universities, 18 institutes of technology and polytechnics, and three wānanga.
TEOs	Tertiary education organisations: bodies that provide tertiary education-related services, comprising universities, institutes of technology and polytechnics, wānanga, private training establishments, industry training organisations and other Tertiary Education Commission-funded organisations such as schools and community providers that deliver tertiary education and training.
TES	Tertiary Education Strategy: The high-level set of priorities and associated strategies for tertiary education issued periodically by the Minister for Tertiary Education as required by legislation.
TROQ	Targeted Review of Qualifications: the Targeted Review of Qualification at Levels One to Six on New Zealand's ten-level qualifications framework commenced in 2008. The review aimed to ensure that New Zealand qualifications are useful and relevant to current and future learners, employers and other stakeholders. The Targeted Review was a key deliverable of NZQA's Statement of Intent 2009-2011. The review was initiated in response to concerns raised by employers, employees and unions about the clarity and relevance of qualifications, particularly vocational qualifications.

ORGANISATIONAL ACRONYMS

ACAL	Australian Council for Adult Literacy.
ARLA	Adult Reading and Learning Assistance Federation (New Zealand)
DEET	Department of Employment, Education and Training (Australia)
DOL	Department of Labour
COAG	Council of Australian Governments.
FABENZ	Foundation and Bridging Educators New Zealand: Formed in 2012 as an incorporated society, FABENZ arose from the amalgamation of the New Zealand Association of Bridging Educators (NZABE) and the Institutes of Technology and Polytechnics (ITPNZ) Foundation Forum. FABENZ exists to provide a shared platform for tertiary educators across the sector to work to promote foundation and bridging education as a means of empowering and creating success for learners, their families and communities, and for society and the economy. The objectives of the FABENZ are: 1. To promote professional development, collaboration and research, both nationally and internationally, for foundation and bridging educators. 2. To encourage, promote and widen access and successful participation in tertiary education, leading to employment or further study. 3. To be proactive in informing policy development and to be recognised as the peak consultative body for all foundation and bridging education by tertiary education organisations, professional organisations, the Government, and the community.
HERDSA	Higher Education Research and Development Society of Australasia.
ITO	Industry Training Organisation: a body recognised by the Tertiary Education Commission under the Industry Training Act 1992 as having responsibility for setting standards and arranging the delivery of industry training for a specific industry or area of industry identified in a Tertiary Education Commission gazette notice.
ITPNZ	Institutes of Technology and Polytechnics of New Zealand: an inter-institutional body that acted as the collective voice for polytechnics and institutes of technology in New Zealand. Disestablished in 2009.
ITPQ	Institutes of Technology and Polytechnics Quality: the operational committee established by ITPNZ that was responsible for academic quality assurance within the polytechnic sector under delegated authority from NZQA. Disestablished in 2010.
Metro Group	The Metro Group is comprised New Zealand's six major metropolitan Institutes of Technology based in Auckland, Hamilton, Wellington, Christchurch and Dunedin. The overarching aim of the Metro Group is to contribute to the overall improvement in the country's economic performance through being an efficient, effective and relevant driver of economic success. http://www.metros.ac.nz/
MoE	Ministry of Education - the Government's lead advisor on the New Zealand education system, shaping direction for sector agencies and providers.
MSD	Ministry of Social Development: the Government department charged with helping help New Zealand people and their families to be independent and strong, it targets support to those who need it. It aims to build successful individuals, healthy families and thriving communities though a focus on six outcomes: more people get into work and stay in work; more children are safe; more young people stay on track; reduced reoffending by young people; improved quality of life for older people; and communities are better able to support themselves.

ORGANISATIONAL ACRONYMS (continued)

NADE	National Association for Developmental Education, United States.
NAEEA	National Association of Enabling Educators of Australia
NCDE	The National Center for Developmental Education (NCDE) provides instruction, training programs, research, and other services consistent with the purpose of developmental education and the missions of Appalachian State University and the Reich College of Education. These services are provided to a national audience of professionals dedicated to serving underprepared and disadvantaged college students. http://ncde.appstate.edu/
NCLNA	The National Centre of Literacy and Numeracy for Adults: established in 2009 through a contract with the Tertiary Education Commission and hosted by the University of Waikato, focuses on literacy and numeracy for adults as a large-scale issue of national strategic importance. The centre facilitates collaborations with key stakeholders nationally and internationally and works in partnership with Te Whare Wānanga o Awanuiārangi, bringing together specialist skills in Māori pedagogy with literacy and numeracy expertise. http://www.literacyandnumeracyforadults.com/.
NCVER	National Centre for Vocational and Education Research, Australia.
NZABE	New Zealand Association of Bridging Educators: an association for bridging and foundation educators whose inaugural conference took place in April 2001. This organisation has been superseded by the Foundation and Bridging Educators of New Zealand (FABENZ).
NZARE	New Zealand Association for Research in Education.
NZQA	New Zealand Qualifications Authority: the Crown Entity charged with ensuring that New Zealand qualifications are regarded as credible and robust, nationally and internationally, in order to help learners succeed in their chosen endeavours and to contribute to New Zealand society.
NZSCED	New Zealand Standard Classification of Education: a subject-based classification system for courses and qualifications at universities, polytechnics, colleges of education, wānanga and private training establishments in receipt of Government funding. The classification system consists of three levels of detail (broad, narrow and detailed fields) defining each subject or field of study. NZSCED has been designed to improve the quality and consistency of statistics collected by the Ministry of Education and other collection agencies in relation to tertiary study, and to improve New Zealand's international statistical reporting compliance.
NZVCC	New Zealand Vice-Chancellors' Committee: a committee comprising university vice-chancellors that is responsible for the final approval and quality assurance of university qualifications.
OCED	Organisation for Economic Co-operation and Development
PTE	Private Training Establishment: a privately owned education organisation, registered with the New Zealand Qualifications Authority, that provides education, training or assessment services.
SCOTESE	Standing Council on Tertiary Education, Skills and Employment, Australia.
TAFE	Technical and Further Education Institutes, Australia.

ORGANISATIONAL ACRONYMS (continued)

TANZ	The Tertiary Accord of New Zealand: a network of ITPs comprising of: • NorthTec • Bay of Plenty Polytechnic • Universal College of Learning (UCOL) • Eastern Institute of Technology (EIT) • Nelson and Marlborough Institute of Technology (NMIT) • Christchurch Polytechnic and Institute of Technology (CPIT) • Otago Polytechnic Through collaboration TANZ aims to strengthen and enhance the performance of member institutions and the ITP sector; and show leadership towards a better vocational education system in NZ.
TEC	Tertiary Education Commission: the Crown entity responsible for steering and funding the tertiary sector to achieve the goals and strategies outlined in the Tertiary Education Strategies (TES) and Statements of Educational Priorities (STEP).
TEI	Tertiary Education Institution: providers of tertiary education that are Crown Entities under section 162 of the Education Act 1989; primarily universities, ITPs and formally established Wānanga.
TEO	Tertiary Education Organisation: the overarching term of all public, private or community-based organisations that offer tertiary education or tertiary-related services. Includes Institutes of technology and polytechnics, universities, Wānanga, private training establishments, industry training organisations, other tertiary education providers, rural education activities programmes.
TEU	Tertiary Education Union - Te Hautū Kahurangi o Aotearoa: the union representing the interests of workers employed in the tertiary education sector across New Zealand. The TEU is the main union in the tertiary sector. Membership includes teachers and workers employed in all occupations in universities, polytechnics, institutes of technology, Wānanga, other tertiary education providers and allied organisations.
VET	Vocational Education and Training: Australian registered training organisations, which are organisations registered under the Australian Qualifications Training Framework (AQTF). These include technical and further education (TAFE) institutes, skills institutes, polytechnics, universities, secondary schools, industry organisations, private enterprises, agricultural colleges, community providers and other Government providers.
WEA	Workers Educational Association(s): established in New Zealand in 1914 with the Federation of WEAs as national organisation formed in 1920 as a member of the International Federation of Workers' Educational Associations (IFWEA). Their common objective is to advance, encourage and provide continuing and community education that promotes a just and equitable society. New Zealand Government funding for this group was discontinued in 1991. http://www.wea.org.nz/
WINZ	Work and Income New Zealand: a service of the Ministry of Social Development providing financial assistance and employment services in New Zealand.

TERMS AND DEFINITIONS

Academic Board	A committee established by the Council of a tertiary education institution under section 193 (2) (i) of the Education Act 1989, which advises the council on matters relating to courses of study or training, awards, and other academic matters; and exercises powers delegated to it by the Council.
Achievement standard	A coherent set of learning outcomes and associated assessment criteria, together with technical and management information that supports delivery and assessment; achievement standards specify three different standards of performance and the method of assessment, which may include national external assessment.
Assessment standard	The collective term for unit standards and achievement standards listed on the NZQA Directory of Assessment Standards.
Accreditation	The status awarded by the New Zealand Qualifications Authority (NZQA) when a TEO has shown it is capable of delivering an approved course or assessing against standards on the National Qualifications Framework (NZQF).
Adult education	Any education or learning undertaken by individuals over 18 years of age excluding for-degree university education.
Adult literacy	The ability to understand and employ printed information in daily activities at home, at work and in the community, to achieve one's goals, and to develop one's knowledge and potential (OECD, 1995).
Adult Literacy and Numeracy Learning Progressions	Adult Literacy and Numeracy Learning Progressions (Learning Progressions). The learning progressions were developed by the TEC and have been in place since 2008. They show what adult learners know and can do at successive points as they develop their skills in literacy and numeracy. The learning progressions were developed as a set of continuums with each step along the continuum representing a significant learning development.
Assessment	Collecting and evaluating evidence to establish the level of a student's performance.
Award (n)	A document issued in recognition of attainment of a qualification by the institute or external body authorised to award qualifications.
Chief Executive	The person appointed by Council to manage the academic and administrative affairs of the institution.
Competency	The knowledge, cognitive and practical skills, and the attitudes (including motivation) needed to meet demands or carry out tasks successfully.
Component	The parts (sometimes known as papers or modules) that make up a programme of study.
Context, contextualise (LLN)	Contextualising literacy and numeracy learning means using topics, tasks or situations from the places or situations learners live, learn or work in (for example, a vocational course, a workplace) as the basis for literacy or numeracy instruction.
Council	The governing body of a tertiary education institution as defined by the Education Act 1989 (165).
Course	Used in New Zealand Education legislation to refer to a full programme of study which if successfully completed may lead to the award of a qualification; can also refer to an individual course component such as a unit, module or paper or a specific and prescribed series of instructional or study tasks or sessions, and includes assessment that measures the extent to which the learning outcomes have been met. Several courses may together form a programme of study.
Course descriptors	Sometimes called course prescriptors or module descriptors. These documents contain information on courses within educational programmes. This information includes: course title; NZQF level; credits; learning hours; pre and co-requisites; aim; content; learning outcomes; performance criteria; assessment criteria; learning and teaching resources; recommended/compulsory reading and texts.
Curriculum	The content of a course or programme; the topics, tasks and activities that, together, form the teaching and learning within a course.

TERMS AND DEFINITIONS (continued)

Credits	Credits indicate the amount of learning required, on average, to complete a qualification or part of a qualification. In most cases 120 credits equates to one full-time year of study and 1.0 EFTS unit.
Crown entity	A public sector organisation that is not a public service department or a State-owned enterprise. Crown entities are normally established under their own legislative provisions, and are named or described in Schedule 4 to the Public Finance Act 1989. The Crown Entities Act 2004 is an "umbrella" Act covering all Crown entities, and it fits with individual entities' empowering Acts. Crown entities fall under one of 5 categories defined under the Crown Entities Act 2004 – statutory entity, which are either Crown agents, independent Crown entities or autonomous Crown entities; Crown entity companies, Crown entity subsidiaries, school boards of trustees and tertiary education institutions.
Crown interest	This describes the interests the Crown (and indirectly the wider public) has in TEIs. Sections 160 and 161 of the Education Act 1989 state that TEIs have academic, operational and management freedom that is consistent with concepts such as the efficient use of national resources, the national interest, the demands of accountability, and the need for the highest ethical standards. In practice these latter concepts, which in this report are covered by the term "Crown interest", also include the sustainability and financial viability of TEIs.
Education Act 1989	The Act and its subsequent amendments that reformed the administration of education in New Zealand.
Education (Polytechnics) Amendment Act 2009	The Act that introduced a new governance arrangement for the councils of Institutes of Technology and Polytechnics (ITPs) initiated an augmented interventions framework, and set out several other changes to the ITP sector.
Embedding (LLN)	Embedding is the systematic and deliberate approach to building literacy and numeracy skills at the same time as building vocational skills.
External evaluation and review	External evaluation and review is a periodic evaluation of a tertiary education organisation, to provide an independent judgement of their educational performance and capability in self-assessment.
Formative assessment	Assessments which facilitate learning and allow learners to obtain feedback on progress, levels of skills and/or knowledge acquired without contributing to a final grade. It is a vital part of the learning process.
Foundation-Focused Training Opportunities	A programme to provide training to those at the highest risk of long-term benefit dependency; focuses on improving literacy and numeracy, with sustainable employment the primary expected outcome
Gateway	The TEC funded Gateway programme aims to strengthen pathways for students from school to further education and training or employment. Senior secondary students (Year 11 to Year 13+) in the Gateway programme undertake structured workplace learning across a range of industries and businesses around New Zealand, while continuing to study at school. All state and Integrated secondary schools are eligible to apply for Gateway. Gateway delivery involves arranging structured workplace learning with the following characteristics: • A formalised learning arrangement set in the workplace; • Clear understandings about the knowledge and skills to be attained by learners; and • Clear understandings about the assessment method used (workplace learning).

TERMS AND DEFINITIONS (continued)

Governance	Whilst there are many definitions of governance, with respect to the public sector it may be usefully described as the processes by which organisations are directed, controlled and held to account. It encompasses authority, accountability, stewardship, leadership, direction and control exercised in the organisation. Public sector governance has a very broad coverage, including how an organisation is managed, its corporate and other structures, its culture, its policies and strategies and the way it deals with its various stakeholders. The concept encompasses the manner in which public sector organisations acquit their responsibilities of stewardship by being open, accountable and prudent in decision-making, in providing policy advice, and in managing and delivering programmes.
Graduate Profile	Graduate profiles identify the expected learning outcomes of a qualification. This is captured in notions of what a learner will know and understand and be able to do when they achieve the qualification. (New Zealand Qualifications Authority, 2011).
Industry Training Organisation	ITO: a body recognised by the Tertiary Education Commission under the Industry Training Act 1992 as having responsibility for setting standards and arranging the delivery of industry training for a specific industry or area of industry identified in a Tertiary Education Commission gazette notice.
Institutes of Technology and Polytechnics	A tertiary education institution that offers a wide diversity of continuing education, including vocational training, and that conducts research, particularly applied and technological research.
Investment Plan	The investment plan is the key document or mechanism through which each TEO sets out its response to Government priorities and stakeholder needs and links these with strategic planned shifts, provision, capability development, outcome commitments, funding and monitoring. Structural engagement with the TEC during the plan's development should ultimately lead to agreed funding levels and provision with the TEC approving the plan for up to three years.
Level	There are ten levels involved in a qualification listed on the New Zealand Register of Quality Assured Qualifications. One is the least complex and ten the most complex. Levels depend on the complexity of learning. They do not equate to 'years spent learning' but reflect the content of the qualification.
Literacy and Numeracy for Adults Assessment Tool	The Literacy and Numeracy for Adults Assessment Tool (Assessment Tool) was developed by TEC and is a predominantly online adaptive tool primarily designed to provide robust and reliable information on the reading, writing, numeracy and vocabulary skills of adults. This information informs the development of learning interventions that match learners' needs and strengthen their literacy and numeracy skills. The Assessment Tool also allows learners to track their progress over time and enables educators and organisations to report on the progress made by groups or cohorts of learners. The Assessment Tool was also designed to be able to generate nationally consistent measures on learner skill levels and skill gain over time.
Local Advisory Committee	Local Advisory Committees (LACs) are committees established by ITPs to develop and maintain effective relationships between the ITP and its stakeholders around specific programme areas. At NorthTec LAC's: • Exist for each programme area; • Normally consist of between 7-15 members who are invited to join by the Programme Manager; • Meet at least bi-annually, but sometimes more often depending on the programme area; • Provide advice and support as well as an open forum for the programme and its stakeholders; • Advise on new opportunities in education and training; and • Promote NorthTec courses, programmes, and events to stakeholder groups. (Retrieved from http://www.northland.ac.nz/About-Us/Partnerships/Local-Advisory-Committeies.aspx)

TERMS AND DEFINITIONS (continued)

Local Qualification	An award recognising the successful completion of programme of study which consists of one or both of locally developed courses, or a combination of unit standards that is not a national qualification registered by the NZQA.
Metro Group	The Metro Group comprises New Zealand's six major metropolitan Institutes of Technology based in Auckland, Hamilton, Wellington, Christchurch and Dunedin. See http://www.metros.ac.nz/about/
Moderation	The process of confirming that assessment activities are fair, valid and consistently applied both internally and externally across a number of assessors or assessing institutions.
Mode of delivery	The way in which learning experiences, including content and context, resources, staff, teaching and learning strategies and assessment activities, are delivered.
Outcomes	Results. The achievement of the goals set for a particular programme, course or learners.
Outcome statement	All qualifications on the NZQF contain an outcome statement which describes the knowledge, skills and attributes of a graduate. Different learners will achieve the outcomes in different ways, so outcome statements are an indicator of the minimum achievement expected from a qualification. Each outcome statement includes the following: Graduate profiles that identify the expected learning outcomes of a qualification. This is captured in notions of what a learner will know, understand and be able to do when they achieve the qualification; Education pathways that identify other qualifications that a graduate can enrol in after completing this qualification. Where qualifications are stand-alone and do not prepare graduates for further study, the outcome statement should make this clear; and Employment pathways (or contribution to the community) that identify the areas in which a graduate may be qualified to work, or the contribution they may make to their community.
Pasifika	Persons of Polynesian, Micronesian, or Melanesian descent.
Policy	Documented principles that provide direction, set parameters and define the expected practices/outcomes for significant activities.
Post-compulsory education	Formal and non-formal education undertaken by individuals no longer of compulsory school age. It includes adult education, upper high school (beyond compulsory grades), and all other tertiary education. The minimum school leaving age in New Zealand was 15 years of age during the 1980s and 1990s, and is now currently 16 years of age.
Programme	A planned and coordinated sequence of study to achieve a specified aim or award. A programme is often made up of separate or linked courses.
Programme (NZQA approved)	An approved programme is a coherent arrangement of learning or training that is based on clear and consistent aims, content, outcomes and assessment practices, which leads to a qualification listed on the NZQF. A "programme" as defined by NZQA is a "course" in terms of sections 258 and 259 of the Education Act 1989.
Programme approval	A process, defined by an ITP, whereby the proposed or changed programme is approved either internally or by NZQA.
Programme of study	A collection of courses, classes or work in which a student enrols and that lead to meeting the requirements for one or more qualifications
Programme Regulations	The academic requirements for enrolment in programmes, and completion of a qualification.
Student	A person enrolled in one or more course(s) at an institute.
Student allowances	Grants designed to provide financial assistance to students who are unable to support themselves or do not have access to alternative sources of support while undertaking full-time study.
Tertiary education	All institutionalised education undertaken by post-school aged adults, including university, workplace and community literacy programmes.

TERMS AND DEFINITIONS (continued)

Tertiary education provider	All or any of the following: an institution (i.e. a polytechnic, institute of technology, technical institute, community college, specialist college, university, wānanga); a registered establishment (i.e. private training establishment that has been granted registration by NZQA); a Government training establishment; and any other person or body that provides, or proposes to provide, tertiary education and that is funded through non-departmental output classes from Vote Education (e.g. adult and community education providers).
Qualification	A recognised acknowledgement or certification that a person has satisfactorily completed a prescribed programme or course of study, and is thereby qualified to undertake or participate in specific work or activity. A tertiary education qualification is a course or suite of courses that together, lead to the award of a qualification. Tertiary education qualifications are quality assured and registered on the New Zealand register of Quality Assured Qualifications.
Quality	As assessed by New Zealand external Quality Assurance Body's, "quality" is primarily focused on ensuring the necessary inputs and structure are in place to achieve the stated aims, content and learning outcomes of the course.
Quality assurance body	NZQA or New Zealand Vice-Chancellors' Committee (also known as Universities New Zealand). Also, within New Zealand professional associations for occupations such as the Nursing Council of New Zealand, IPENZ Engineers and the New Zealand Teachers Council act as Quality Assurance Body's for their respective qualifications.
Quality Management System	A system of clearly defined institutional structures, processes, responsibilities and resources used to manage quality improvement.
Register of Quality Assured Qualifications	The New Zealand Register of Quality Assured Qualifications is a comprehensive list of all quality assured qualifications in New Zealand. The development of the register has led to a standardisation of qualifications and a common basis for comparison of qualification 'size'. The register aims also to enhance learners' ability to transfer credit by the establishment of a common system of credit.
Stakeholders	Individuals, groups, or organisations with an interest (or 'stake') in the outcome of a programme or qualification.
StudyLink	The service of the Ministry of Social Development that provides financial support to students.
Sub-degree qualification	A certificate or diploma on levels one to six of the NQF.
Unit standard	A nationally registered, coherent set of learning outcomes and associated performance criteria, with technical and management information that supports delivery and assessment. All unit standards are registered on the National Qualifications Framework (NQF), assigned a level and a credit value, and may contribute to the award of a national certificate or diploma.
University	A university is a public tertiary education institution that is primarily concerned with advanced learning and knowledge, research and teaching to a postgraduate level.
Universities New Zealand –Te Pōkai Tara	Universities New Zealand - Te Pōkai Tara is responsible for the quality of university programmes, administers a range of scholarships and represents the universities in the public interest, both nationally and internationally.
Wānanga	A tertiary education institution (TEI) that provides tertiary education, training, and research that advances and disseminates knowledge, develops intellectual independence, and assists the application of knowledge about āhuatanga Māori (Māori tradition) according to tikanga Māori (Māori custom).
Youth Guarantee	An initiative introduced in 2009 that focuses on improving the educational achievements of targeted young people by enabling them to participate in a range of vocational courses free of charge; from 2014 it will be extended to include 18 and 19 year-olds.

GLOSSARY OF MĀORI TERMS

āhuatanga	Attribute or characteristic.
Aotearoa	The Māori word for New Zealand, literally, "land of the long white cloud."
ako	Learn, teach.
hapū	Sub-tribe, tribal group(s) of a local area.
hui	Social gathering or assembly
iwi	Tribe, people, nation.
kaiako	Teacher.
kaitakawaenga	Māori Liaison Advisors
karakia	Prayer or incantation.
kaumātua	Elder.
Kaupapa Māori	Māori philosophy, worldview and cultural principles. Elements include: self-determination; cultural aspirations; culturally preferred pedagogy; mediation of socio-economic impediments; extended family social structures and practice; and a collective vision (Smith, 1999).
Kura	Schooling, education, customs.
Kura kaupapa Māori	Māori immersion school based on Māori practices and philosophies.
mana	Prestige, authority, control, power, influence, status, spiritual power, charisma - mana is a supernatural force in a person, place or object.
Marae	Meeting area of village and its buildings.
Mātauranga Māori	Māori knowledge. The term places importance on Māori histories, knowledge, and language; it refers to the Māori way of thinking, doing, and acting. Mātauranga Māori bridges both traditional and contemporary Māori knowledge curriculum, pedagogy, and philosophy. It is through Mātauranga Māori that histories and knowledge within Māori education are told. http://www.nzqa.govt.nz/assets/Maori/ConversationsMMv6AW-web.pdf
Ngāpuhi	Ngāpuhi is a Māori iwi located in the Northland region of New Zealand, and centred in the Hokianga, the Bay of Islands and Whāngārei. Ngāpuhi has the largest affiliation of any iwi, with 125,601 people registered (2013 census), and formed from 150 hapū/subtribes, with 55 marae.
ngā reo Māori	The Māori languages.
Pakeha	New Zealander of European descent.
powhiri	Welcome, opening ceremony.
Tane Mahuta	New Zealand's largest known living Kauri tree.
Tangata Whenua	People of the land; original inhabitants of the country (i.e., Māori).
tangi	Māori funeral ceremony, to mourn, lament.
tauira	Student.
Te Reo Māori	Māori language.
Te Tai Tokerau	Northland region of the North Island in New Zealand.
taonga	Treasure.
tikanga	Māori customs, etiquette and traditional cultural processes.
waiata	Song.
wānanga	University, place of learning.
whakapapa	Genealogy; ancestry.
whānau	Family.
whanaungatanga	Relationship, kinship, sense of family connection - a relationship through shared experiences and working together which provides people with a sense of belonging. It develops as a result of kinship rights and obligations, which also serve to strengthen each member of the kin group. It also extends to others to whom one develops a close familial, friendship or reciprocal relationship.

CHAPTER ONE: INTRODUCTION TO THE STUDY

> Education…is a double-edged sword for the affluent society. It is essential, given the technical and scientific requirements for modern industry. But by widening tastes and also inducing more independent and critical attitudes, it undermines the want-creating power which is indispensable to the modern economy. The effect is enhanced as education enables people to see how they are managed in the interest of the mechanism that is assumed to serve them. The ultimate consequence is that the values of the affluent society, its preoccupation with production as a test of performance in particular, are undermined by the education that is required in those that serve it. (Galbraith, 1977, pp. 213-214)

1.1   Introduction to the scope of the thesis

This study adopts a critical theoretical and pedagogical frame, and utilises constructivist grounded theory and case study methodology, for the development of a conceptual framework or theory which can be used to better inform adult foundation education policy and provision within the New Zealand tertiary[1] education environment. The conceptual framework arising from this research is intended to advise policymakers, researchers and practitioners involved in foundation education at three levels. First, by contextualising and adapting Degener's (2001, 2006) analytical framework and critical pedagogical constructs developed within the context of family literacy programmes in the United States of America (USA), which postulates a continuum of highly critical and highly non-critical pedagogical constructs, to the field of foundation education in New Zealand.

Second, the analysis and findings presented in this study demonstrate the extent to which the participants in this research reflect degrees of critical theoretical or pedagogical thinking in their roles and practices which may assist policymakers, managers and foundation educators to understand the dynamics of this area of educational provision.

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[1] The tertiary education sector within New Zealand includes all post-school education and forms of adult learning and education, at all levels of formal and non-formal adult education provision including foundation education (Ministry of Education, 2008a, OCED, 2013).

Third, the conceptual framework developed from this study may enable stakeholders involved in foundation education to understand and work within a range and variety of appropriate pedagogical constructs for aspects of: policy formation and monitoring; and programme design, delivery and evaluation as appropriate to the needs of foundation learners.

This chapter introduces the scope of this research through a synopsis of essential aspects of the study including:

- the main research aim and research questions which have driven this study;
- the significance and possible implications of the research for foundation education policy and provision;
- the context for study in terms of foundation education as an emerging field of provision and its related body of research;
- an overview and rationale for the research methodologies chosen as appropriate for this research, namely, constructivist grounded theory, the case study, documentation analysis and personal observation;
- strategies employed for data generation, collection and analysis, including a summary of the groups of participants involved in the interview process; and
- ethical considerations and an acknowledgement of my personal perspectives and potential bias as the researcher.

1.2   Aims and research questions

The primary aim and research questions that have guided this research are described in Table 1.1.

Table 1.1
The Aim and Research Questions for the Study

Aim and Research Questions	Description
Aim	The aim of this research is to contribute to the field and growing base of knowledge on foundation education theory and practice by developing a conceptual framework or theory that can be used to better understand and inform foundation education policy and practice, particularly within the New Zealand tertiary education context.
Research Question One	How can Degener's (2001, 2006) analytical framework be applied to foundation education programmes[2] in New Zealand in order to develop a working model or theory that incorporates a suitable critical theory framework?
Research Question Two	To what extent do policymakers and influencers[3] in the foundation education area consider critical thinking or pedagogy in the development of policy?
Research Question Three	To what extent do managers or administrators within NorthTec[4] reflect critical thinking or pedagogy in the quality assurance, programme approval, delivery and review processes, staff development and support processes and mechanisms as they relate to foundation education provision?
Research Question Four	To what extent do foundation education practitioners reflect critical thinking or pedagogy in the six programme areas of programme philosophy, programme structure, curriculum, teacher development, teacher/student relationship and assessment?

1.3   The significance of the study

This study contributes to the growing field of research in foundation education by providing a greater understanding of foundation education policy and practice through the lens of critical theory and use of constructivist grounded theory to build a conceptual framework of foundation education policy and practice. It is anticipated that this foundation education conceptual framework and the other research findings may aid in an understanding of the dynamics and complexities of foundation and bridging education provision at the levels of foundation educators, managers/administrators and

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[2] Within this research the term foundation programmes represents *foundation education programmes.*

[3] For the purposes of this research *policymakers* are persons involved in policymaking for foundation education at a national or local level. *Influencers* are persons who have a role in affect or sway foundation education policy and provision through their roles and/or status in the sector.

[4] NorthTec is the case study for this research. Northland Polytechnic is the legal and official name of the Polytechnic, NorthTec is its trading name. Within this research NorthTec is used except when referencing official documentation.

policymakers/influencers.　The study has significance for foundation education programme and policy development as well as foundation educators' professional practice and professional development.

At the programme level it is intended that the conceptual framework will assist in the design, development, evaluation and continuous improvement of high quality foundation education programmes which may go further to meeting both the diverse needs of learners as well as the performance indicators specified by Government agencies. This conceptual framework may also be used to inform tertiary education managers and educators of existing and new models of foundation education that incorporate 'best' practice and professional development initiatives.

Benseman (2008a) argues that "foundation learning has moved more to the fore in educational policy" (p. 18).　At the policy level, the research is timely and relevant as it takes place within the context and prominence of the successive Governments' Tertiary Education Strategies (TESs)[5], which specify strategic priorities for foundation education targeted at building foundation learning and skills.　The foundation education conceptual framework and results arising from this study may be used to inform policymakers of the usefulness of perspectives and approaches that consider appropriate pedagogical constructs for foundation education.　It is also envisioned that the conceptual framework can add to the debate on achieving desired and valued outcomes of Government strategic goals and priorities for foundation education and ultimately inform Government agencies in their efforts to 'to do more with less' through focusing on appropriate pedagogical approaches for foundation education initiatives.　The potential for this research to inform policymakers as to what best works within this field (not just in terms of amelioration of social issues arising from poor literacy or foundation skills, but from an emancipatory or transformational perspective) is considered an important dimension and possible contribution to the area of foundation education.

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[5] The high-level set of priorities and associated strategies for tertiary education issued periodically by the Minister for Tertiary Education as required by legislation.

It is anticipated that the results of this research may lead to the development of evaluative constructs or instruments for managing relationships between the policymakers, managers at the institutional level and the educators in operationalising policy directives in the area of foundation education. Ideally, this research may potentially enable all parties involved in foundation education policy and practice to develop a better understanding and communication of the multi-faceted issues involved in the successful (as defined by each stakeholder) design, development, delivery and evaluation of foundation programmes.

It is intended that this research may assist in alleviating the divide between schools of thought which place critical theory or the emancipatory/transformative approach at one end of the continuum and liberal functionalist at the other end, through a richer understanding of the values, assumptions and practices that lie across this continuum. This perspective is considered of importance, as there is a tendency within this divide to view critical theorists as impracticable or unrealistic in the application of their paradigm to the 'real world' of the learning environment. At the other end of the spectrum the liberal functionalist or ameliorative approach is criticised as being politically naive and overly remedial, deficit or assimilative focussed in terms of desired outcomes.

1.4   The contexts of the study

The main contexts for this thesis are threefold. First, there is a small but growing body of research on foundation education in New Zealand, complemented by more substantial international research in developmental, enabling and access education. Within New Zealand research into foundation education has been undertaken by leading academics and researchers such as John Benseman, Robert Tobias, and Nick Zepke. Benseman (2003a, 2003b, 2003c, 2005a, 2007, 2008a) and his research associates have contributed greatly to the body of research in the foundation education field in New Zealand. Benseman and Sutton's (2003c) literature review of 54 studies on foundation skills that had been carried out over a 20 year period, and Benseman and Sutton's (2007) research review, which identified a further 79 studies over this time period are such examples. There have also been a small number of postgraduate theses completed in this area

(Chittleborough, 1988; Coltman, 2004; Dale, 2010; Dolan, 2010; Morgan, 2003; Patel, 2005; Walker, 2008; Wilson, 2012). It is intended that this study will add to this body of research.

Second, within New Zealand, alongside growing publication of research and academic debate in the field, the role of Government and its educational agencies, specifically the Tertiary Education Commission (TEC)[6] and the New Zealand Qualifications Authority (NZQA)[7], has had an increasing influence in terms of policy and funding directives for foundation education. This has included a focus on building foundation skills as a priority within the TESs combined with a significant investment in funding specifically for literacy and numeracy resources and provision, and more recently, targeted areas such as disengaged youth. Government policy is having a direct and increasing impact on the nature of foundation education provision through policies such as: directives arising from the TESs; funding policy decisions such as the introduction of contestable funding models for foundation education at the New Zealand Qualifications Framework (NZQF)[8] Levels One and Two; and the Targeted Review of Qualifications (TROQ)[9] mandatory review of foundation and bridging education. This research provides for an assessment of foundation education policy from a critical theory perspective and explores the theoretical and pedagogical philosophies of a group of policymakers/influencers involved in foundation education.

Third, there is some acknowledgement amongst New Zealand academics and researchers working in the area of foundation education (Benseman, 2008a; Tobias 2006) that there is a need and relevance for examining this field from the perspective of critical, emancipatory or Freirean approaches, in part to counterbalance the dominant

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[6] TEC: Crown entity responsible for steering and funding the tertiary sector to achieve the goals and strategies outlined in the Tertiary Education Strategies (TES).
[7] NZQA: Crown entity charged with ensuring that NZ qualifications are credible and robust, nationally and internationally.
[8] NZQF: a framework for registering the unit standards-based system of national qualifications developed by the NZQA and a qualifications system administered by NZQA that includes all nationally registered qualifications, unit standards and achievement standards.
[9] The TROQ review at Levels One to Six on New Zealand's ten-level qualifications framework commenced in 2008and aimed to ensure that New Zealand qualifications are useful and relevant to current and future learners, employers and other stakeholders.

functionalist approaches. By adapting and contextualising Degener's (2001, 2006) analytical framework, this research may provide insights into aspects of foundation education provision as lying along a continuum of highly critical to highly non-critical pedagogical constructs. Degener's research (2001, 2006) is considered of particular value in that it challenges the assumption that adult developmental education programmes must be defined as solely critical or non-critical and by doing so, provides a bridge across the divide of the critical theorist and neo-liberal functionalist discourse within this field of provision. An examination of foundation education through the lens of critical theory and critical pedagogy is considered to be a useful contribution to the field as these approaches recognise the political nature of education and provide a framework to explore questions of 'why' foundation education remains a priority need in New Zealand, despite concerted policy directives and funding provision in this area.

The following section introduces both the field of foundation education and critical theory for the purpose of providing context to the development of the aim and research questions that have underpinned this research.

1.4.1 Foundation education

There is no universally agreed or accepted definition of foundation education or what constitutes foundation learning or a foundation programme. Defining foundation education and its associated terminology such as 'bridging education', 'foundation learning', 'foundation skills' (often understood as literacy, language and numeracy skills or LLN), has caused, and is continuing to cause, difficulty and debate for academics and educational policymakers (Benseman, 2008a; Maharey, 2001, 2002). This study acknowledges that there are many kinds of foundation programmes including programmes which focus on: literacy, numeracy and language (LLN); functional skills; personal development skills; English for Speakers of Other Languages; skills which will enable students to 'bridge' to higher level programmes (see Table 2.11). The foundation programmes selected within NorthTec as the case study represent this variety of focus (See Appendices E and F).

Chapter Two describes foundation education nomenclature within the New Zealand context and relates this to similar terminology used within Australia, the USA and the United Kingdom (UK), countries which have a comparable history in the developmental adult education. Tensions amongst stakeholders (New Zealand Government agencies, professional associations, researchers, educational providers and educators) in defining foundation education and associated terms are acknowledged. Approaches to foundation education in New Zealand are considered in terms of Benseman's (2008a) and Elias and Merriam's (2005) ideological and philosophical classifications for this field of adult education. Benseman's (2008) typology for defining and understanding foundation skills (see Table 2.3) has particular relevance to the broad field of foundation education in terms of its delineation of functional, social action, Freirean, critical or emancipatory perspectives. Also acknowledged is the relatively recent Government policy initiatives which have delineated foundation and bridging education qualifications to specific NZQF levels and commenced the development of new qualifications.

Within the context of both the current definitional debate and the aims of this research, a broad definition of foundation education is proposed which acknowledges theoretical and pedagogical frameworks appropriate to foundation education as well as the aspect of equity (see Chapter Two, section 2.2.3). Foundation education is also seen as encompassing NZQF Level One programmes to degree-level foundation and bridging programmes. This position is acknowledged as being in conflict with recent Governments' policy on foundation education which has located this area of provision (and associated funding) as being at the lower NZQF Levels. The TROQ review which has developed new foundation education qualifications at NZQF Levels One and Two and new bridging qualifications at NZQF Levels Three and Four is evidence of this policy direction.

However, significant debate had occurred within research, professional associations and providers to propose that foundation learners arrive at every level of provision and that relegating foundation education to NZQF levels is arbitrary. This shift in defining foundation education is reflected in the independent research group, Educational

Achievement Working Party (EAWG) (2012) report which aimed to explore recommendations for improving foundational education for 'priority learners' in New Zealand.

> Focusing on learners rather than levels per se highlights the Working Group's belief that any discussion of our education system needs to proceed from its fundamental aim: to create successful outcomes for the people who take part in it. (EAWG, 2012, p. 3)

The work of the EAWG and other recent initiatives described in this research provides evidence that foundation education remains a continued concern and imperative for Government education and social policy.

> Programmes for priority learners are an important and valuable part of our tertiary education system…. Ensuring that these New Zealanders have access to good-quality post-compulsory systems for building skills and capabilities, which in turn lead to further education and good jobs with sustainable career pathways, must be a central component of any strategy for alleviating poverty and increasing New Zealand's social and economic performance. This is particularly critical for Māori, for whom our compulsory education system has historically not performed well. It is clear, however, that this part of our tertiary system is not working as well as it might. Completion rates are low, particularly among the part-time students who make up the majority of priority learners. It is also unclear how well these programmes are benefiting learners - few progress to higher-level programmes, and the little robust data we have around social and economic outcomes show only weak benefits for those who do complete. Underlying all this is a lack of robust information about the nature of these programmes, the learners who take part in them, and the effect of the programmes for learners over the long term. (EAWG, 2012, p. 42)

The above quote sets the scene for this research on a number of levels by reflecting:

- the continued need and status of foundation education in New Zealand;

- the underlying philosophies driving foundation education which are predominately functionalist in the desirability of improved economic outcomes and productivity;

- a humanistic philosophy which recognises the both the socio-economic factors and potential positive social outcomes associated with foundation education particularly for marginalised groups; and

- a dearth of information about the nature of foundation programmes, learners and the effectiveness of foundation education.

Despite continued policy focus and educational initiatives, the size of the 'problem' of foundation learners has remained relatively constant from Benseman and Russ' (2001, 2003a) and Benseman, Sutton and Lander's (2003c, 2005a) early research findings to the current environment. It can be argued that the continued focus on predominately functional approaches to foundation education which have arisen from Government policy has not significantly addressed the on-going needs of foundation learners.

This thesis argues that critical, Freirean or emancipatory perspectives are appropriate to the needs of foundation learners, but are lacking in most policy debates and initiatives precisely because they challenge the status quo in our society. These approaches are perceived as radical, yet they profess the possibility for social action and emancipatory transformation which may have a significant impact on meeting the complex and diverse needs of foundation learners.

The following section explains the relevance of the critical theory as the frame for this research and a lens through which to consider adult learning, while recognising that this approach is essentially non-existent at the policy level of foundation education in New Zealand.

1.4.2   Critical theory

> Critical Theory is a revisionist Marxist philosophy that interrogates the nature and structure of the social world through the lens of power. Yet it does not simply try to understand the nature of the social world, but also to change it - to make it more humane, equitable and just. (Ward, n.d. p. 1)

The principal theoretical framework for this study is that of critical theory derived from the tradition associated with the Frankfurt School[10] and applied to adult education praxis

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[10] Frankfurt School – shorthand for the tradition associated with the Institute of Social Research (Institut für Sozialforschung) which was founded in Frankfurt, Germany in 1923 and developed by a group of influential theorists connected to the Institute such as Max Horkheimer, Theodor Adorno and Herbert Marcuse who engaged with the German tradition of philosophy and social thought, in particular from Marx, Kant, Hegel and Weber.

and critical pedagogy within foundation education policy and practice (see Chapter Three for a definition of critical theory, a brief history and a discussion of related concepts such as critical pedagogy). It is acknowledged that "critical theory is a term that is often evoked and frequently misunderstood" (Kincheloe & McLaren, 2000, p. 279). A concise definition of critical theory is recognised as problematic as there are many critical theories and the critical tradition is always changing and evolving. Also, as critical theory attempts to avoid too much specificity, a set of fixed characteristics of critical thought is contradictory to aspirations of such theorists to avoid "the production of blueprints of socio-political and epistemological beliefs" (Kincheloe & McLaren, 2000, p. 281). Despite definitional issues around critical theory, this research aspires to be viewed within the context of critical research as the nature of this inquiry is essentially transformative in its aims and assumes an effort towards understanding emancipatory consciousness within the realm of foundation education.

> Whereas traditional researchers cling to the guard rail of neutrality, critical researchers frequently announce their partisanship in the struggle for a better world (Kincheloe & McLaren, 2000, p. 291).

Critical theory challenges the status quo. Hence, its application to the context of adult education has resulted in a perception of this approach as being deemed a radical philosophy as contrasted to liberal, progressive, behaviourist and humanistic approaches within this field. Yet, Elias and Merriam (2005) argue that the term 'radical' within the context of adult education philosophy "has not seemed quite broad or powerful enough to capture the liberating, empowering and transformative aspects that proponents of this orientation espouse" (p. 147) and acknowledges the prominence of the Brazilian educator and philosopher, Paulo Freire's educational pedagogical approaches in challenging the presumed neutrality of education and the power relationships between teachers and learners.

Degener (2001) argues that in the field of adult education, there is much debate about how programmes can best serve learners. She notes that some educators and researchers believe that adult education programmes should reflect a critical pedagogy and provide programmes that are culturally relevant, participant driven, and socially empowering. In

her work, she cites critical theorists Bartolomé (1996), Freire and Macedo (1987), Lankshear and McLaren (1993) and Shor (1992) who have criticised many adult education programmes for applying a 'one model fits all' approach, with a pre-set structure and curriculum that rarely takes into account the specific background and needs of the individuals involved. This stance is reflected in the work of Benseman (2008a) in that these non-critical or functionalist programmes place a primacy on skills acquisition, reflecting some educators' and policymakers' beliefs that the attainment of literacy and other skills alone will help to rectify the marginalised positions of the learners who are enrolled in these programmes.

> A functionalist perspective, can be broad or narrow in its scope, but the skill components can be taught in isolation, with the aim of eventually integrating them into a coherent set of skills…This approach is characterised by a hierarchical relationship between the teachers and learners, where the teacher is seen as a subject expert.…proponents of this approach usually see themselves as apolitical, while their critics see them as either open advocates of the status quo or at the very least, doing nothing to challenge existing power structures and relationships. Not surprisingly, this approach is common in government policy and programmes as it offers clear indications of what is to be taught , and subsequently monitored. It also represents little challenge to existing political structures. (Benseman, 2008a, p. 13)

As Degener postulates, non-critical programmes ignore the political, social, and economic factors that have conspired to marginalise people in the first place and learners in these programmes are often seen as passive recipients of the educator's knowledge, with little sense of their own agency in transforming their lives. Although Degener's research was centred on family literacy programmes in the USA, a central tenet of this thesis is that her work can be applied to foundation programmes within New Zealand as these programmes address literacy as well as other academic or technical skills at a developmental level. Another essential premise of this research is that both foundation education policy and practice can be viewed through a lens which reflects a continuum of critical and non-critical pedagogical constructs and practices.

> Dividing adult education programs into two categories is too simplistic and does not adequately represent the field. In reality, there may be programs that reflect some critical and some noncritical elements. Rather than labelling programs as either critical or noncritical, it may be more useful and beneficial to the field to

think about adult education programs as falling somewhere on a continuum between noncritical and critical. (Degener, 2001, p. 28)

Benseman (2008a) acknowledges Degener's (2001) contribution (in terms of a continuum of pedagogies and practices), to his classification of perspectives in concurring with her espoused position that "the reality is that most programmes and teachers operate using a varying amalgam of them" (p. 14). The impact and relevance of a critical theoretical or critical pedagogical approach to foundation education in New Zealand (often to balance what has been a predominately technicist or liberal functionalist approach) has been recognised by a number of academics and researchers in the adult education field (Benseman 2008a; Coltman, 2004; Findsen, 2007; Tobias, 2005, 2006; Zepke, 2008, 2011b). Benseman (1988) in particular, acknowledges the limited impact of critical pedagogical or Freirean approaches to foundation education policy and provision in New Zealand (see Chapter Three).

Overall there is a dearth of research on foundation education in New Zealand from a critical theoretical standpoint. In response to this need for academic and critical discourse on foundation education, this study has adapted, contextualised and extended Degener's (2001, 2006) analytical framework and critical pedagogical precepts to foundation education provision and policy in New Zealand.

1.4.3 Acknowledgement of personal perspective

In qualitative research, as the researcher is the primary instrument for gathering and analysing data (Merriam, 1998) it is particularly important that they acknowledge any influences of biases, values and beliefs associated with the research. Table 1.2 summarises my: values in terms of foundation education; cultural identity and worldview; and pedagogical understandings and preferences. All of which are potential sources of bias within this study. Chapter Four, section 4.8.1 provides a description of the efforts made to reduce personal bias and influence in the research process.

Table 1.2

Acknowledgement of Personal Values, Cultural Identity, Worldview, Pedagogical
Understandings and Preferences

Sources of Potential Bias	Acknowledgment
Values	My various roles within the Institutes of Technology and Polytechnics (ITP)[11] sector need to be acknowledged in that, although I held responsibilities for foundation education as an academic manager, I have not been either a foundation educator or foundation student. In facilitating the design, approval, accreditation and evaluation of foundation programmes, I have gained a knowledge and understanding of the needs of foundation learners and the priorities of these programmes mostly from a quality assurance perspective. I recognise that I have not experienced the reality of teaching foundation students on a day to day basis or the personal challenges facing students enrolled in foundation programmes.
	While never having been a foundation learner in terms of the necessity to take on foundation or bridging programmes, I am a first generation graduate in terms of academic success at a graduate and postgraduate level. This experience has enabled a realisation of the difficulties in progressing academically without support structures, role models or mentors. I also have a great deal of respect for foundation students who courageously undertake foundation programmes when they have had little or no positive experiences from their compulsory schooling years. Finally, in terms of my personal values around formal education, I come from a family which enthusiastically believes in the importance of education and I fundamentally believe that education has the power to transform and empower our lives.
	Within my academic management and leadership roles. As an employee I have had a personal vested interest in the successful outcome of the accreditation, approval and evaluation processes for foundation programmes or initiatives that I have facilitated and managed.
	I believe I have a sound understanding, appreciation and sympathy to the responsibilities and accountabilities of the senior management teams within ITPs. However, the range of my professional work has, I believe, enabled an affinity with the educators (tutors and/or lecturers) who are dedicated to the success of their students.
	While personally valuing some of the intended outcomes of foundation programmes (such as skill acquisition leading to employment and/or attainment of academic skills and knowledge necessary for further educational pursuits), I have become increasingly sceptical of appropriateness of approaches to foundation education that are solely functionalist, skill or competency based.
Cultural identity and worldview	My worldview is grounded within the experience of being a 'first generation kiwi' and a 'Pakeha' from English and Irish descent. My family grew up in a low socio-economic, east Auckland suburb with a large urban Māori population. I became progressively aware of differences in educational achievement associated with ethnicity and socio-economic factors regardless of individual capabilities or potential to achieve academically. I had very little understanding of New Zealand history from a bi-cultural or colonisation perspective until I studied at these areas an undergraduate level. I also embrace the disciplines of cultural anthropology and sociology that have contributed to my understanding of New Zealand society and culture.

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[11] A tertiary education institution that offers a wide diversity of continuing education, including vocational training, and that conducts research, particularly applied and technological research.

Table 1.2

Acknowledgement of Values, Cultural Identity and World View and Pedagogical
Understandings and Preferences (continued)

Sources of Potential Bias	Acknowledgment
Cultural identity and worldview (continued)	I recognise that a Kaupapa Māori or Mātauranga Māori approach[12] may have been appropriate epistemological or pedagogical approaches to examining foundation education at NorthTec and I recognise that researchers do not have to identify as Māori either in terms of ethnicity or cultural identity to take these approaches. However, it was felt that the critical theory approach, based on values of "emancipation, social change, egalitarianism and critical enlightenment" (Simons, 2009, p. 35) was a good fit with my cultural identity (as a member of the more dominant Pakeha culture) and values around foundation education. I also consider that critical theory can recognise Māori pedagogies within its framework and focus.
Pedagogical understandings and preferences	I hold the view that critical theory or pedagogical approaches are entirely appropriate for most foundation education provision. I have also experienced the ways that critical theory or pedagogy is perceived by tutors, educators of tutors, managers/administrators and policymakers/influencers. Through a degree of 'practice wisdom' arising from my experiences with a range of pedagogical approaches within the ITP sector, I am aware that explicit critical pedagogical approaches or teaching strategies are not prevalent in programme design or in-house, entry-level tutor education programmes. Also, in my opinion, despite the TEC's investment in funding literacy and numeracy provision and the NZQA offerings of the NCALNE (Voc) and NCALE (Educator)[13], critical pedagogical approaches are not robustly considered within external or national foundation educator development programmes. This may be partly due to the perceived radical or even revolutionary overtones of critical theory. Critical theory or pedagogical approaches to tutor education programmes do not sit well with functionalist approaches to teacher education. The functionalist focus within programmes such as CAT is for the new tutor, who often comes straight from industry, to develop basic teaching techniques (lesson, teaching, assessments and moderation plans) so that they can engage the students to achieve successful assessment, course or qualification completion. This approach to educating the educators or 'pre-service education' is a mechanism that Degener (2001, 2006) recognises as creating and perpetuating the dichotomy between critical and technicist/functionalist approaches to tertiary teaching.

Foundation educators, who come into the ITP sector already possessing teaching or education related degrees, would have been likely to have studied critical theory and pedagogical approaches within their degree programmes. I am also aware, through my various academic management roles, of a number of inspired tutor educators and/or mentors, who incorporate aspects of critical theory in their teacher education programmes in terms of strategies for tutors to engage and retain second-chance and/or foundational learners. |

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[12] See glossary of Māori Terms for Kaupapa Māori or Mātauranga Māori terms.

[13] NCALE (Educator): National Certificate in Adult Literacy and Numeracy Education (Educator) and NCALNE (Voc): National Certificate in Adult Literacy and Numeracy Education (Vocational /Workplace). These are professional qualifications for adult literacy and numeracy educator competence in New Zealand.

Table 1.2

Acknowledgement of Values, Cultural Identity and World View and Pedagogical
Understandings and Preferences (continued)

Sources of Potential Bias	Acknowledgment
Pedagogical understandings and preferences (continued)	At the management and senior administrative level of ITPs, the application of critical theory to practice, from my experience is non-existent, with the exception that some managers that I have worked with view critical theory as an idealistic approach. The imperatives for persons that hold senior management positions within ITPs roles (and I have personally been employed as one), is predominately to 'get the job done' with a strong student focus so that good achievement and completion rates are achieved. These imperatives are considered entirely appropriate for the positions that these managers hold, but from my perspective do little to explain why there is such a continued need for foundation education. My experience is that critical theoretical approaches do not sit well with neo-liberal Government policy around foundation education (such as the TESs, LLN and Youth Guarantee policies) as the imperatives of recent Governments' have been to reduce public sector costs, unemployment figures and low achievement rates in foundation level programmes as monitored by the TEC. I believe that one of the issues facing successive Governments' is the three year term within which to achieve results, resulting in relatively short-term planning. Unfortunately addressing the systemic factors underlying the need for foundation education requires long term and generational approaches.

Table 1.3 outlines my professional experiences and personal observations with regard to foundation education gained over years of working in academic management and leadership roles within the ITP sector. Excerpts from this section were also provided in the initial correspondence with potential participants as means of communicating my personal investment in the study and beliefs about the importance of the research (see Appendix B). Through my professional experience and networks I believe I have gained a degree of 'practice wisdom' in translating Government policies and management decisions into operation at the four ITPs I have worked for, including the development, delivery and evaluation of foundation programmes.

Table 1.3
Summary of Professional Experience in Relation to Foundation Education

Areas of Experience	Summary
Within the ITP sector in general	My professional experiences over the last 20 years at four ITPs (including NorthTec), has included a range of responsibilities relating to academic management and leadership including: academic and institutional quality assurance; programme development, accreditation, approval, evaluation and review; people management; academic staff professional development; and staff research.
Within foundation education at ITPs	I have: facilitated the development, accreditation and approval for many generic and specialised foundation programmes; obtained accreditation and approval for academic staff development programmes specifically in the field of literacy educators; developed organisational and departmental foundation learning strategies; facilitated the process of embedding LLN into existing programmes; reviewed foundation programmes and suites of programmes; managed consultation processes for initiatives and policy as directed by Government departments such as NZQA and TEC. Through my academic management experiences including contributions to national policy directives through consultative processes, I became interested in the usefulness of 'alternative' pedagogical thinking to academic decision making roles within foundation education in the ITP sector.
Within NorthTec (foundation education)	My initial experience in academic management and quality assurance specific to foundation education, as a distinct educational field, was in 1999 at NorthTec. The challenges I faced at this polytechnic in facilitating the approval of centralised, generic foundation programmes sowed the seed for my interest in what I perceived as a relatively newly defined or formalised field of educational provision.[14]
Professional Associations	I became involved with the New Zealand Association of Bridging Educators (NZABE) in 2003 and much later in 2012 with the Foundation and Bridging Educators New Zealand (FABENZ)[15]. Other professional forums or umbrella groups that I actively engaged with (prior to their disestablishment) were the ITPNZ Foundation Forum and the ITPNZ Academic Managers Forum. All of these networks were invaluable for fostering discussion and debate with colleagues about the challenges in foundation education policy and practice and helped clarify the focus of this study.

Managing the tensions between the sometimes opposing philosophical and ideological stances between: Government mandate and rules; the ITPs' governance, management and quality assurance systems and requirements; educators' imperatives and developmental needs; students' needs and goals; and other stakeholder expectations has been a constant challenge. From a personal perspective, nowhere has this been more apparent than at the foundation learning and/or programme level. I have also observed

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[14] See Chapter Two for a brief history of foundation education provision in New Zealand.

[15] Formed in 2012, as an incorporated society which amalgamated the New Zealand Association of Bridging Educators (NZABE) and the Institutes of Technology and Polytechnics (ITPNZ) Foundation Forum. FABENZ exists to provide a shared platform for tertiary educators across the sector to work to promote foundation and bridging education as a means of empowering and creating success for learners, their families and communities, and for society and the economy.

that the pedagogical issues and conflicts in developing, delivering and evaluating foundation programmes seem to be more evident in these programmes than in other fields or disciplines delivered by ITPs. This has led me to critically reflect as to why this is the case.

From my perspective and experience as an academic manager, it seems evident that many of the tensions arise from a clash of philosophies and beliefs as to the value and function of foundation education. This tension has been observed by postgraduate researchers in this field.

> The tension appears to arise from a mismatch between educator's philosophical beliefs (of equity, social engagement, involvement in learning processes, as highlighted in personal background and practices within an environment of immense diversity of student) and institutional needs in bridging students into tertiary education. (Morgan, 2003, p. 9)

Within the actual delivery of the programmes, I agree with Benseman's (2008a) comments in that there is more happening within the learning environment than a single minded focus on skill acquisition and attaining the desired retention and completion outcomes. This stance has also been reflected in postgraduate research conducted in the foundation education field in New Zealand.

> Bridging education provision in the polytechnic sector, whilst diverse in terms of the models of delivery, is based on core operational components and philosophies…Programme quality is measured by the ability of programmes to meet their purpose, which in the polytechnic context is to assist under-prepared students to gain skills and qualifications and entry to mainstream tertiary courses. The need for highly trained and skilled staff, in learning theory and practice as well as specific content, is reflected in bridging philosophies. These beliefs are core to bridging education delivery: bridging education must be approached holistically recognising that students are complex entities. Their learning/acquisition of skills must be seen in the context of their day to day lives, cultural heritage, and future aspirations. (Coltman, 2004, p. 7)

In the foundation education field, the intensity of this tension may be due to factors that I have observed such as: the relative newness of the field in New Zealand; the marginalisation of both educators and the target groups of foundation learners; and a

polarisation or dichotomy between the technicist or liberal functionalist paradigm of policymakers and those of some practitioners or educators working in the field.

Table 1.4 outlines a summary of my observations of the foundation education field in terms of: programme development; management challenges; foundation education tutors[16] challenges; policy and research. The literature on foundation education in New Zealand acknowledges the value of the critical theoretical or pedagogical approach to meeting students' needs (Benseman, 1998; Benseman, 2008a; Tobias, 2006). I have observed that most tutors are practical and outcome focussed in their delivery style, but also espouse the value of pedagogical approaches akin to Benseman's (2008a) social action, Freirean, critical or emancipatory perspectives (see Table 2.3). However, Benseman (1998) argues that, despite Freire's international prominence in the field of adult education, his influence on New Zealand adult education (specifically on adult literacy), has not been great especially at the level of practice within programmes.

> Few, if any, current adult literacy practitioners would claim that they were running 'Freirean programmes'. This is probably more so now in the 1990s with its managerialist ethos and New Right environment, where it can be political suicide to publicly proclaim a revolutionary intent of even modest proportions. (Benseman, 1998, p. 23-24)

I have also encountered a few managers and educators who are adverse to the precepts of critical theory and pedagogy for given reasons such as: a degree of uncomfortableness with its radical or revolutionary connotations; a preference to focus on individual change for foundation students rather than societal or political change; and difficulties in translating perceived complex tenets of critical pedagogy into practice in the classroom.

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[16] Within this research the term 'tutors' represents foundation education tutors or educators unless specified.

Table 1.4

Summary of Personal Observations in Relation to Foundation Education

Area	Observations
Programme development	I have observed that, unlike most mainstream programme areas, foundation programmes and courses are developed for a variety of reasons and amongst a variety of circumstances which have included: • a need for prospective students to gain specific skills through targeted courses which have been identified previously as not being at a sufficient level of proficiency at the pathway programme. For example, pre-entry or credit bearing mathematics courses for engineering programmes; • the need for complete specialised foundation programmes to prepare under-prepared students to gain entry into degrees such as nursing; • institutional decisions to develop generic programmes which pool resources across the institution and aim to provide strands or pathways to a number of higher level programmes; and • programmes that target specific communities such as Māori, Pasifika and youth.
Management challenges	From my personal experience at the management level within ITPs there seemed to be a polarisation between the technicist or liberal functionalist approach to foundation education and the more critical, emancipatory or transformational approach. This has been reflected in my observations of the proceedings of various Academic Boards and sub-committees in the development, approval and evaluation of foundation programmes. I have also observed, over the years, an increasing influence of managerialist philosophies alongside seeming endless restructuring, retrenchment and organisational reviews within the ITP sector. I believe that this has promoted a culture of distrust between academics and management and at times between institutions and Government agencies throughout the tertiary sector. This has made the role of the academic manager increasingly difficult as it relies heavily on staff buy-in for the success of new initiatives and programmes. This is particularly true in terms of staff engagement and ownership when developing new foundation programmes, courses and associated curriculum. Often tutors who are developing the content of new programmes do this in their own time, above and beyond their teaching or research workloads. I have also observed a degree of marginalisation of both foundation programmes and foundation educators within organisational programme portfolios and organisational structures at a number of ITPs.
Foundation education tutor influences	From my experience most individual educators do not have great influence on qualification accreditation, approval and funding rules and criteria which determine, to a large degree, a standardised format for describing the structure, content and outcomes of a programme or qualification. However, from my experience, they do tend to have a relatively high degree of autonomy in their choices around the delivery of the curriculum and level of engagement with their students.
Pedagogical challenges	Over time I have developed awareness that the development of foundation programmes requires consideration of appropriate pedagogies to meet the diverse and complex needs of foundation learners. I have observed that many foundation programmes were being developed, delivered and evaluated without an explicit conceptual or theoretical framework within quality assurance documentation, which is often articulated in higher level programmes and required at the degree level.

Table 1.4
Summary of Observations Regarding Foundation Education (continued)

Area	Observations
Pedagogical challenges (continued)	I have had direct experience with the efforts of many managers, administrators and educators working in foundation education who intrinsically understand the need to incorporate critical or emancipatory approaches to the teaching and learning process and curriculum in order to develop pedagogically sound programmes for foundation learners. However, these educators operate within what is often perceived to be overly mechanistic, technicist or functional policy directives, funding rules and at times institutional systems and processes.

Within some foundation programmes I have observed an undue focus on functional or remedial skill acquisition within foundation programmes which embodied essentially deficit or ameliorative approaches to meeting foundation learner needs. I have also observed an institutional aversion to the consideration or articulation of explicit critical theoretical or pedagogical approaches in the design and development of foundation programmes. In working with educators in development and evaluation of foundation programmes I have encountered a more critical pedagogical approach in practice than exists within with the formally approved programme documentation. For example, in both formal and informal discussions regarding the needs of the learners within these programmes, they are more likely to use terminology that is associated with Freirean concepts such as 'praxis' and refer to pedagogies that focus on the learner and an awareness of their diverse cultures, needs and goals. Yet few foundation educators or adult education practitioners who I have worked with would class themselves as critical theorists. |
| Policy | Foundation education policy directives have also become increasingly focused on the achievement of measurable outcomes such as qualification completion, retention and progression, excluding 'soft outcomes' such as those described by Zepke, Leach, and Issacs (2008) and Zepke and Leach (2010) as including achievements in the areas of interpersonal skills, organisational skills, analytical skills and personal skills.

Within New Zealand's political environment I have also observed an ever increasing technicist and functionalist focus for foundation education funding and provision. The mind-set that the purpose of foundation education is to increase productivity outcomes have strengthened with the related educational policies and strategies of the National Government elected in 2008. Combined with the fiscal retrenchment in the ITP Sector ($70 million in 2010-2011), increased Government intervention and control in the governance of ITPs (the 2009 Education (Polytechnics) Amendment Bill), a policy focus on workplace literacy and the recent policies for contestable funding for foundation education, there appears to be little support or funding for approaches to foundation education which support the adoption of critical pedagogical approaches or critical programme analysis. |
| Relationship between research and policy | In terms of my perceptions on the relationship between foundation education research and policy is that much of the current research (specifically with regard LLN) has been funded by the state to fulfil the requirements of the Government at a particular time. This has been evident in the goals of particular TESs which with succeeding Governments, have morphed over time to focus on 'valued outcomes' and productivity indicators.

Through my experience, I also believe that there exists a degree of suspicion from some educators that I have worked with as to the independence of Government sponsored research within the foundation education and adult literacy field. |

Recognising that much of the theory and research underpinning both policy and funded practice in foundation education is grounded implicitly or explicitly in technicist and liberal functionalist discourses (Tobias, 2006), existing funding mechanisms and rules (in particular for adult literacy) mean that it is difficult to put forward programmes that challenge the status quo in even a modest way (Benseman, 1998).

> [In New Zealand] the dominance of government funding with its assumption of political neutrality constraints for foundation skills, makes it difficult to run overtly political programmes (Benseman, 1985), but practitioners often have some degree of autonomy within their classroom walls. (Benseman, 2008a, p. 14)

Degener's (2001) analytical framework seemed a pragmatic, yet erudite approach for examining foundation education policy and practice through the concept of a continuum of critical pedagogy as opposed to a dichotomy between critical and functionalist approaches. Like Degener (2001), I have encountered an "us versus them" mentality amongst the protagonists of these approaches and the need for consideration of a "middle ground" (p. 48). In my reflections on possible applications of Degener's analytical framework for foundation education, its utility for the examination of foundation educators' philosophies and practices was immediately apparent. I then developed the idea that her critical theory precepts, could be extended to the management/administration and policymaker/influencer philosophies and practices within the context of foundation education. By applying her framework at these levels it was considered that this approach could potentially enable all parties involved to better understand and communicate around the multi-faceted issues for the development, delivery and evaluation of foundation programmes that could better meet the criteria of success for all stakeholders.

1.5 Overview of the research methodology

> The purpose of critical educational research is intensely practical, to bring out a more just, egalitarian society in which individual and collective freedoms are practiced, and to eradicate the exercise and effects of illegitimate power (Cohen, Manion, & Morrison, 2011, pp. 31-32)

The research design and methodology, including justification of chosen methods and research strategies employed to ensure the attainment of recognised criteria and characteristics of rigorous qualitative research, is described in detail in Chapter Four. This section provides a brief description of research processes and methodologies chosen as appropriate for addressing the research aims and questions.

1.5.1   Constructivist grounded theory

This study is essentially qualitative and uses constructivist grounded methodology, largely as described by Charmaz (2000, 2004, 2006, 2007), both to explore critical pedagogical dimensions developed from Degener's (2001, 2006) research as they relate to foundation education within the New Zealand tertiary context and to build a conceptual framework for this field of education provision from this perspective.

> [Constructivist grounded theory] is a method of conducting qualitative research that focuses on creating conceptual frameworks or theories through building inductive analysis from the data. Hence the analytical categories are directly 'grounded' in the data. (Charmaz, 2006, p. 187)

Classical grounded theory as posited by Glaser and Strauss (1967) focuses on discovering theory as emerging from data separate from the scientific observer. Charmaz (2006) brings the perspective of constructivism to grounded theory, in that this social scientific perspective addresses how realities are made and assumes that people, including researchers, construct the realities in which they participate. Charmaz assumes that "neither the data, nor theories are discovered. Rather, we are part of the world we study and the data we collect. We construct our grounded theories through our past and present involvements and interactions with people, perspectives, and research practices." (Charmaz, 2006, p.10)

Constructivist grounded theory, recognises the impossibility of a theory-neutral ground (Charmaz, 2000, 2006; Gibbs, 2000). In acknowledging that there is no theory-neutral stance to the investigation of social and political realities with regard to foundation education, the use of constructivist grounded theory is consistent with the epistemological standpoint of this research. Accordingly, Degener's (2001) analytical

framework and critical theory precepts are acknowledged as underpinning this research (see Table 3.9).

As reasoned in Chapter Four, this research does not replicate Degener's (2006) research, but uses qualitative methodologies (constructivist grounded theory and case study research), both to expand her largely quantitative research and further explore her critical pedagogical constructs. The extension of Degener's research takes place along three dimensions. First, her research focus is expanded from the field of family literacy adult education in the USA to the field of foundation education in the New Zealand tertiary environment. Second, her research protocols also extended from a focus on a single group, that of family literacy educators to the examination of three main groups of individuals involved in foundation education, namely, that of foundation educators, managers/administrators and policymakers/influencers. Third, given that foundation education policy in New Zealand has a direct impact on provision, an analysis of Government policy in this area is explored. It is hoped that by using a qualitative approach to examine the research aims and questions, that the results may go some way to validating Degener's conceptual framework and critical theoretical precepts, as well as capturing a richness of information that is often constrained within purely quantitative approaches.

1.5.2   Case study research

The case study approach used for this research is best described as being: single-case and both theory-led and theory-generating (see Chapter 4, section 4.5). NorthTec's foundation education provision, as a bounded system (Merriam, 1998; Yin, 2003), is the focus of the case study research within the wider context of the successive Governments' policy and strategic objectives for foundation education in New Zealand (See Appendices E, F and G). NorthTec is a regional polytechnic is located in the upper North Island of New Zealand in the area known as Te Tai Tokerau or Northland[17]. As a smaller, regional ITP it faces challenges in the delivery of tertiary education across a disperse area, both geographically and economically (see Appendix G for a description

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[17] The names Te Tai Tokerau and Northland are used interchangeably within this thesis for this geographical region in New Zealand.

of Te Tai Tokerau's regional statistics and NorthTec as the case study, its foundation education provision, history and programme development process).

While NorthTec represents the single-case study examined in this research, sub-cases of its foundation education provision were identified. These were first, the programmes or courses identified as either focussing on foundation education (as generic of specialised programmes), or containing a significant component of foundation learning within the curriculum. Second, perspectives of tutors, managers/administrators and selected members of the NorthTec Council[18] were sought, representing viewpoints on this area of provision at all levels within the organisational hierarchy.

The case study approach was utilised for this research as it is recognised as being particularly suitable for dealing with critical problems of practice and extending the knowledge base of various aspects of education (Merriam, 1988, Simons, 2009). Specifically, NorthTec's foundation education provision was considered an ideal case for the investigation into the implementation of regional and nation-wide objectives for 'building foundation skills' in Northland, which is an area in New Zealand that has a high need for foundation education opportunities within many of its communities (TEC, 2003; NorthTec, 2008).

1.5.3 Data generation and collection

The procedures used for the data collection methods that were considered as being appropriate to the nature of the enquiry within the case study and for developing grounded theory were: semi-structured interviews; documentation analysis and the observations made by the researcher. Great care and effort was taken to build a level of acceptance, access and trust with potential participants and the approaches used to achieve these qualities are detailed in Chapter Four.

The interview schedules used in the semi-structured interviews were developed using Degener's (2001, 2006) critical pedagogical constructs, her concept of a critical pedagogy continuum across six elements of adult education programmes, and from

relevant aspects of her survey and interview research instruments. These were contextualised and adapted for foundation education within the New Zealand tertiary environment. The four interview schedules that were developed and trialled also included questions on the participant's perceptions and experiences on policy, both within NorthTec and at the national level (See Appendix D). All of the 58 interviews conducted were audio-taped and transcribed. A summary of the interviews conducted and their representation in terms of the groups of interviewees is contained in Chapter Four, Tables 4.7 and 4.8[19]. In order to further explore and address the questions guiding the research, analysis of relevant documentation was undertaken at both the policy and case study level as an additional source of data (See Appendices E and F).

As the researcher, I also brought observations of the phenomenon under study to the research findings, often in terms of informal contexts (arising from on-going discussions and working alongside those involved in foundation education). Chapter Four, section 4.6.6 outlines how these observations were recorded and maintained over the course of the research to enable a further source of data and the development and capture of a reflective account.

1.5.4 Data analysis

The analytical strategies used in the research are primarily based on Charmaz's (2006) techniques for achieving grounded analysis) were: coding and comparison; memo-writing; theoretical sampling; theoretical saturation and development of theory (see Table 4.9). It is acknowledged that the overarching frame for the analysis was derived from Degener's (2001, 2006) concept of four degrees of critical pedagogy across six areas of programme delivery.

This concept of degrees or a continuum of critical pedagogy was also applied to the areas of questioning on: policy and strategy; quality assurance; perceptions regarding the future of foundation education; and perceptions on research priorities for foundation education. Degener's pedagogical constructs (see Table 3.9) were used as a guide to

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[18] The governing body of a tertiary education institution as defined by the Education Act 1989 (165).

[19] The total response rate was 95% of those that were approached to participate in the study.

organise interviewees' thematic responses along a continuum for both the programme areas and other areas of questioning.

1.5.5   Ethical considerations

Evidence of ethical clearances for this research from Curtin University and NorthTec's Research Committee are contained in Appendix C. Informed consent from all participants was sought at each stage of the data collection phase of the research. Initial emails, background letters, participant information and consent forms (see Appendices A and B) communicated that participation was voluntary and that the confidentiality of participants would be maintained. Participants were informed that they would not be personally identified in the thesis and could withdraw from the research at any time.

1.6   Structure of the thesis

This thesis is organised into nine chapters as described in Table 1.5.

Table 1.5
Organisation of the Thesis

Chapter	Description
Chapter One	• An introduction and overview of the study in terms of: the aim and research questions; significance; theoretical context; and research methodologies, design and ethical considerations. • NorthTec, as the case study, is introduced against the backdrop of a political environment that has, to a large degree, been determined by Government education policy and strategic objectives for foundation learning, in particular within the Governments' TESs. • The rationale for the development of a theoretical model or framework for foundation education policy and provision in New Zealand is discussed within an acknowledgement of my personal perspective and motivation for the inquiry.
Chapter Two	• Provides the contexts for foundation education policy and provision in New Zealand, namely, that of: adult education and learning; associated nomenclature; research on foundation education in New Zealand; the international context; and the New Zealand tertiary education environment.
Chapter Three	• Defines critical theory and provides a brief history of the development of this theoretical and ideological tradition. Descriptions of critical theory concepts and terminology particular to the context of education are provided, including those associated with critical pedagogy. • The place of critical theory research within the New Zealand adult educational field is examined alongside the rationale for adopting a critical theoretical and critical pedagogical approach as relevant to foundation education policy and provision in New Zealand.

Table 1.5
Organisation of the Thesis (continued)

Chapter	Description
Chapter Three (continues)	• The contribution of Paulo Freire with regard to his work on critical pedagogical theory and practice is given particular note. First, as his approach and ideas to a significant degree underpin Degener's (2001, 2006) research and analytical framework, which is described in Chapter Three and secondly, as his contribution has been recognised as relevant for foundation education in New Zealand (Benseman, 1998; Roberts, 1999).
	• Criticisms of critical theoretical and critical pedagogical approaches in the adult education context are also acknowledged.
Chapter Four	• The chapter describes the research design and methodology, including justification of chosen methods and research strategies employed to ensure the attainment of recognised criteria and characteristics of sound qualitative research including:
	• Charmaz's (2006) criteria for evaluating grounded theory; Yin's (2003) characteristics of an exemplary case study; and Lincoln and Guba's (1985) criteria for establishing trustworthiness and authenticity within qualitative research.
	• The procedures used for the data generation and management of data are outlined, including how access and acceptance for the case study from NorthTec's management and all potential participants was achieved. This chapter also addresses discusses and addresses ethical considerations pertinent to this research.
Chapter Five to Seven	• Chapters Five to Seven present the analysis and findings of the research as derived from the application of constructivist grounded theory methodology to the analysis of the 58 interviews achieved, supported with relevant documentation analysis (see Appendices E and F).
	• This analysis is represented in three parts which are: descriptive information on the interviewees; the programme six areas; foundation education policy, strategy and related areas.
Chapter Eight	• The chapter primarily addresses the achievement of the aim and research questions for this study. In addressing the aim of the study, a foundation education conceptual framework is presented, which at both the programme and policy levels describes pedagogical concepts across a continuum of highly critical to highly non-critical pedagogy and proposes pedagogical constructs considered distinctive for foundation education in New Zealand.
	• The utility of the proposed conceptual framework is discussed with suggestions for practical applications of the framework at four levels, namely, that of: governance; organisational management; foundation programmes; and quality assurance. Examples of potential tools, methodologies and processes which could utilise aspects of the conceptual framework are also provided.
	• Each of the four research questions are discussed in relation to the findings contained in Chapters Five to Seven, with reference to appropriate foundation education research and associated literature.
	• This chapter also presents an analysis of the findings of the study against twelve recognised factors leading to successful bridging and/or foundation programmes, alongside suggestions for further research and/or organisational change initiatives which have may have relevance not only for NorthTec, but other tertiary providers of foundation education.

Table 1.5

Organisation of the Thesis (continued)

Chapter	Description
Chapter Nine	• The final chapter summarises the conclusions of this study as they relate to having addressed the aim and research questions, as well as presenting 'unanticipated' findings and conclusions, which are considered to have relevance for foundation education provision and policy. • Implications of the research findings are discussed within the context of professional practice and policy development within this field. Possible future research directions are also presented. • The limitations of the study are discussed in terms of the research methodologies employed, namely, that of constructivist grounded theory and the case study approach. • Issues which arose from a few of the question areas contained within the interview schedules are acknowledged. • This chapter concludes with personal reflections and insights from my perspective as the researcher gained from the both the research process and challenges encountered over the course of the research journey.

CHAPTER TWO: FOUNDATION EDUCATION

> From a peripheral status on the margins of education and public debate, foundation skills for adults has now taken up a central position not only in education, but also in relation to work and the national economy. Such prominence would have been unimaginable when the literacy, language and numeracy needs of adults began to be recognised over 30 years ago (Benseman, 2008a, p. 11)

2.1 Introduction

This chapter describes and positions the field of foundation education policy and provision within five specific contexts as described in Table 2.1

Table 2.1
Contexts for the Study

Contexts	Description
Adult education and learning	The first context is that of adult education and learning and it is reasoned that foundation education within New Zealand sits within this arena.
Nomenclature	The second context is around the terminology and definitional debate associated with foundation education that is ongoing and remains largely unresolved. A definition of foundation education used in this research is proposed, one which acknowledges shifts in theoretical and pedagogical frameworks in this field of education.
Research	The third context is around research in foundation education in New Zealand including models of how foundation programmes are organisationally structured within ITPs and research into the effectiveness for foundation programmes.
International comparatives	The fourth context is the provision of the equivalent of foundation education policy and programmes (as generally understood in New Zealand) in other comparative countries. A brief description of foundation-type education policy and practice is provided for Australia, the USA and the UK as these countries have certain parallels with NZ in that developmental education has taken predominant focus in explicit policy directives on literacy and numeracy and other foundation level skill attainment as professed as being a conduit to greater productivity and economic success factors for these nations.
The New Zealand tertiary environment	The fifth context is that of the New Zealand tertiary education environment. This educational sector is described with particular reference to: a description of the Government agencies involved in the sector and the ITP sub-sector; the TESs' priority outcome statements for foundation education; and periods of policy change or reform in tertiary education,

Note: Appendix G provides a description of NorthTec as the case study for this research including this organisation's focus and priorities for foundation education within the context of New Zealand's foundation education policy.

2.2   Defining foundation education

This section endeavours to situate the field of foundation education within the realm of adult education and learning[20] and describes published definitions of foundation education related terminology used in New Zealand (from both Government policy documents and leading researchers in the field).   A broad definition of foundation education used for this research is provided.

Foundation programmes are found within the wider sphere of adult learning and education, which in New Zealand occurs primarily through the tertiary education system and includes all post-school education and forms of adult learning and education, at all levels of formal and non-formal adult education provision.   This positioning of foundation education within the field of adult education was recognised in the New Zealand Ministry of Education's (MoE's) National Report for UNESCO's Sixth International Conference on Adult Education (Brazil, 2009).

> Adult learning and education in New Zealand occurs primarily through the tertiary education system. The tertiary education system in New Zealand covers all post-school education and is very broadly defined. It encompasses all forms of adult learning from formal, degree and postgraduate study at universities through to non-formal adult and community education and foundation learning. (MoE, 2008a, p. 6)

Given this broad scope, definitional issues arise depending on the context within which foundation education and learning takes place, the purpose and types of programmes and the philosophical and/or theoretical approaches used.   Figure 2.1 portrays these contextual factors in an effort to convey the complexity of the field.

Although this thesis focuses on foundation education within the ITP sector, the scope and range of foundation programmes throughout the New Zealand tertiary sector is acknowledged as being essentially adult education programmes, with an increasing targeting of youth who have left secondary education without formal qualifications and

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[20] It needs to be recognised that the conceptualisation of adult education as a distinct field of education in itself is rife with debate and contention as discussed in section 2.2.1.

Māori who are overrepresented in the NZQF Level One and Two programmes in particular.[21]
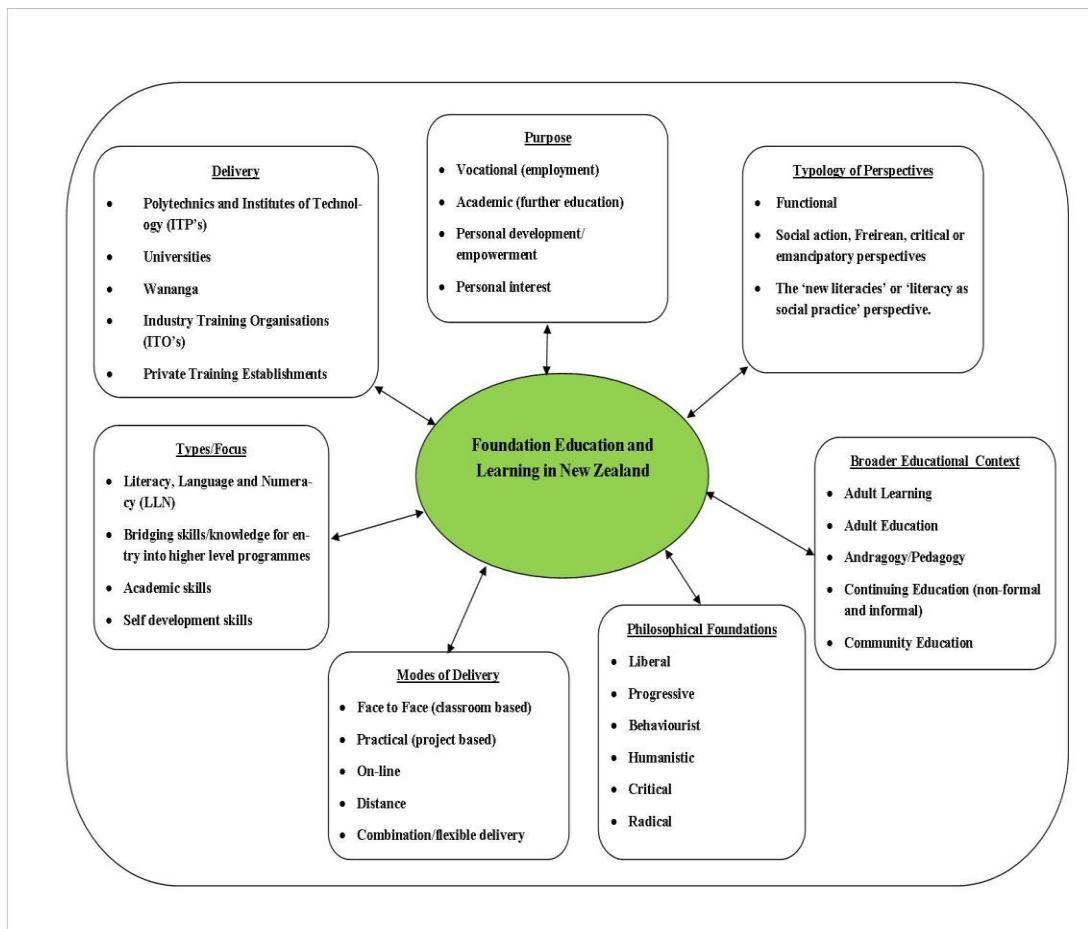
Figure 2.1. The context of foundation education and learning in New Zealand.

[21] In 2012, Māori learners comprised 40% of all Level 1 learners (n = 4,410) and 33% of all Level 2 learners (n = 14,950) at TEI's. Pacific learners made up 17% of Level 1 learners (n = 1,920) and 10% of Level 2 learners (n = 4,490) compared with Māori learners making up 21% and Pacific learners 9% of all provider-based tertiary students (retrieved from http://www.educationcounts.govt.nz).

2.2.1 Adult education and learning

> Defining adult education is akin to the proverbial elephant being described by
> five blind men: it depends on where you are standing and how you experience
> the phenomenon. (Merriam & Brockett, 2007, p. 3)

While it is beyond the scope of this study to fully explore the rich literature that exists on adult education and learning, the definitional and theoretical issues within this arena which are considered to have pertinence to the field of foundation education are discussed. Fretwell and Colombano (2000), note that the origins of adult education can be found in the eighteenth century, particularly in Northwest Europe and North America and was influenced by the Enlightenment and movements for the education of people. The concept grew in the nineteenth century with the separation of education for grown persons from that of children with the achievement of universal childhood education, and the movements for popular education or Enlightenment shifted and concentrated more on the needs of adults.

> The idea that education should become a lifelong process, and that all persons,
> whatever their previous education or social status, needed to continue their
> education in adult life was not unknown in the nineteenth century, but only in the
> second half of the twentieth has spread to achieve almost universal acceptance.
> (Fretwell & Colombano, 2010, p. 1)

Falasca (2011), comments that there are several definitions of the adult learner throughout the literature and hence adult education means different things to different people. As such authors and researchers in the field focus on diverse perspectives and whether the adult learner participates and or does not participate in adult education. Elias and Merriam (2005) recognise that attempts to define adult education are problematic (as it involves such a wide range of agencies engaging in diverse fields of activity) and that this raises questions about the criteria for theorising about adult education, or distinguishing it from education in general. It is argued that the differences among the various schools of thought on the issue of defining adult education have parallel implications for defining foundation education.

> Liberal adult educators will view education differently from progressive adult
> educators. Radical adult educators will find inadequate a definition of adult

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education that does not include realising peoples' consciousness of the social and political contradictions in their culture (Elias & Merriam, 2005, p. 9)

Another issue in defining adult education lies with the notion of the 'adult'. Merriam and Brockett (2007) argue that, in the case of North America, adulthood as a stage of life is a relatively new concept and artefact of twentieth-century culture emerging from a process of exclusion within defining stages in the human life-cycle. They recognise that adulthood is a socio-cultural construction whereby the adulthood is constructed by our society at a particular time. In New Zealand, adulthood is also biologically defined in legal definitions anchored in chronological age for when persons can vote, purchase alcohol (both at the age of 18) or leave compulsory schooling (at the age of 16, although those of at least 15 years of age may leave school with permission from the MoE).

Merriam and Brockett (2007) acknowledge definitions of adulthood that hinge upon the criteria of psychological maturity or social roles, in particular those definitions that have been developed from the humanistic adult educator, Malcolm Knowles. Knowles (1980) uses both social and psychological criteria to define 'adults' in the context of education, specifically in how adults should be treated in an educational setting which had a long tradition of institutions geared towards the characteristics of children and youth.

> Applying the first criterion, [social definition] a person is adult to the extent that that individual is performing social roles typically assigned by our culture to those it considers to be adults – the roles of worker, spouse, parent, responsible citizen, soldier and the like. Applying the second criterion, [psychological definition] a person is adult to the extent that that individual perceives herself or himself to be essentially responsible for her or his own life. (Knowles, 1980, p. 24)

Merriam and Brockett (2007) also comment that Knowles' definition of an adult presents some problems in terms of the circumstances of the individual.

> What about the teenage parent living on welfare? The married, full-time college student? The adults in prison or in a mental hospital? (Merriam & Brockett, 2007, p. 3)

They note Paterson's (1979) contribution as a way out of this definitional 'quagmire.' At the heart of the concept is the notion that adults are older than children, and as a result

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there is a set of expectations about their behaviour, that is "adults are not necessarily mature. But they are supposed to be mature, and it is on this necessary supposition that their adulthood justifiably rests." (p. 13). As well as the recognition of what it means to be an adult, Merriam and Brockett (2007), argue that implicit in the many definitions of adult education as a field of practice is a distinction between education and learning.

> Adult learning is a cognitive process internal to the learner; it is what the learner does in a teaching-learning transaction, as opposed to what the educator does. Learning also includes the unplanned, incidental learning that is part of everyday life. (Merriam & Brockett, 2007, p. 3)

Knowles (1980) views adult education within three meanings, that of adult education as a process of learning, a set organised activities and as a social practice. Merriam and Brockett (2007) note that some definitions of adult education emphasise the learner, some the planning and others the process. However, they argue that while learning can occur both incidentally and in planned educational activities, it is the planned activities that they recognise as adult education.

> We define adult education as activities intentionally designed for the purpose of bringing about learning among those whose age, social roles, or self-perception define them as adults. (Merriam & Brockett, 2007, p. 5)

In New Zealand, Dakin's (1988) work on the history of the National Council for Adult Education from 1938 to 1988, cited a 'generally' accepted definition of adult education that was originally published in the report of the Adult Education Committee, Ministry of Reconstruction of Great Britain, 1919. This definition can be seen to have resonance almost a century later.

> Adult education may be tentatively defined as 'the deliberate efforts by which men and women attempt to satisfy their thirst for knowledge, to equip themselves for their responsibilities as citizens and members of society and to find opportunities for self-expression.' (Dakin, 1988, p. xvii)

The above definitions of adult education are considered appropriate to the scope and focus of this study in that they reflect the organised or intentional nature of provision, as

well as recognising aspects of adult education as a process and social practice. [22] Tobias (1996) provides a history of the attempts to promote the professionalisation of adult education in New Zealand which he argues has had limited progress. Findsen (1999) comments that adult education in New Zealand has been "partnered" with community education to form adult and community education (ACE) defined as "organised learning activities that groups or individuals undertake for their personal, community, cultural or economic development" (p. 71). Jesson (2010), in her examination of Government policy and reforms in the ACE tertiary sector in New Zealand, notes the efforts to "push for community education options to become corporatised into private sector organisations operating within a market that is highly dependent on the insecurity of grant funding" (p. 131), while ignoring the primarily volunteer-based structure of ACE provision. This consideration of ACE provision as an economic Government investment is relevant to the broad field of foundation education as discussed later in this chapter.

In defining adult education and learning there are arguments as to whether there actually exists a distinct art and science of teaching adults. This is also known as andragogy, a term originally coined in 1833 by Alexander Kapp, in describing elements of Plato's education theory. In the twentieth century, andragogy (a term derived from the Greek word anēr - with the stem andr - meaning 'man not boy' or the art and science of helping adults learn) in contrast to pedagogy (a term derived from the Greek words *paid* meaning 'child' and *agogus* meaning 'leading' or the art and science of teaching children) was developed as a distinct field of enquiry by Knowles, whose theories on pedagogy and andragogy evolved from around 1968 to his death in 1997. For Knowles (1973, 1980, 1990) andragogy was premised on crucial assumptions about the characteristics of adult learners that are different from the assumptions about child learners, on which traditional pedagogy was premised (see Table 2.2).

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[22] Foundation education provision examined in this study focuses on structured educational opportunities that that target those considered to be within the realm of adulthood. The NorthTec Youth Guarantee government funded programme known as 'My Start' is included in this research recognising that it targets persons of 16-17 years of age who have left the compulsory schooling sector, but have not yet achieved 'adulthood' as defined by some chronological definitions.

Table 2.2

Knowles' Characteristics of Adult Learners

Characteristics	Description
The need to know	Adults need to know why they need to learn something before undertaking learning.
The learner's self-concept	Adults have a self-concept of being responsible for their own decisions, for their own lives. Once they have arrived at that self-concept they develop a deep psychological need to be seen by others and treated by others as being capable of self-direction.
The role of the learner's experience	Adults come into educational activity with both a greater volume and a different quality of experience from youths.
Readiness to learn	Adults become ready to learn those things they need to know and be able to do in order to cope effectively with their real-life situation.
Orientation to learning:	In contrast to children's and youths' subject-centered orientation to learning (at least in school), adults are life-centered (or task-centered or problem-centered) in their orientation to learning
Motivation to learn:	While adults are responsive to some external motivators (better jobs, promotions, higher salaries, and the like), the most potent motivators are internal pressures (the desire for increased job satisfaction, self-esteem, quality of life and the like)

Note: Adapted from Knowles (1990. pp. 57-63)

Each of these assertions and the claims of difference between andragogy and pedagogy are the subject of considerable debate (Davenport, 1993; Jarvis, 1977; Tennant, 1996; as cited in Smith, 1996, 1999, 2010). In his later work, Knowles altered his position on the distinction between pedagogy and andragogy, with the child-adult dichotomy becoming less marked and asserted the claim that pedagogy was a content model and andragogy a process model. While there were some shifts, the tenor of Knowles' work, as noted by Smith (1996, 1999, 2010), still seemed to suggest that andragogy was related to adult learning and pedagogy to child learning.

Knowles (1980) received positive feedback from teachers experimenting with applying concepts of andragogy to youth education in terms of 'superior results' in certain situations. As a consequence he began to consider adult education practice as best viewed along a continuum in a parallel manner that Degener (2001, 2006) applied to non-critical and critical pedagogical constructs (see Chapter Three).

So I am at the point now of seeing that andragogy is simply another model of assumptions about learners to be used alongside the pedagogical model assumptions, thereby providing two alternative models for testing out the assumptions as to their 'fit' with particular situations. Furthermore, the models are probably most useful when seen not as dichotomous but rather as two ends of a spectrum, with a realistic assumption in a given situation falling in between the two ends. (Knowles, 1980, p. 43)

As this study draws on the works of Freire (1970, 2005) and his analysis of pedagogy[23] in relation to working with adults in higher education, the argument around the usage of the terms andragogy and pedagogy becomes rather pedantic. It is outside the bounds of this thesis to answer the question as to whether the term pedagogy should be restricted to teaching practice with children or be applied to teaching practice across the lifespan. However, its usage within this thesis is one which views the concept of pedagogy (within a critical theoretical perspective) to encompass the realm of adult education and learning.

2.2.2 Foundation education nomenclature

Despite protracted debate (particularly within the last decade) amongst New Zealand Government policymakers, professional associations, researchers and educational providers, consensus as to a standard or accepted definition of foundation education (and its associated terminology) has yet to be achieved. The issues in defining foundation education are akin to those for defining adult education as this field also involves a wide range of stakeholders engaging in diverse fields of activity, often with different agendas and stances on the intended outcomes of educational programmes. Regardless of the definitional issue, distinctions can be made within attempts to delineate foundation education and its associated terminology, which are associated with the values and beliefs that various proponents bring to the discussion of the purpose of foundation education.

Benseman (2008a) discusses definitional challenges in relation to defining 'foundation skills' (see section 2.2.2.3). It is considered that two of the challenges he identifies can be applied to the whole field of foundation education. First, there is dispute as to what

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[23] Freire's contribution to the field of critical education and pedagogy is discussed in Chapter Three, section 3.5.

foundation programmes cover in terms of provision, and as Benseman notes that "as the list become broader there is a subsequent falling-off of agreement" (p. 12)[24]. Second, the political dimension of foundation education brings differences to the way that foundation education is defined. At the highest level this is manifested in the variances as to how foundation education is conceptualised within professional associations (FABENZ) and the New Zealand Government policy on foundation education. From my experience, the professional associations and forums have tended to consider foundation education in a more global or holistic manner. They see foundation education as occurring throughout all levels of education provision while at the same time recognising that at a practice level the demand for foundation education occurs more at the lower levels of the NZQF. Government directives however, have increasingly pigeon-holed foundation education qualifications at only lower levels of the NZQF.

Undoubtedly the most significant Government initiative (that began in late 2013), has been the TROQ mandatory review of foundation and bridging qualifications governed by NZQA. This project has endeavoured to delineate the primary purpose of foundation and bridging qualifications, respectively. However, the NZQA emphasised that the review "is **not** a review of foundation education" (NZQA, 2014, p. 7, bold emphasis added), but a review of qualifications. However, this report did not provide a definition of foundation education per se. Also, from my experience, for many of the public the distinction between a qualification and programme can be blurred and is often synonymous. This review and the distinction between a programme and qualification are discussed in section 2.2.2.5.

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[24] The organisational framework for foundation programmes identified in this research as including both generic and specialised foundation programmes within centralised and decentralised organisational structures (see section 2.3.2). The curricula for foundation programmes included in this study focuses on explicit contextualised learning and/or a combination of foci including: academic skills; LLN skills; life and personal development skills; English as a second language; employment or vocational skills; and specific skill sets identified as problematic for students in their first year of degree level programmes (see section 2.2.5)

An acknowledgement of different philosophical[25] approaches to adult education is important as these perspectives enable the consideration and understanding of the way that various stakeholders involved in foundation education attribute value and effort. Benseman (2008a) acknowledges that while various approaches to defining foundation skills, or what he calls its "kindred" term LLN[26] (p.12), have many things in common, each approach also possesses a distinct set of aims and pedagogy and cites Quigley's (1977) classification of four broad philosophies or approaches to adult literacy: vocational, liberal, humanist and liberatory. These approaches are similar to Elias and Merriam's (2005) classification of the philosophical approaches of adult education considered as being appropriate for foundation education. These are: liberal; progressive; behaviourist; humanistic; and radical or critical adult education (see Appendix H for a summary these philosophies[27] and their relevance to foundation education in New Zealand.

Benseman (2008a) argues that while Quigley's classification has merit, the philosophies overlap in many way and proposes a "simpler three-way typology" (p. 12) for defining and understanding foundation skills. This typology is recognised as a useful framework for understanding various approaches and perspectives relating to the broad field of foundation education. Table 2.3 describes these perspectives and provides examples of New Zealand-based advocates, selected publications and/or research. The examples provided are by no means inclusive of the evidentiary sources of information available and there exists potential overlap in the perspectives.

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[25] Elias and Merriam (2005) recognise that the connotation of the word 'philosophy' is wrought with negativity in that it is considered by some to be a "vague and abstruse subject" (p. 2). As stated in their work, "philosophy etymologically signifies the "love of wisdom" (p. 2) and it is within this regard these authors present the nature of different philosophical approaches to adult education in such a way that is understandable and useful for the adult and foundation education practitioner.

[26] LLN skills are, at times, perceived as a subset of foundation skills and at others times in the literature, foundation skills are seen as being equated solely to LLN skills.

[27] See Chapter Three for a discussion of the critical adult education philosophy.

Table 2.3

A Typology for Defining Foundation Education Skills

Perspective	Description	Examples of proponents	Examples of related documentation and/or research
The functional perspective	This views foundation skills as a distinct and definable set of technical or functional skills that adults need in order to participate fully in society.	• Ministry of Education • New Zealand Qualification Authority • Tertiary Education Commission	• Tertiary Education Strategies (2002-2007, 2007-12, 2010 – 2015) and related policy documents • Literacy, Language and Numeracy Action Plan, 2008 -2012. (TEC, 2008b) • New Zealand Skills Strategy (NZ Government, 2008a, 2008b, 2008c)
Social action, Freirean, critical or emancipatory perspectives	Within these perspectives the technical aspects of learning are inextricably linked to the learners' lives, including their social, cultural and economic positions and most importantly, the means to transform these positions from subservience to that of equality and power.	• Tony Ward • Robert Tobias	• Ward, T. (2008). *In support of critical pedagogical methods.* • Tobias, R. (2006). *Transition education as critical practice.*
The 'new literacies' or 'literacy as social practice' perspective.	Within these perspectives foundation skills (specifically LLN) are considered to be deeply embedded in their social and cultural contexts and reflect values, attitudes and social relationships that vary according to where they are situated in the workplace, family, community or educational institutions. In order to best understand these various literacies, the power relationships behind these different contexts need to be understood by educators and curriculum developers.	• Literacy Aotearoa • Mary R Lea • Lea and Street	• http://www.literacy.org.nz • Lea, M. R. (2004). Academic literacies: A pedagogy for course design. *Studies in Higher Education, 29*(6), 739-756. • Lea, M. R., & Street, B.V. (2006). The "academic literacies" model: Theory and applications. *Theory into practice, 45*(4), 368-77

Note: Adapted from Benseman (2008a, pp. 12-14)

Findsen (2007) observes that descriptions of philosophical traditions or categories of adult education, such as those identified by Elias and Merriam's (2005) and Quigley's (1977), masks the reality that most adult education in the western world focuses on upskilling individuals to help create a competitive workforce in the global marketplace.

> Such categories hide the modern reality of a very narrowed focus on those practices and accompanying underlying assumptions that favour the development of the individual (especially as an economic unit) rather than a critical pedagogy which emphasises social democracy, human liberation, and recognition of the actual, usually harsh, circumstances of marginalized groups. (Findsen, 2007, p. 548)

While recognising that there is no universally agreed definition of foundation education, the following explains terminology used within the New Zealand context (alongside relevant research findings). This account also serves to demonstrate the complexity of the field by highlighting various standpoints from proponents including Government; professional associations; researchers in the field; and/or educational providers.

2.2.2.1 *Bridging education*

Table 2.4 summarises and explains how bridging education has been defined in the New Zealand context, recognising that the term overlaps with that of foundation education as defined for this study in section 2.2.3.

Table 2.4

Bridging Education in New Zealand: Definitions and Explanation

Definitions	Explanation
"The term bridging education is interpreted in a diversity of ways. But generally refers to programmes aimed at giving learners the requisite academic skills that will enable them to enrol in other tertiary programmes to which they would not otherwise have been able to gain entry." (Benseman & Russ, 2003a, p. 45) A strong theme from those involved in foundation education in New Zealand (Benseman and Russ, 2003a; Maharey, 2001, 2002) is a view of bridging education as educational provision aimed at access to tertiary education for those who do not have the traditional credentials or qualifications for entry into higher education.	Often the terms 'foundation' and 'bridging' education have been used interchangeably by those working in the field or, at times, bridging education has been portrayed as a subset of foundation education. Adding to the definitional confusion, some authors such as Tobias (2006) have used the term 'transition education' to equate to both foundation and bridging education others such as Anderson (2007) use the term bridging synonymously with the term 'enabling education' (a term mostly used in Australia to describe foundation or bridging education. Common themes within the definitions of bridging programmes involve: • the provision or creation of equitable access to tertiary education; • programmes that target or recruit the under-represented, minority, disadvantaged and marginalised in terms of tertiary education participation; and • educational provision that subscribes to goals of social justice[28] as well as societal benefits of social and economic development.
"Tertiary education in our current world is a significant pathway into employment and its consequent societal benefits. Bridging/enabling education works to make these benefits accessible to people who are undoubtedly talented but who do not have the specific skills and credentials for entry to further study and the workforce." (Anderson, 2007, p. 453)	Some writers (Anderson, 2001, 2007; Tobias, 2006) emphasise bridging education as having broader outcomes than just entry into tertiary programmes and include access to careers or employment as intended outcomes of these programmes.
"Bridging Education is for students who want to access tertiary education but lack to necessary qualifications or skills needed for direct entry. Changes in pedagogy have seen bridging education shift from being labelled remedial to being identified in Australia as enabling and in the USA as developmental education. Bridging education also encompasses foundation learning, access (UK), second chance or transition." (Retrieved http://www.bridgingeducators.org.nz/)[29]	The definitional debate is reflected in the evolution of the professional associations centered on bridging and foundation education in New Zealand as reflected in their titles. The New Zealand Association of Bridging Educators or NZABE (who held annual conferences and published conference proceedings from 2001 until 2010) was amalgamated into the incorporated society, Foundation and Bridging Educators New Zealand or FABENZ as officially formed in 2012. The NZABE conceptualisation of bridging education included the aspect of 'foundation learning' as well as a pedagogical and international focus as reflected in their definition of this field of provision.

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[28] "The term 'social justice' is frequently used in educational circles…. it is a slippery term - meaning different things to different people. One view of social justice is that it 'is primarily concerned with the development and maintenance of an educational system committed to meeting the needs of all students in order to assist them in reaching their full potential as defined by the students and their families' (Sandretto, 2004a, p. 33). Another way of thinking about social justice is as 'a verb as well as a noun, principles as well as action' (Walker, 2003, p. 122)" (Sandretto, 2007, p. 3)

[29] At the time of writing this thesis this website had been taken down from the internet and superceded with the FABENZ website http://fabenz.org.nz/.

Anderson (2001) and Wilson (2012) argue that bridging education provision is fairly new in New Zealand with the first programmes being established in the mid-80s. This stance was recognised at the NZABE inaugural conference held in April 2001[30],

> Bridging Education courses or Foundation Education programmes have been offered by many of our tertiary education institutions since the mid-1980's. For example at 31 July 2000, there were 1,522 students enrolled in General Foundation Courses at tertiary institutions throughout the country. The Government supports these programmes through EFTS-based tuition subsidies. (Maharey, 2001, p. 5)

Benseman and Russ (2001, 2003a) in their 2003 survey of 29 New Zealand programmes that contained the words of *bridging, access* and/or *foundation*, found that "the average number of years that the programmes/courses had been running was 10.3 years" (p. 48) with 24% of the programmes having been run for more than 14 years (p. 48). They note that bridging education in New Zealand was slower to develop than in countries such as the UK (which first offered bridging type programmes in 1978) due to the open entry policy for access to universities.[31] This policy was not in place in most overseas countries. Consequently, New Zealand's net entry rate into both university-level and non-university-level education are well above the OECD average (see Table 2.29).

Some postgraduate researchers (Chittleborough, 1988; Coltman, 2004; Morgan, 2003; Patel, 2005, Walker, 2008), who have examined foundation education (as defined in section 2.2.3) in New Zealand, have used the term 'bridging' education within the title of their theses (see Table 2.16). Coltman (2004) examined models of bridging programmes in the ITP sector. Morgan (2003) focused on the challenges for educators in meeting the needs of students bridging into education. Chittleborough (1988), Patel (2005) and Walker (2008) focussed on the evaluation of bridging education within specific programmes or disciplines, respectively chemistry, science and health science. A common theme within postgraduate research on foundation and bridging education in New Zealand is the acknowledgement of the definitional challenges in this field.

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[30] Within NZABE conference proceedings bridging and foundation programmes are perceived as one and the same.
[31] Students had open entry to universities once they reach 20 years unless there were specific entry-level requirements such as medicine.

2.2.2.2 Foundation learning

Table 2.5 summarises and explains how foundation learning has been defined in the New Zealand context. Although not specifically mentioned in Government definitions of foundation learning the modes of curriculum delivery of foundation programmes range from face-to-face delivery to distance and/or on-line delivery, or a combination of various modes of delivery. However, from my experience, given the need for a high level of individualised or personalised approaches in meeting the needs of foundation learners, the preferred mode of delivery for foundation programmes within the ITP Sector tends to be that of face-to-face or class-room delivery. The exceptions to this traditional mode of delivery can be found with foundation programmes offered by providers accredited for nationwide distance and/or on-line education, such as Wānanga o Aotearoa[32], the Open Polytechnic of New Zealand and the Southern Institute of Technology.

Within this research, foundation learning is considered to be more than just the provision of LLN related skills and includes the teaching of skills described in Table 2.6.

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[32] Te Wānanga o Aotearoa, established in 1984, is one of three wānanga (or publicly owned tertiary institution that provides education in a Māori cultural context) in New Zealand. As a Māori-led organisation grounded in Māori values, Te Wānanga o Aotearoa is committed to the revitalisation of Māori cultural knowledge. It is also focused on breaking inter-generational cycles of non-participation in tertiary education to reduce poverty and eliminate associated social issues. The organisation works towards whanau (or family) transformation through education.

Table 2.5

Foundation Learning in New Zealand: Definitions and Explanation

Definitions	Explanation
"Foundation learning is an important part of New Zealand's tertiary education sector and is central to achieving New Zealand's social and economic goals. Improving literacy, numeracy and language skills is a priority objective for the Government's Tertiary Education Strategy and depends on developing the capability and quality of literacy, numeracy and language tutors and providers." (NZQA. 2007, p.1)	Foundation learning as defined by NZQA (2007) refers to LLN learning which can be in English, Te Reo Māori and sign language (the official languages of New Zealand) and often takes place in the context of other learning.
NZQA recognises the New Zealand Adult Literacy Strategy, More than Words (MoE, 2001a) as a useful definition for all foundation learning relating to LLN learning. This definition views literacy as "a complex web of reading, writing, speaking, listening, problem solving, creative thinking and numeracy skills" (MoE, 2001a, p. 4).

Benseman, Sutton, and Lander (2005a), in their literature review and critical evaluation of the best available evidence about effective adult LLN teaching, focussed on foundation learning in the context of LLN for their review. However, they did note that there are other, broader and more diverse elements included in the concept of foundation learning or skills, such as "critical thinking, foreign languages, problem solving, teamwork, and motivation to learn" (Benseman, Sutton and Lander, 2005a, p. 12). They also note the growing importance now placed on foundation learning as reflected in its inclusion in the Government policies and strategies at the time of their review, an importance which has not lessened over the years. | New Zealand Government-led definitions of foundation learning have recognised that foundation learning can take place at different levels of tertiary sector in New Zealand. This includes: vocational education and training; higher education; workplace training; adult and community education (ACE); and at times, the introductory tertiary education that takes place in secondary schools though TEC funded initiatives such as the Secondary Tertiary Alignment Resource (STAR) and the Gateway workplace learning programmes. Foundation learning provision is also recognised as occurring within a range of contexts, including Universities, ITPs, Private Training Establishments (PTEs) and in workplaces. |
| "In New Zealand the term foundation learning for adults covers literacy and numeracy programmes as well as English as a Second Language (ESL) and English for Speakers of Other Languages (ESOL) programmes. In the other countries reviewed, this field is variously termed adult basic education (ABE), adult and community education (ACE) and basic skills." (Tomoana & Heinrich, 2004, p. 4) | This definition includes English as a Second Language (ESL) and English for Speakers of Other Languages (ESOL) programmes. |

2.2.2.3   Foundation skills

Table 2.6 summarises and explains how foundation skills have been defined in the New Zealand context. In 2014, Ako Aotearoa National Centre for Tertiary Teaching Excellence[33] (henceforth Ako Aotearoa) published the report *Foundation for Progression,* which was a project commissioned by TEC (and developed in consultation with the sector), that provided a set of graduate profiles[34] for learners studying at NZQF Levels One and Two. There was recognition in the report that foundation education 'may' extend beyond these levels. The report also considered foundation learning as "immensely valuable" (Ako Aotearoa, 2014, p. 10), in creating new beginnings for many learners and providing the basis for future education and/or employment. The project involved: an analysis of current graduate profiles in NZQF Level One and Two qualifications; exploration of relevant literature; public consultation through online submissions; small group workshops; and input from two reference groups: one of practitioners from the sector and one of Government officials. This project also involved the analysis of national and international resources to identify common elements of graduate outcome statements to develop common core capabilities (see Figure 2.2).

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[33] Ako Aotearoa is New Zealand's first National Centre for Tertiary Teaching Excellence established in 2007 through a contract with the TEC which was awarded to a consortium of TEO's. The Centre comprises a national centre in Wellington with Regional Hubs in Christchurch, Palmerston North and Auckland. It was set up as part of a $20 million Government initiative to boost the quality of teaching in all branches of the post-school education sector. https://akoaotearoa.ac.nz/

[34] Graduate profiles identify the expected learning outcomes of a qualification. This is captured in notions of what a learner will know and understand and be able to do when they, achieve the qualification (New Zealand Qualifications Authority, 2013b, p. 6).

Table 2.6

Foundation Skills in New Zealand: Definitions and Explanation

Definitions	Explanation
"Although a precise definition of 'foundation skills' is difficult to confirm, the term generally refers to a bundle of skills such as literacy, numeracy, technological literacy, communication skills, teamwork, 'learning to learn' and self-confidence skills. Literacy (reading, writing and oracy) may refer to both English and Te Reo Māori. These foundation skills are the same core skills that are described by other names in different nations, (for example, 'key skills', 'basic skills', 'essential skills', 'literacy defined broadly') and these names refer to a similar set of identifiable skills that all people require" (MoE, 2002, p. 36).	Foundation skills, which are also often called basic, key or essential skills in the literature (MoE, 2002), have been recognised within successive TESs as an important area for focus for enabling people to participate in society. The first TES published in 2002, described foundation skills as "those skills that underpin the ability to learn and to keep learning" (MoE, 2002, p. 36). This TES acknowledged the complexity and difficulties in defining foundation skills both nationally and internationally and provided the following largely functional definition of these skills.
"For some foundation skills and LLN are a set of technical skills that need to be learnt in the same way as riding a bike or using a piece of technology, while for others these skills are deeply imbued with cultural and political meanings." (Benseman, 2008a, p. 12) Benseman (2008a) acknowledges that the various groupings of foundation skills (such as reading, writing, numeracy and language), have many things in common, but each grouping also possesses a distinct set of aims and pedagogy. These differences make the attainment of an agreed definition of foundation education or foundation skills challenging.	Benseman, Sutton, and Lander (2005a), note that there are other, broader and more diverse elements included in the concept of foundation learning or skills than just LLN related skills. Benseman (2008a) argues that the lack of agreement over definitions and terminology is due to three factors. First, there is dispute as to what foundation education terminology covers in terms of provision. Most view foundation skills as covering reading, writing, numeracy and oracy. However, definitional agreement is confused when the introduction of such studies as financial literacy, digital literacy problem-solving, and emotional literacy are included when defining foundation skills. Secondly, the political dimension of foundation education brings differences in the way that foundation skills are defined. Thirdly, there is debate about the relative importance and inter-relationships between different foundation skills such as the dominant focus on reading and writing as opposed to numeracy, which is often given a 'poor cousin' status.

Figure 2.2.   National and international resources on common core capabilities. (Ako Aotearoa, 2014, p. 30)

The project provided four different types of graduate profiles as described in Figure 2.3. Within these profiles are a common set of *core capabilities* that collectively describe what a person with a Level One or Two qualification needs to 'know, do, and be' in order to progress to the next level of learning (see Table 2.7). The report notes that graduates who have engaged with a qualification intended to provide more specific forms of occupational or educational readiness would also benefit from developing *occupational capability* along with the suggested core capabilities.

Figure 2.3. NZQF Level One and Two graduate profiles matrix. (Ako Aotearoa, 2014, p. 2)

Table 2.7 describes the core capabilities and occupational capability as described by Ako Aotearoa (2014).

Table 2.7

Core Capabilities and Occupational Capability for NZQF Level One and Two Qualifications

Capabilities	Description
Literacy	Literacy is a core skill that in many ways underpins all other capabilities. In practice, literacy is situated in particular contexts, and involves the application of learners' literacy knowledge and skills in order to participate in those contexts.
Numeracy	Numeracy capability recognises learners' ability to use mathematical knowledge to meet the varied demands of their personal, study, and work lives. It represents the numeracy skills and knowledge required to function in society (making sense of numbers, measuring and statistical reasoning).
Learning	The learning capability is about being able to learn effectively. It involves the acquisition and confident use of learning strategies, and learners beginning to manage their own learning. This capability can apply to various work, study or community learning contexts.
Work	Work capability involves generic skills of problem solving, functioning in a particular environment, and developing adaptability and resilience strategies. This does not just represent skills necessary for paid employment, but those needed to carry out tasks effectively in a variety of situations.
Community and cultural	The community and cultural capability represents the capabilities expected from citizens in order to function in and contribute to our society. It should be noted that this capability is not simply about a learner understanding themselves and their community. Developing this capability is also about being able to interact with others in appropriate ways, such as understanding and behaving appropriately toward workmates and customers.
Progression	The progression capability is predominately about readiness to progress, and involves learners applying the previously mentioned capabilities to choose and pursue their next career and learning step, while recognising the important role of self-awareness, self-confidence and consideration for others. For many learners, one of the most important dimensions of this purposefulness is the opportunity to explore what their career aspirations and expectations might be and to provide the skills for them to plan and progress their pathways towards these aspirations.
Occupational capability	Occupational capability recognises that particular knowledge, skills, or applications may be required even at these levels for learners who want to engage with a particular industry pathway, re-skill and/or change their career.

Note: Adapted from Ako Aotearoa (2014, pp. 20-22)

Roberts and Wignall (2010), in their discussion of foundation skills in the Australian context, note that internationally a variety of terms is used to describe skills identified by employers as critical for successful performance within the workplace including: skills for life (UK), key skills (UK), basic skills (Ireland), essential skills (Canada), as well as citing foundation skills as being the equivalent term in New Zealand. They comment that most countries define these skills as a group of skills that enables work and learning, and includes LLN, Information Computing and Technology (ICT), problem solving and teamwork and "although Foundation Skills can be viewed as those that 'underpin' other vocational learning and skills, they cannot be interpreted as only low-level or single-level skills" (Roberts & Wignall, 2010, p. 2).

While the Australian National Foundation Skills Strategy for Adults (2010) defined foundation skills to include both LLN and employability skills, in New Zealand the original broad definition contained in the first TES in 2002 can be seen to have become incrementally constricted within the later TESs (alongside the associated TEC's funding priorities and decisions) to focus mainly on LLN provision at the lower levels of the NZQF. The changing philosophical stance towards foundation education taken by successive Governments (as reflected in their TESs) is discussed in section 2.5.5. The Ako Aotearoa (2014) *Foundation for Progression* report can be seen as a robust effort to delineate foundation skills beyond LLN, at least for the lower NZQF levels of qualifications.

2.2.2.4   *Literacy, language and numeracy*

Table 2.8 summarises and explains how literacy, language and numeracy (LLN) have defined or conceptualised in the New Zealand context. The scope of this research does not examine the technical aspects of these skills in terms of embedding[35] LLN skills into curricula, which exists in the form of policy statements, sets of resources and materials developed by TEC (2008c, 2008d, 2009a, 2009c, 2012b), many of

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[35] "Embedded teaching and learning combines the development of literacy, language (ESOL), and numeracy with vocational and other skills. The skills acquired provide learners with the confidence, competence and motivation necessary for them to succeed in qualifications, in life and work." (Learning and Skills Council, 2006, p. 1)

which are centered on the use of Adult Literacy and Numeracy Learning Progressions.[36]

Table 2.8

Literacy, Language and Numeracy in New Zealand: Definitions and Explanation

Definitions	Explanation
"Literacy is the written and oral language people use in their everyday life and work; it includes reading, writing, speaking and listening. Skills in this area are essential for good communication, critical thinking and problem-solving in the workforce. It includes building the skills to communicate (at work) for speakers of other languages. Numeracy is the bridge between mathematics and real life. It includes the knowledge and skills needed to apply mathematics to everyday family and financial matters, work and community tasks." (TEC, 2008b, p. 6)	Within this research and the New Zealand-based literature on foundation education, literacy, language and numeracy (LLN) are terms used to refer to specific skills within this education field. In 2008, the TEC produced a Literacy, Language and Numeracy Action Plan 2008-2012 for the tertiary, whereby they provided this definition of LLN.
"Other people prefer wider definitions of literacy and refer to a holistic view or multiple literacies: cultural and critical literacy as well as functional literacy. Some programmes include and connect the three—cultural literacy, critical literacy and functional literacy. Other forms of literacy that people talk about are academic literacy, employment literacy and computer or ICT literacy." (Whatman, Potter & Boyd, 2011, p. 1)	'Functional literacy'[37] is the focus of the TEC (2008b) definition in that it prepares people to function successfully at work, at home and in the community. Whatman, Potter and Boyd (2011) in their review of nine LLN research reports published by the MoE, acknowledge the use of other definitions in the New Zealand research literature.
"The term 'academic literacy' relates to the ability to function operationally in an academic environment and stems from the work of the 'New Literacies' movement which began in London in the 1980s and now has enveloped the social, economic and political world" (Wilson, 2012, p. 5)	"Minimalist approaches to adult literacy, and functionality in particular, have become increasingly under attack in Britain and the United States" (Lankshear, 1993, p. 91) as it is argued that a functionalist philosophy minimalizes human beings.

Leach, Zepke, Haworth, Issacs, and Nepia's (2009) literature review of organisational factors that affect the delivery of adult LLN provision identified four main strands in the literature: vocational LLN; English as an Additional Language (EAL) and biliteracy; LLN practice; and critical literacy/New Literacy Studies (NLS). Table 2.9 provides a summary of the main findings for each strand.

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[36] The Learning Progressions were developed by the TEC and have been in place since 2008. They show what adult learners know and can do at successive points as they develop their skills in literacy and numeracy. The Learning Progressions were developed as a set of continuums with each step along the continuum representing a significant learning development.

Table 2.9

Summary of Organisational factors that Affect the Delivery of Adult LLN provision

Strand	Key findings
Vocational LLN	Several findings relevant to vocational LLN were identified: there is no single, perfect model of embedded LLN; embedding can be done in a variety of ways; it is a complex process; a whole of organisation approach is needed; LLN provision should be "built in" not "bolted on" to existing courses; close collaboration and teamwork between the vocational teacher and literacy specialist is essential; and professional development for staff is necessary.
English as an Additional Language	Findings that emerged from the EAL and biliteracy strand included: there is a vital need for EAL and biliteracy provision for adults; there are significant differences between EAL and literacy provision for English native speakers, such that separate provision is advocated or, at least, teachers who are trained in both literacy and EAL are needed; the learning involved is not just about literacy but about cultural knowledge; EAL learners bring diverse levels of literacy knowledge and have diverse needs; there is a need for bilingual tutors and professional development for tutors; there is a danger that deep embedding could make LLN invisible to the students but embedding is still beneficial in terms of relevant and meaningful literacy learning.
LLN practice strand	The themes identified in the LLN practice strand were: there is no one "best" model of practice; a "one size fits all" approach is not ideal; learning needs to be contextualised and authentic; while the learner, their learning needs and interests will be central this should not produce an individualised approach as collaborative learning and group interactions result in improved outcomes; good practices are underpinned by adult education principles and constructivism; initial training and ongoing professional development for teachers is essential; adequate resourcing is necessary.
Critical literacy/New Literacy Studies	The strand on critical literacy/NLS identified a recent shift in theories of LLN variously described as different paradigms, ideologies, frameworks and discourses; the differences are between what is referred to as a functional approach, which focuses on literacy skills development and contribution to the economy, and a critical/ participatory or New Literacy Studies (NLS) approach which emphasises social justice, equality, democracy and everyday life. Further, there are different understandings about benefits of LLN e.g. human or social capital perspectives, about a deficit approach and the use of power in LLN provision. Organisations need to develop a vision and state their position on these.

Note: Adapted from Leach, Zepke, Haworth, Issacs, and Nepia (2009)

Harrison (2008) notes that the historical development of ACE and literacy skills delivery in New Zealand "has been reasonably well documented (Hill, 1990; Benseman, Finden, and Scott, 1996; Dakin, 1988)" (p. 63). The emergence of LLN issues for adults emerged during the early 1970s when "social, political, scientific and educational conventions and models (especially traditional schooling) were subjected to increased criticism" (Harrison, 2008, p. 63).

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[37] A term initially defined for UNESCO by Gray (1956) as the training of adults to "meet independently the reading and writing demands placed on them" (p. 21).

As noted by Issacs (2005), prior to the 1996 International Adult Literacy Survey (IALS) sponsored by the Organisation for Economic Co-operation and Development (OCED), there had been limited Government investment in adult literacy programmes, little research and it was difficult to obtain funds to engage in research that would provide valuable information as to the extent of the issue of adult literacy in New Zealand. Johnson (2000) notes that in New Zealand, the first documented evidence of literacy difficulties in the workplace was a 1990 study undertaken by Adult Reading and Learning Assistance Federation (ARLA), a network of adult literacy community groups that became known as Literacy Aotearoa, in which 300 supervisors and workers were interviewed. "Supervisors indicated that one in six of the workers they supervised had significant reading difficulties and one in four had significant writing problems" (p. 38).

It would be fair to say that LLN has received more attention by the New Zealand Government in the recent decades than any other area of foundation education provision, as reflected in successive TESs priority areas (see section 2.5.5). Benseman (2008a) and Issacs (2005, 2011) argue that this was initially largely due to the results of the 1996 IALS survey which 'galvanised' the New Zealand Government into action on adult LLN.

> It was the findings of the International Adult Survey (IALS) that led to the problematising of adult literacy in terms of the needs of New Zealand society and economy and the greater engagement of government business and tertiary education providers (Issacs, 2011, p. i)

A random national sample of 4,223 adults aged 16-65 took part in the survey which showed that the distribution of literacy skills within the New Zealand population was at that time similar to that of Australia, the USA the UK. Approximately one fifth of New Zealand adults scored a the lowest levels across the three domains of prose, document and quantitative literacy, over one million adult New Zealanders did not have the literacy skills required to fully participate in New Zealand society and that "the majority of Maori, Pacific Islands (Pasifika) people and those from other ethnic minority groups are functioning below the level of competence in literacy required to effectively meet the demands of everyday life" (Walker, Udy, & Pole, 1996, p.1). As commented on by Issacs (2005) and the MoE (2005a), a significant number of adults whose literacy was at levels one and two were in the workforce which raised

issues of the capacity of those people to develop their skills to the level that employers sought.

The findings from the next OCED sponsored survey, the Adult Literacy and Life Skills (ALL) Survey 2006, revealed that compared with 1996, New Zealand had a lower proportion of adults aged 16 to 65 achieving NZQF Levels One and Two (a decrease from 51% to 43%, and the proportion of people at Level Three and above had increased to 57% (MoE, 2008a).

> This means that almost one and a half million people have the literacy and numeracy skills needed to meet the demands of fully participating in a knowledge-based economy and society, i.e. level 3 and above. However, there are also an estimated 1.1 million people with literacy at levels 1 or 2 who do not have such skills. (MoE, 2008a, p.11)

Alkema and Rean (2013) state that, while there was a reduction in the proportion of adults with very low literacy skills since the 1996 IALS study, the 2006 ALL Survey showed that around 43% of the New Zealand adult population had less than optimal literacy skills, and 51% percent had less than optimal numeracy skills.

Government strategy to improve adult LLN skills has been underway in New Zealand, first under the auspices of the MoE with the release of the New Zealand Adult Literacy Strategy (MoE, 2001a). The Ministry followed this with a programme of work, *Learning for Living* that "gave formal shape to LLN provision in New Zealand, with a particular focus on professionalising the workforce and developing the Learning Progressions" (Alkema & Rean, 2013, p. 4).   In 2007, the LLN work was transferred to the TEC, which with the Ministry, set the subsequent operational policy direction and supported the development of policies and resources to support LLN provision as summarised in Table 2.10.

Table 2.10

Summary of Recent Policy and Resources for LLN Provision in New Zealand (2008-2012)

Resources	Description
Policy Documents	• *Literacy, Language and Numeracy Action Plan, 2008-2012.* • *The New Zealand Skills Strategy and Action Plan, 2008.* • *Adult Literacy and Numeracy Implementation Strategy 2012.*
Dedicated funds	TEC provides dedicated funds for LLN provision and support including the Intensive Literacy and Numeracy Fund, Workplace Literacy Fund and Adult Literacy Educator Fund.
Targeted organisations	Organisations focussed on LLN professional development and educational services have been supported and/or established in New Zealand such as Literacy Aotearoa http://www.literacy.org.nz and the National Centre of Literacy and Numeracy for adults http://www.literacyandnumeracyforadults.com which is funded by TEC.
Qualifications	National qualifications for LLN educators have been developed which are the National Certificate in Adult Literacy and Numeracy Education (NCALNE) - Educator, Level 5 qualification, and the National Certificate in Adult Literacy and Numeracy Education (NCALNE) - Vocational, Level 5 qualification. A Masters in Adult Literacy and Numeracy Education is also available at Auckland University of Technology. TEC (2012b) requires that from 2015 tutors, who teach foundation-level courses, hold an appropriate qualification, such as the NCALNE (Voc) in order for the TEO to receive SAC funding for NZQA Level One and Two qualifications and the Intensive Literacy and Numeracy Fund.
Student diagnostic resources	TEC has developed and manages the *Literacy and Numeracy for Adults Assessment Tool* (Assessment Tool) [38]. For most funded provision, providers are required to at least assess on reading and/or numeracy for courses with an embedded component. As reported by MoE (2013) In NZQF Level One to Three Student Achievement Component (SAC) [39] courses, there were 22,560 students assessed in 2011 and 35,000 in 2012. This represented 25% and 40% of learners, respectively. In the Youth Guarantee fees-free programme, there were 2,630 learners assessed in 2011 and 7,300 in 2012. This represented 76% and 81% of learners, respectively. However, TEC states that "it is too early at this stage to draw system level conclusions about gains in literacy and numeracy." (MoE, 2013, p. 19)

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[38] The Literacy and Numeracy for Adults Assessment Tool developed by TEC is a predominantly online adaptive tool primarily designed to provide robust and reliable information on the reading, writing, numeracy and vocabulary skills of adults. This information informs the development of learning interventions that match learners' needs and strengthen their literacy and numeracy skills. The Assessment Tool also allows learners to track their progress over time and enables educators and organisations to report on the progress made by groups or cohorts of learners. The Assessment Tool was also designed to be able to generate nationally consistent measures on learner skill levels and skill gain over time.

[39] Student Achievement Component: the government funding contribution or subsidy to the costs of teaching and learning and other costs driven by student numbers. The total amount of SAC funding is calculated by multiplying the funding category rate by the number of domestic equivalent full-time students in an organisation's Investment Plan. It constitutes nearly 70 percent of total Government funding to tertiary education institutions through plans.

Table 2.10

Summary of Recent Policy and Resources for LLN Provision in New Zealand (2008-2012) (continued)

Resources	Description
Student diagnostic resources (continued)	The *Pathways Awarua* is an online self-directed literacy and numeracy learning resource made up of pathways of modules for learners to complete at their own pace, based on competencies set out by the Learning Progressions. It can be used as a digital learning tool and as a teaching supplement. This tool provides diagnostic information on reading, numeracy, writing and vocabulary.
Literature reviews/bibliographies	• Perhaps the most comprehensive literature review for its time was that of Benseman, Sutton and Lander's (2005a), *Working in the light of evidence, as well as aspiration, a literature review of the best available evidence about effective adult literacy, numeracy and language teaching.* • Leach et al. (2009) have produced a literature review of organisational factors that affect delivery of adult literacy, language and numeracy provision with a focus on embedding LLN provision. • Whatman, J., et al. (2010) have produced a literature review on engaging young people/young adults in LLN skill development. • Alkema and Rean (2013) have recently developed an annotated bibliography, *Adult literacy and numeracy, an overview of the evidence* which was published by TEC. This publication highlights the findings from research literature into adult LLN skills since 2006 from New Zealand and countries that face similar LLN issues to New Zealand including the UK, Ireland, Canada, Australia and the USA.
Web-based resources	The Education Counts website (managed by the MoE) provides information and resources on the (ALL) survey at http://www.educationcounts.govt.nz/topics/research/all as well as publications on literacy http://www.educationcounts.govt.nz/publications/literacy and numeracy http://www.educationcounts.govt.nz/publications/numeracy. The Skills Highway website (managed by TEC) is a medium through which businesses can learn about workplace literacy training http://www.skillshighway.govt.nz

2.2.2.5 *Foundation education programmes and qualifications*

At the time of completing this study, a generally accepted understanding of what constitutes a foundation programme or qualification has yet to be achieved. Table 2.11 summarises and explains how foundation programmes and qualifications have been recently defined in New Zealand, while also acknowledging that, in general terms, programme development and design in the ITP sector have been shaped largely by "neo-liberalist discourses" (Govers, 2011a, p. 316).

A distinction between 'programme' and 'qualification' can be drawn. Ako Aotearoa (2014), describe a qualification as a destination, with a programme being the path that learners use to arrive at that point. As illustrated in Figure 2.4, New Zealand's

tertiary education system is based on the concept that a variety of programmes can lead to achieving the same qualification.

Table 2.11
Foundation Programmes and Qualifications in New Zealand: Definitions and Explanation

Definitions	Explanation
Foundation Programmes: The focus of foundation programmes are "to encourage, promote and widen access and successful participation in tertiary education leading to employment or further study, for people who have previously not achieved in the New Zealand education system, or who want a change of direction" (FABENZ, n.d. p.1).	My personal experiences both as an Academic Manager in developing foundation programmes and through participating in forums such as NZABE, ITPNZ Foundation Forum and FABENZ have indicated that the professional educators in the field have the general perception that foundation programmes are not limited to any particular NZQF level or any singular type of learner.
Foundation Programmes: "Foundation learning programmes are those with an identifiable focus on literacy, numeracy and language. In practice, this means providers will apply the FLQA requirements to those programmes that deliberately address literacy, numeracy and language needs through the inclusion of learning outcomes and programme content in such areas as: literacy, reading, writing, communication, numeracy, mathematics and English for Speakers of Other Languages (ESOL)." (New Zealand Qualifications Authority, 2007, p. 1). Foundation programmes encompass: • Introductory, 'bridging' vocational programmes (for example horticulture, computing or trades), with specific literacy, numeracy and language learning integrated into the context of other learning; • Holistic programmes that develop learners' confidence, work readiness or study skills, which include deliberately planned literacy, numeracy and language learning; • Focussed or 'stand-alone' literacy, numeracy and language programmes; and • Programmes that target migrant and refugee communities' resettlement needs and have specific ESOL (English for Speakers of Other Languages) learning. (New Zealand Qualifications Authority, 2007, p. 1)	In 2006, NZQA undertook a project to explore and develop quality assurance requirements specifically for foundation programmes in New Zealand known as Foundation Learning Quality Assurance (FLQA). This initiative did not result in any significant change to the quality assurance of foundation programmes that was different to the overarching quality assurance process for mainstream tertiary education programmes. However, the project did result in the publication of a self-review guide for tertiary providers titled Foundation Learning Quality Assurance Requirements and Provider Self-review Guide (2007).

Table 2.11

Foundation Programmes and Qualifications in New Zealand: Definitions and Explanation (continued)

Definitions	Explanation
Foundation and Bridging Qualifications: "'Foundation qualifications' are those at levels 1 - 2 which provide a broad base of skills and knowledge for future study or employment, for example, the National Certificate in Employment Skills, Level 1. 'Bridging qualifications' are those at levels 3 – 5 which prepare learners for study at diploma or degree level or further training, for example, the Certificate in Tertiary Study Skills, Level 3." (NZQA, 2014, p.4)	The TROQ mandatory review of foundation and bridging qualifications (Level One to Five) began in early 2014 with the objective of "reducing the duplication and proliferation of qualifications on a national scale, and to design and have registered on the New Zealand Qualifications Framework (NZQF) a suite of foundation and bridging qualifications that are useful, relevant and valuable to current and future learners, education providers and other stakeholders" (NZQA, 2014, p. 33). The scope of this mandatory review was limited to the 161 identified qualifications (nine national certificates and 152 local certificates) offered by ITPs, wānanga, secondary schools and PTEs (University qualifications were excluded from the TROQ reviews) which could pathway or lead to further education and training. The review aimed to include the qualifications listed as general education, career preparation, trade entry, and health care (excluding nurse assistant and enrolled nursing). This list included the NorthTec generic foundation programmes (Certificate in Academic Studies and Certificate in Foundation Studies) and the Youth Guarantee programme My Start (Certificate in Vocational Studies), but not the specialised foundation qualifications or ESOL qualifications included in this research.
Purpose of NZQF Level One and Two programmes	Ako Aotearoa (2014) established the purpose of NZQA Level One and Two provision in tertiary education as being: • general preparation (preparing people for general participation in work, further study and life – including whanau, family and community); • te reo Māori and te ao Māori (developing skills in Māori language and worldview); • Intensive or tailored literacy and numeracy development; • English language learning for non-native speakers; and • occupational preparation (preparing people for specific forms of employment). (Ako Aotearoa, 2014, p. 11)

Figure 2.4.   The relationship between programmes and qualifications. (Ako Aotearoa, 2014, p. 8)

One of the difficulties for identifying or classifying foundation programmes lies with the New Zealand Standard Classification of Education (NZSCED)[40]. When an ITP submits a foundation-type programme for external approval and accreditation purposes to NZQA and funding approval from TEC, their Academic Board must decide on a single NZSCED designation in terms of the broad, narrow and detailed field classifications for the programme. Perhaps the most logical NZSCED broad field for foundation education falls mainly into the classification of 'mixed field programmes' (see Table 2.12). However, the content or curriculum within a single foundation programme may reach across a number of the narrow and detailed fields. For example, a generic foundation programme may contain elements of LLN, social skills and/or employment skills.

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[40] NZSCED is a subject-based classification system for courses and qualifications at universities, polytechnics, colleges of education, wānanga and private training establishments in receipt of Government funding. The classification system consists of three levels of detail (broad, narrow and detailed fields) defining each subject or field of study. NZSCED has been designed to improve the quality and consistency of statistics collected by the MoE and other collection agencies in relation to tertiary study, and to improve New Zealand's international statistical reporting compliance. (Retrieved 30 December 2013, from http://www.educationcounts.govt.nz/data-services/collecting-information/code_sets/new_zealand_standard_classification_of_education_nzsced)

The NZSCED classifications also work more easily for the more generic foundation programmes than those that specialise on a bridging towards vocational outcomes such as forestry or carpentry, as is the case of NorthTec's more specialised foundation programmes. For these specialised foundation programmes the single NZSCED classification tends to lie outside of the mixed field programmes. For example, programmes that provide entry and/or foundation skills within the trades area tends to attract a higher category of funding (needed for the physical and material resources required) and it is within the financial and operational interest of an ITP to offer programmes which can achieve higher categories of funding.

EAWG (2012) states that NZQF Level One and Three enrolments in 2009 were concentrated in the *Studies in Human Society, Language and Literature*, and *Office Studies* fields of study and that historically, there were large concentrations in *Employment Skill*s and *Social Skills* programmes, but these have reduced since 2004, being balanced by corresponding growth in the previous three fields.

Table 2.12

New Zealand Standard Classification of Education Fields for the Classification of Foundation programmes

12 MIXED FIELD PROGRAMMES				
12	**01**		**General Education Programmes**	
12	01	01	General Primary and Secondary Education	Courses that prepare individuals in school educational programmes. They include reading and writing, basic mathematics skills, an elementary understanding of subjects such as history, geography, natural science, social science, art and music.
12	01	03	Literacy and Numeracy Programmes	Courses that prepare individuals in the study of basic reading, writing, numeracy and maths skills, including help with spelling.
12	01	05	Learning Skills Programmes	Courses that prepare individuals in the development of skills, such as research and analysis skills, for study projects.
12	01	99	General Education Programmes not elsewhere classified	Courses that prepare individuals in the theories, methods and techniques of developing, implementing and evaluating other education programmes not elsewhere covered and particularly formal and non-formal learning activities aimed at adults, including the design, delivery and assessment of adult education and training, curriculum development and the assessment of recognition of prior learning.
12	**03**		**Social Skills Programmes**	
12	03	01	Social and Interpersonal Skills Programmes	Courses that enhance the abilities of individuals to operate successfully in social interactions. Principal subject areas are likely to include anger management, general legal, social and political rights and responsibilities, knowledge of concepts and sources of negotiation, advocacy and support services, sexuality education, personal management and awareness of drugs and alcohol, understanding of heritage, family/whanau interactions, personal stress and time management, perceptual awareness, social and co-operative skills, self-management, personal care skills.
12	03	03	Life Skills	Courses that enhance the abilities of individuals to maintain personal and financial health and well-being. Principal subject areas that may be covered include: legal, educational, health, social, advisory services and rights, basic problem solving techniques, knowledge of accommodation options and obligations, management of personal health and safety, personal budget, banking, insurance and finance management.
12	03	04	Family/Whanau Education	Courses that enhance the abilities of individuals to operate effectively as parents and caregivers. Principal subject matter in such courses may include child development, knowledge of legal rights and responsibilities of care-givers, understanding of legal rights of children and minors, the New Zealand education system, rights, responsibilities and options in educating children, household budgeting and management, knowledge of parent and caregiver support networks and options.
12	03	99	Social Skills Programmes not elsewhere classified	Courses that prepare or develop further the abilities of individuals in obtaining the skills required to function in a social and community context not classified elsewhere in Narrow Field 1203 Social Skills Programmes.

Table 2.12

New Zealand Standard Classification of Education Fields for the Classification of Foundation programmes (continued)

12	**05**		**Employment Skills Programmes**	
12	05	01	Career Development Programmes	Courses that assist individuals in planning appropriate mechanisms for developing employment options and advancements. Principal subject areas covered may include career planning, identification of training and employment options, career goals, job expectations, career investigation techniques, skills identification.
12	05	03	Job Search Skills Programmes	Courses that enhance an individual's employment prospects by developing personal strategies for seeking and gaining employment. Principal subject matter may include curriculum vitae/ resume writing skills, job information sources and negotiation skills, job seeking techniques, job interview and application skills.
12	05	05	Work Practices Programmes	Courses that enhance an individual's ability to function successfully in an employment position. Principal subject areas may include employment rights and responsibilities, workplace behaviour and protocols, time management, workplace language and communication, negotiation skills for employment contracts, union roles in workplace relationships.
12	05	99	Employment Skills Programmes not elsewhere classified	Courses that prepare or develop further the abilities of individuals in the skills required to obtain employment, and to further career and employment opportunities, not classified elsewhere in Narrow Field 1205 Employment Skills Programmes.
12	**99**		**Other Mixed Field Programmes**	
12	99	99	Mixed Field Programmes not elsewhere classified	Courses that prepare or develop further the abilities of individuals in the study of all multiple field programmes not included elsewhere in Broad Field 12, Mixed Field Programmes.

Note: Adapted from http://www.educationcounts.govt.nz/data-services/collecting-information/code_sets/new_zealand_standard_classification_of_education_nzsced)

Despite definitional and classification challenges, there have been efforts and initiatives undertaken by Government agencies to define (at least in practice) what differentiates a foundation programme from other programmes, such as the Foundation Learning Quality Assurance (FLQA) project (see Table 2.11). This initiative's definition of foundation programmes can be seen to be in line with an increasing narrowing of the classification of foundation skills to LLN as described in the second TES (2007-2012). Yet, the range of foundation learning programmes (as described by NZQA through the FLQA project), was relatively broad in its scope and did not focus specifically on the NZQF designated level. This broad definitional scope was adopted in this study to identify foundation programmes at NorthTec (see Chapter Four, section 4.6.3)

The focus of the third TES (2010-2015) with regard to foundation learning has centered on improving "LLN skills outcomes from NZQF Levels One to Three study" (MoE, 2010a, p. 13) as well as providing clear pathways to higher programmes. Although, not explicitly stated within the third TES, the implied message to providers was that the Government perceived foundation programmes, at this time, to be only those programmes that incorporated LLN and were at NZQF Levels One to Three.

In 2008, NZQA embarked on the TROQ initiative which involved a review of most New Zealand registered programmes and qualifications from NZQF Level One to Six for usefulness and relevance, excluding qualifications offered by the University sector. The TROQ mandatory review of foundation and bridging qualifications (Level One to Five) is likely to impact on how foundation education is defined through the design and promotion of new national foundation and bridging qualifications.

The review has resulted in a recommendation (supported by the stakeholders surveyed) for the development of four new qualifications with associated graduate profiles. The graduate profiles for the Levels One and Two qualifications include the core capabilities of literacy, numeracy, learning, work, community and cultural, and progression as defined by Ako Aotearoa (2014), see section 2.2.2.3. The proposed qualifications are the New Zealand Certificate in Foundation Skills (Level 1) and

New Zealand Certificate in Foundation Skills (Level 2) for people who require foundational qualifications and New Zealand Certificate in Study and Career Preparation (Level 3) and New Zealand Certificate in Study and Career Preparation (Level 4) primarily for learners who are preparing to study diplomas or degrees, although some will progress to other training or employment (NZQA, 2014, p. 2).

In designing the qualifications, particularly the graduate profile outcomes, the TROQ needs analysis report contained an expectation "that programmes will be written in contexts relevant to the local situation, so that teaching and learning occurs through purposeful activities" (NZQA, 2014, pp. 29-30). The proposed qualifications were mapped against skill sets and existing foundation and bridging qualifications and the new qualifications will replace most of the current foundation and bridging qualifications. The needs analysis report acknowledged that the major difficulties in the review were the variety of qualifications in the cluster analysed, and the diversity of learners who undertake them (NZQA, 2014, p. 2), which is true of the broad field of foundation education. At the time of completing this study the TROQ process was moving into 'stage two' or the qualification development phase.

It will be of research interest as to how these new qualifications are received by the sector and how they influence perceptions of foundation and bridging education, not least from a definitional point of view. It is anticipated that attempts to restrict the definition of foundation education to NZQF levels is likely to continue to incur robust discussion from researchers and practitioners in the field. Regardless of the outcomes, the TROQ review has been an important initiative for the foundation education field in enabling discussion around the need for foundation and bridging qualifications and raising awareness of the programmes and qualifications offered.

In summary, there have been challenges to the incremental narrowing of the definition of what constitutes a foundation education qualification or programme. These have come from the earlier foundation education forum, NZABE as well as more recent forums such as FABENZ and Ako Aotearoa's EAWG, all which argue that foundation learners can be found in every tertiary education programme. Despite these arguments, through Government policy (including successive TESs, contestable funding at NZQF Levels One and Two programmes and the foundation

and bridging TROQ), a social reality has been created (or even engineered) in that many providers and educators (particularly within the ITP sector) now perceive that the scope of foundation programmes is defined by either the inclusion of LLN remedial initiatives and/or by NZQF qualification level. This definitional debate continues at the time of writing this thesis and is reflected in the analysis and findings chapters.

2.2.2.6   *Foundation learners*

> Frequently, those accessing enabling education are also members of minority groups, under-represented groups and those who have experienced significant deprivation. Creating access to tertiary education through enabling programmes subscribes to the goals of social justice, contributes to expanding the talent available for social and economic development as well as influencing individual life chances (Anderson, 2007, pp. 453-454)

At the simplistic level, foundation learners can be described as those who are enrolled on foundation programmes, yet there has been a recognition that foundation learners can be found in every programme, that foundation learning is valuable in creating new beginnings for many learners and for providing the basis for future education and/or employment (Ako Aotearoa, 2011a, 2011b, 2014; EAWG, 2012). Zepke, Leach, and Isaacs (2008) investigated the experiences of foundation learners in ITPs enrolled in NZQF Level One to Three programmes. They described the foundation learners who participated in their research as generally NZQF Level One participants that were studying basic skills that mapped on to technological areas; Level Two participants who were pre-apprenticeship students and Level Three students that were bridging into degree study. The findings in terms of success indicators for foundation learners are discussed in section 2.3.4 and Table 2.21. However, it is relevant to note at this stage that Zepke, Leach, and Isaacs (2008) did not provide a definition of what a foundation learner is, rather, they provided a description of the programmes that these learners came from. Table 2.13 provides for a definition and description of foundation learners as accepted in this study.

Table 2.13

Foundation Learners in New Zealand: Definitions and Explanation

Definitions	Explanation
Priority Learners "The learners we are talking about at this level are diverse and want to achieve a variety of different outcomes, from developing employment-ready skills that mean they can start a good job, to enhancing their literacy, language and numeracy (LLN) skills, to acquiring the competencies necessary to move into a higher level of study. What is common across the board, however, is the notion that their learning is clearly and directly a stepping-stone towards something – be it good employment that leads to a sustainable career (with the possibility of further training down the track), further education, or a significantly better quality of life. If our education system is not supporting these outcomes – or cannot tell us whether they are being supported – then, quite simply, it is not working." (EAWG , 2012, p. 12)	The EAWG chose to use the term 'priority learners' when referring to the people studying at the level of either NZQF Levels One to Three or training programmes and academic preparation/bridging programmes to degree-level study (that are often above NZQF Level Three). The report states that there are many terms for the types of learners that are they focussed on including: 'non-traditional' learners, 'under-served' learners and 'foundation' learners. In the EAWG's view, using the term 'priority' to describe this group emphasises the pivotal role of education at these levels for addressing the needs of priority groups in the Tertiary Education Strategy 2010−15. The EAWG's focus was primarily on Level One to Three programmes, but also encompassed targeted training and bridging programmes to degree-level study. Their work focussed on 'priority learners' rather than NZQF levels to highlight the working group's encompassing belief statement that "Any discussion of our education system needs to proceed from its fundamental aim: to create successful outcomes for the people who take part in it." (EAWG, 2012, p. 3)
Ako Aotearoa (2014) noted that many of the learners studying and NZQF Levels One and Two had experienced limited success in education and were classified into the following broad groups: • disengaged school leavers (16-17 years old); • individuals who, until enrolment, have not been in either education or employment (NEETS); • adults who have not demonstrated adequate foundation skills in some areas, or without necessary foundation qualifications; • workplace learners in industry-specific foundation learning; and • learners in language and cultural programmes. (Ako Aotearoa, 2014, p. 10)	Ako Aotearoa (2014) in their work on developing a set of generalised graduate profiles for learners studying and NZQF Levels One and Two, built on the work of the EAWG and calculated the numbers of learners at these two levels as at 2012 as being: 11,560 students enrolled in provider-based tertiary qualifications at Level One; 46,080 at Level Two; and a further 8,605 learners were engaged in Level One qualifications and 40,250 in Level Two qualifications through industry training (p. 10).

As mentioned in Chapter One, a significant Government investment into research on New Zealand's 'priority learners' (see Table 2.13) was made in 2011 with the establishment of the EAWG by Ako Aotearoa with funds from the TEC. This group's terms of reference were to explore how New Zealand can better serve these learners resulting in EAWG's (2012) report, *Lifting our game: achieving greater success for learners in foundational tertiary education* with contributions from

international experts. This group also produced two valuable 'data' reports, the first of which created a profile of who these learners are (Ako Aotearoa, 2011a). The second data report profiled the pathways that these learners take (Ako Aotearoa, 2011b).

Estimating the numbers of foundation or priority learners in New Zealand is exceedingly difficult, partially due to the wide range of programmes in which these learners are enrolled and the challenges in defining foundation education. EAWG (2012) commented that "priority learners are the single biggest group of learners in New Zealand's tertiary education system" (p. 14). Those learners at the NZQF Levels One to Three made up 36% of all tertiary enrolments, with 61% of these being enrolled part-time. Māori and Pasifika peoples comprised higher proportions of the enrolments at these levels than at other levels.

> Although numbers have been declining since their high point in 2010, those at level 1 to 3 continue to make up more than a third of domestic tertiary learners – 160,000 in 2010 – which includes the more than 25,000 people engaged in targeted training programmes. To this can be added the thousands engaged in bridging programmes above level 3. (EAWG, 2012, p. 14)

NZQA Level One to Three learners are primarily located within the ITP sector (63 percent in 2009), with smaller concentrations located in PTEs and Wānanga (21 percent and 18 percent, respectively), with a very small presence in universities (2 percent). Approximately one quarter of EFTS for this group of learners was located in "generic" programmes, while just under one-half were located in "specific vocational" fields. The remainder of the EFTS were in programmes that provide "vocational skills not tied to a specific occupation" (EAWG, 2012, p. 50). The EAWG noted that while data on foundation or bridging programmes higher than NZQF Level Four are weak, "overall participation in these programmes has risen steadily over the 2000s, with participation by European learners outstripping other ethnic groups – particularly Māori" (Ako Aotearoa, 2011a, p. i).

2.2.3 A definition of foundation education

Degener (2006) encountered a similar definitional issue to that I have faced in this study with the lack of a clear cut definition of family literacy within the USA, which "turned out to be a real problem" for her research (p. 51). She developed a definition which aimed to be as open and inclusive as possible so that any programme that

defined itself as a family literacy programme could be included in the study. This meant that the definition was not confined to the federal definition of family literacy.

> Unlike the federal definition of family literacy, which requires a four component model, my feeling is that a family literacy programme is any programme that focuses on the link between the literacy of parents and the literacy of children. (Degener, 2006, p. 52)

In a similar vein, the definition developed for this research is not restricted by Government association of provision at the lower levels of the NZQA. Rather, it is inclusive and broad to enable the identification of all foundation programmes and courses at NorthTec delivered in 2012 regardless of level or title. In arriving at a definition of foundation education for this research, four ITPs' definitions of foundation education and learning[41] were examined. These were plans developed by Manukau Institute of Technology (MIT), Wintec, Eastern Institute of Technology (EIT) and NorthTec[42]. All of these ITPs had adopted concepts published by the MoE, NZQA and TEC as described in section 2.2.2. NorthTec's definition of foundation education, as contained in both foundation education planning and programme approval documentation, is acknowledged in particular.

> 'Foundation Education' is the provision of catch up or second chance programmes for students who want to access tertiary education but who lack the requisite qualifications and/or skills for entry. Foundation programmes address issues of equity, providing groups typically under-represented in mainstream tertiary education with pathways into tertiary education. (NorthTec, 2010, p. 10)

While NorthTec's definition acknowledges aspects of equity, it lacks reference to a wider theoretical or pedagogical framework. For the purposes of this study, foundation education has been defined recognising aspects of various definitions, while also attempting to situate the definition within theoretical and pedagogical frameworks appropriate to foundation education. The following definition was constructed by myself, as the researcher, and provided in background letters to all participants (see Appendix B). Elements of the definition are explained in Table 2.14.

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[41] Contained in unpublished Foundation Learning Plans as a requirement by NZQA.
[42] The researcher gratefully acknowledges access to these documents provided from these ITPs.

Foundation education is aimed at students who want to access tertiary education or work but lack the necessary qualifications or skills needed for direct entry. Foundation programmes typically address issues of equity, providing groups typically under-represented in mainstream tertiary education with pathways into tertiary education. Foundation education is also recognised by foundation education professional associations in New Zealand as including bridging programmes and courses that through successful completion by enrolled learners enable entry into tertiary qualifications, typically at the degree level. Shifts in pedagogical philosophies over the last couple of decades towards humanistic and critical educational theory have seen foundation education practice move from a pre-dominantly remedial focus to being identified as enabling education (in Australia), developmental education (in the US) and access education or foundation learning (in the UK). (Morris, 2012)

Table 2.14

Elements of the Foundation Education Definition used in this Study

Elements	Rationale
Scope	Within the definition used in this research, this field of educational provision falls within the sphere of adult learning and education, which occurs in New Zealand through the tertiary education system, and encompasses all forms of adult learning from formal, degree and postgraduate foundation or bridging study at universities, Wānanga[43], ITPs and Private Training Establishments (PTEs) through to non-formal ACE programmes.
Qualification and Programme Level	Despite attempts by the New Zealand Government to restrict foundation qualifications and funding to NZQF lower levels with a primary focus on LLN skills, many ITPs continue to deliver foundation programmes at higher NZQF levels. Researchers in the field, as well as professional bodies such as NZABE and FABENZ view foundation education as a distinctive area of tertiary education, broader than either a specific NZQF qualification level or a singular focus such as LLN learning progressions. This definitional debate and philosophical conflict between policy and practice continues to cause confusion as to what a foundation programme is, both within the foundation education field and for the targeted students, providers and/or communities. The difficulty encountered in identifying the range of foundation education provision within NorthTec was indicative of this definitional confusion at the programme and course level.
Foundation Skills	Within this definition foundation skills are considered to be broader than LLN skills and include curricula content that may lie within entry level, introductory and/or bridging programmes that develop learners' confidence, social and personal development skills, work readiness or study skills, including English as a Second Language (ESL) and English for Speakers of Other Languages (ESOL) learning.
Foundation Learners	Given the broad definition of foundation education used in this research, an estimate of the size of foundation learners in the range of programmes encompassed by this definition is impossible to provide. However, as discussed in section 2.2.2.6, indicative figures of the numbers of priority learners in the lower levels of the NZQF, as researched by Ako Aotearoa (2011a, 2014) and EAWG (2012), reveal a significant and continued need for foundation education in New Zealand.

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[43] Currently there are three Crown recognised Wānanga focussed on the education of Māori, Aotearoa New Zealand's indigenous people.

Finally, Courtney (1989), in his discussion of the value of defining adult education, recognises that such definitions are supposedly legitimate, but are dependent on the extent to which the area of provision can be ring-fenced in the first place. This observation has relevance in terms of the efforts to contain and codify the area of foundation education as described in this chapter.

> The value of a definition lies in its precision or ability to illuminate. These qualities often depend on how well we already know the concept the definition makes explicit. Definitions are rules for the correct use of terms; they are quasi-legalistic. At the same time, the workability of these definitions will depend on the extent to which the phenomena they describe are clearly bounded, standardized, or codified. That being the case, if the time is ever reached when it becomes easy to define adult education precisely, this may well be a case for worry rather than for rejoicing. (Courtney, 1989, p. 23)

This lack of a cohesive definition of foundation education, or a unified understanding of the range or scope of the programmes in this field, raises considerable difficulties in examining both New Zealand-based and international research and literature in this area of programme delivery, where in terms of international contexts the term 'foundation education' is not recognised in any formal way.

2.3 Foundation education research within New Zealand

This section discusses areas of research that lie within the scope of the field of foundation education while acknowledging that this research takes place within the context of the New Zealand tertiary and political environment. There appears to be a lack of New Zealand-based post-graduate research within the foundation education field that adopts a primarily critical theoretical approach with Isaacs' (2011) research on adult literacy being an exception (see Table 2.16).

Research into foundation education and learning really only began in New Zealand in early 2000 (Benseman and Russ, 2001, 2003a; Benseman, 2008a) despite the fact that most TEIs have been offering some form of foundation and/or bridging education programmes for many years. One reason for this is that foundation education is a relatively new and emerging field in New Zealand tertiary education. Maharey (2002) identified obstacles to the development of foundation education as a distinct field as being: the fragmentation of the field; the lack of apparent policy in

the field at this time; and that there was little research to inform policy development. Over a decade later it would be fair to say that the body of research on foundation education has grown and is informing policy directions in this area. However, cohesion in the field has yet to be achieved as evidenced by the issues identified around nomenclature and programme/qualification classification.

The relationship between educational research and policymaking needs to be acknowledged.

> There is an inescapable political dimension to educational research…the relationships between educational research, politics and policy making are complex because research designs strive to address a complex social reality. (Cohen, Manion, & Morrison, 2011, p. 52)

Cohen, Manion, and Morrison (2011) argue that the impact of research on policymaking depends on its degree of consonance with political agendas of Governments and they note that research is used if it is politically acceptable. They also note that there is a significant tension between researchers and policymakers in that "the two parties have different, and often conflicting, interests, agendas, audiences, time-scales, terminology and concern for topicality" (p. 53). Kirst (2000), in examined the relationship between bridging education research in the USA and education policymaking. He noted how education policy research, unlike research in "hard sciences," where outcomes are more certain and predictable, often "identifies probable outcomes and general principles that seem to apply in various social settings, so policymakers face the task of taking general social science information and applying it to specific contexts" (p. 379). He argues that research can influence policy, but there is not a direct line from research results to policy use and that "nothing can replace good theory, data and analysis as the starting point" (p. 390). These observations of the use of research for policy directives and the relationship between researchers and policymakers are true of the dynamics of research into foundation education and have been recognised by leading researchers in the field.

> As it [Foundation Education] starts to build an identity as a distinct area of educational provision, it is important that future developments in both policy and practice are guided by sound educational research. Even more importantly, it will be essential that the research integrates with everyday practice and is developed in a spirit of co-operation between the researchers, practitioners and policymakers. (Benseman & Russ, 2001, p. 14)

Professional associations such as NZABE and FABENZ, have had an important role in encouraging and disseminating research in the foundation education field. NZABE remained the professional association for foundation educators, with annual conferences and published conference proceedings until around 2010 when FABENZ was established and incorporated the NZABE. Alongside this, ITPNZ provided a Foundation Education Forum as a special interest group (until ITPNZ was disestablished in 2009), whereby those involved in foundation education held regular forum meetings from both management and practitioner perspectives. As a member of this forum I found the sharing of information, research and networking amongst colleagues over the years invaluable. However, from my perspective the forum had little real influence in policy directions at a national level.

Ako Aotearoa has also had an increasing role in supporting and funding research on foundation education in New Zealand including: the work of the EAWG; research into graduate profiles at NZQF Levels One and Two; and its website also holds a repository of information and research on foundation education. Table 2.15 provides categories of research foci, alongside key researchers and leading research organisations in the field. It must be emphasised that the researchers/academics and resources provided are not exhaustive and that there is a degree of overlap amongst the categories of research, the researchers/academics and resources. Table 2.16 provides a summary of the postgraduate research and findings that focuses on foundation education related areas in New Zealand.

Table 2.15

Foundation Education Research in New Zealand: Categories of Research, Key Researchers, Academics and Organisations

Categories of research	Researchers and academics	Organisations/resources
Adult literacy practices and challenges	Pat Walsh John Benseman	Workbase http://www.workbase.org.nz/ National Centre of Literacy and Numeracy for Adults http://www.literacyandnumeracyforadults.com/
Adult and Community Education	Marion Bowl Robert Tobias Brian Findsen Joce Jesson	Adult and Community Education Aotearoa http://www.aceaotearoa.org.nz/
Youth post-secondary access or foundation level tertiary education	Stuart Middleton	Youth Guarantee http://youthguarantee.net.nz/vocational-pathways/
Educational initiatives with an emphasis on foundation skills enabling access to work	Susan Reid Alison Gray	FABENZ http://fabenz.org.nz/
Educational initiatives with an emphasis on bridging to higher levels of education	Helen Anderson Rae Trewartha	FABENZ http://fabenz.org.nz/
Foundation education in the Māori context	Frank and Judy Solomon Nick Zepke	Te Wānanga o Aotearoa http://www.twoa.ac.nz/ Tertiary Education Commission. (2012). *Doing better for Māori in tertiary settings: review of the literature.*
Foundation learners	Nick Zepke Linda Leach	Ako Aotearoa http://akoaotearoa.ac.nz/ EAWG
Broad foundation field including published research, reports, conference proceedings and literature reviews	John Benseman Rae Trewartha Nick Zepke Alison Sutton	FABENZ http://fabenz.org.nz/ Ako Aotearoa http://akoaotearoa.ac.nz/

Table 2.16

Summary of Postgraduate Research in the Area of Foundation Education

Author	Title	Award	Research design	Research Questions	Findings
Foundation Programme/Course/Subject Area Evaluations					
Glen Chittleborough	An evaluation of student learning during a tertiary bridging course in chemistry	Doctor of Philosophy *Curtin University (Australia) 1998*	Design of new tertiary bridging course in chemistry designed using constructivist concept-learning	Evaluation of Concept Learning Test Sequences (CLTSs) to design bridging course and evaluate assessments.	Factors which influence learning include pre-laboratory reports; practical work; learning partnerships; positive personal qualities; mathematical skills; confidence; visualisation; integration of theoretical and practical studies; bench problem solving; a relaxed tutorial atmosphere; historical approaches to chemical concepts
Lalita-Devi Patel	Bridging education: a science perspective	Master of Education in Science Education *University of Auckland (NZ) 2005*	Longitudinal, historical study, using case study methodology of Foundation Education programme at Manukau Institute of Technology	Explores four key themes; the pedagogy and positioning of science; and the patterns of participation of science students in bridging programmes.	While bridging education science increases accessibility for under-represented groups in science education and careers in science, the gender and ethnic relativities persist. The teaching of science on the programme had changed from one of transmission to a constructivist approach. The career pathway focus of bridging science education has a concomitant effect on scientific literacy for the student.
Angela Dale	Apprenticing Students into a Culture of Enquiry: Evaluating two courses of undergraduate skill provision in one New Zealand Polytechnic	Master of Education *Unitec (NZ) 2010*	Qualitative - Two cases studies of undergraduate academic skills courses including documentary analysis, focus groups and semi-structured interviews.	Evaluation of the effectiveness and value to students of academic skills courses	There is a need for students to be provided with explicit content information by teachers. All teachers need an awareness of the philosophy and pedagogic practices underpinning skill development. Skill transfer requires consistent expectations across all courses allowing students' to build confidence. Timely and constructive feedback should be considered a fundamental and development requirement of each course.

Table 2.16

Summary of Postgraduate Research in the Area of Foundation Education (continued)

Author	Title	Award	Research design	Research Questions	Findings
Foundation Programme/Course/Subject Area Evaluations (continued)					
Catherine Walker	Bridging to new possibilities: A case study of the influence of a bridging education programme	Master of Education Auckland *University of Technology (NZ) 2008*	Qualitative case-study of seven students who completed four or eight papers in a Level Four bridging programme. Data collection was individual semi-structured interviews with former bridging students to ascertain their perceptions, views and experiences of the influence of the bridging programme, both historically and currently.	How does bridging education influence students?	The influence of the bridging programme began at the time of enrolment and continued into students' undergraduate study and their lives. The programme influenced the way participants interacted with a range of factors including: the institution; their undergraduate programme; with educators and peers; and with family, friends and others in society. These factors influenced the participants in facilitating or impeding their ongoing learning. The participants also identified several challenges (financial and relational) related to the influence of tertiary study which they faced. The programme influenced their ongoing success and continuation in undergraduate study. The programme provided an effective bridge into tertiary education (academically, emotionally and socially). Participant's acknowledged the influence on their cognitive and meta-cognitive growth and development. The range of tertiary leaning skills and knowledge gained and/or enhanced was considerable. Close links between the academic skills taught in the bridging programme and required in undergraduate study were evident. Positive improvements in confidence, self-efficacy and motivation were also attributed to the influence of the programme. Holistic personal development occurred as the skills and knowledge gained and developed were transferred and extended from academia into other areas of the lives of former bridging students and thus further influenced their family, personal friends and society. The influence of the bridging programme has enabled new opportunities, ways of being and employment to become more than a dream, but a reality which the participants continue to move towards. Overall, it could be claimed that the influence of the bridging programme was holistic.

Table 2.16

Summary of Postgraduate Research in the Area of Foundation Education (continued)

Author	Title	Award	Research design	Research Questions	Findings
Bridging (Foundation Education) Issues/Models					
Cecile Jane Morgan	Challenges for Educators in Meeting the Needs of Students Bridging into Tertiary Education	Master of Education (Adult Education) *Massey University (NZ) 2003*	10 interviews with adult educators working within tertiary pre-entry programmes	What are the tensions for educators in meeting the needs of students 'bridging' into tertiary education? What philosophical assumptions underpin current adult educator practice in tertiary pre-entry programmes? What considerations by educators are required to meet the needs of students bridging into tertiary education?	Key tensions were; programme purposes and future direction, educator philosophies and practice and educator-student relationships. The areas identified as requiring consideration were; learning environments, people who engage in the learning process and the future of tertiary pre-entry programmes. Recommendations - move towards congruency between educator philosophies, educator practice and institutional/political objectives in meeting student needs to successfully bridge into tertiary education.
David William Coltman	Comparison of Polytechnic based Bridging Education Programmes and Models in Aotearoa/New Zealand	Master of Education (Adult Education) *Massey University (NZ) 2004*	Interviews with 12 staff, focus groups with nine student focus groups and document analysis in four bridging education programmes in four polytechnics/institutes of technology	What is the purpose of bridging education? How is bridging education being delivered in four polytechnics/institutes of technology in Aotearoa/New Zealand? Who is involved in bridging education, as staff, and as students? What are the theoretical perspectives that underpin bridging education delivery in polytechnics/institutes of technology	The research identified a number of diverse models of delivery and advocates the need for programmes that focus on purpose and product rather than standardised content. The skills of staff and their knowledge of bridging education were not consistent across the institutions included in this study. A perceived need by stakeholders for a centralised and co-ordinated approach to bridging education provision at both institutional and at national level also became apparent through the study.

Table 2.16

Summary of Postgraduate Research in the Area of Foundation Education (continued)

Author	Title	Award	Research design	Research Questions	Findings
Foundation Education – Adult Literacy and Academic Literacy Focus					
Belinda Jane Dolan	Adult Literacy Provision within New Zealand Private Training Establishments	Master's in Education *Unitec (NZ) 2010*	A qualitative research methodology was adopted and encompassed a questionnaire method of data collection.	Investigation of current adult literacy provision taking place within New Zealand PTEs. Objectives: identify a baseline on the type and amount of literacy provision taking place; Examination of the teaching experience and academic background of literacy educators; document findings from current practice as a means of developing future capacity.	Professional development and training for educators delivering literacy subjects within New Zealand PTEs is an area for development. The recommendations are that more needs to be done to support educators in order to provide support for adult learners to develop their literacy levels and enable them to participate within a "knowledge based" society. There is a strong case for the development of further research into a systematic professional development and literacy teacher training for these types of providers.
Ian R. Wilson	Academic Literacy and Self-efficacy in Adult Students Preparing for Tertiary Study	Doctor of Education *University of Auckland (NZ) 2012*	Data from 212 adults enrolled in a bridging programme in New Zealand, preparing for tertiary study. Quantitative data on self-efficacy beliefs of their academic literacy to participate in the current and future courses, and their readiness for future study were examined and triangulated with interview data, and compared to demographic data, academic results, and the outcome of applications to future academic courses.	Levels of academic literacy and self-efficacy were investigated to find possible relationships to variations in demographic and experiential backgrounds, academic results, and acceptance into future courses.	It was found that participants with comparatively higher academic ability but lower self-efficacy received significantly lower end-of-semester grade score averages than their peers. Lower grade scores were also received when self-efficacy for academic study was substantially different from their actual academic literacy. Adults who had a first language other than English had significantly lower academic literacy measurements yet the highest self-efficacy.

Table 2.16

Summary of Postgraduate Research in the Area of Foundation Education (continued)

Author	Title	Award	Research design	Research Questions	Findings
Foundation Education – Adult Literacy and Academic Literacy Focus (continued)					
Peter Thomas Issacs	Adult Literacy as Technique and Technology of Governmentality	Master of Education in Adult Education Massey University NZ 2011	Examination of policy for adult literacy in New Zealand since IALS (1996).	Foucault's notion of Governmentality is used as a lens through which to view adult literacy policy and analyses policy documents including *The Adult Literacy Strategy, Te Kāwai Ora*[44] *and the TESs.* Traces adult literacy in NZ from pre-European contact with the subsequent developments as part to the colonisation processes; community responses to adult literacy, tertiary education reforms, audit and monitoring practices of TEC and NZQA.	In policy formulation, adult literacy is concerned with the techniques and technologies through which the literacy needs of the population are constructed and controlled. The concerns of policy are how to bring people to a state of literacy so that they can be usefully involved in society as employable worker. The policy approaches tend to marginalise or silence other discourses, for example literacies for Māori, literacies as social practices, critical literacies and literacies used in a range of settings. Discusses ways for considering the development of a wider policy focus for adult literacy that addresses issues such as culture, context and needs as identified by learners,

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[44] Māori Adult Literacy Working Party (2001) report containing a critique of the adult literacy strategy, *More than Words* (Issacs, 2011, p. 4)

2.3.1 *Surveys of foundation education provision*

Most of the surveys or reviews of research in the foundation education field (Benseman, 2003b; Benseman & Russ, 2001, 2003a; Benseman, Sutton, & Lander, 2003c, 2005a; Benseman & Sutton, 2007) have focussed on adult literacy provision (see section 2.3.6) with the exception of Benseman and Russ' (2001, 2003a) survey of bridging programmes, delivered by New Zealand Universities and ITPs[45]. This survey has provided information on foundation programmes and the characteristics of foundation education tutors. It also demonstrated that bridging education was a "well-established activity in many tertiary institutions, with a majority of the programmes in existence for over ten years and the teaching staff well established in their careers" (p. 59). They noted the considerable variation in the programmes in terms of terminology used, content, length, size and their target populations. They argue that despite the diversity of approach, bridging education makes a distinctive contribution, especially in terms of social equity ideals by "bringing in over 1500 students who may well not have participated in tertiary education otherwise" (p. 59). They also noted that these programmes include a disproportionately high number of groups that have been under-represented in New Zealand tertiary education such as Māori and Pasifika peoples (who made up nearly half of the total of all bridging students in their survey. Table 2.17 provides a summary of Benseman and Russ' (2003a) survey results which have been drawn on in the analysis and findings chapters, in particular in the discussion of the interviewees' characteristics.

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[45] The criteria that Benseman and Russ used for inclusion in their survey were that the programmes: involved some form of programmes aimed at equipping students with academic and personal skills to cope with academic study and/or facilitating entry to other programmes without traditional credentials; are primarily academic in nature, rather than simply an introductory level in a vocational area; and are of at least 10 weeks duration including par-time study (Benseman and Russ, 2003a, p 46).

Table 2.17
*Summary of the Results of Benseman and Russ' National Survey of Bridging
Education Programmes in New Zealand*

Research areas	Results	
Terminology used to identify programmes	*Term*	*Number of responses (#29)*
	Foundation education/studies	17
	Bridging education	15
	Introductory/Entry level	2
	Second Chance education	1
	New Start	1
	Access education	1
	Development education	1
	Training opportunities – adult	1
	Gateway Vocational preparation	1
Definition of bridging education	Nine respondents said that they had a definition of bridging education for their purposes. These included: • preparing students for tertiary study; • addressing equal educational opportunities by providing learning and generic skills to provide success in students' choice of vocational training; • to give educational opportunities at an introductory level with pastoral support for those wanting to gain tertiary qualifications; • to build confidence by gaining basic skills and familiarity leading to independence to pursue education or employment; • a second chance or new start in areas necessary for them to enter chosen vocations or course; and • a catch-up programme to fill in the gaps.	
Average number of years that the programmes/courses had been running	10.3 years	One programme had been running less than two years; seven had been running for more than 14 years.
Award/Qualification gained	Certificate	Some courses were assessed for Unit Standards on the NQF.
Subject Areas taught	*Subject* Communication skills Mathematics Computing Chemistry Physics Māori	*Percentage of response (#29)* 69 62 46 31 27 23
Course duration	Over half courses are taught within a 16-20 week timeframe.	
Class contact hours	• most (62.7%) have between 16 and 25 classroom contact hours per week; • the majority (82%) are taught during the day; and • most were full-time (41%) or offered the option of both full-time and part-time (41%).	
Selection process	70% of the programmes surveyed had a selection process to determine entry	

Table 2.17

Summary of Benseman and Russ' (2003a) Results of a National Survey of Bridging Education Programmes in New Zealand (continued)

Research areas	Results	
Student characteristics	*Gender* 64% women 35% men *Ethnicity* 46.5% Pakeha 29.2 % Māori 15.4 % Pasifika 4.4% Asian	*Age* 53.2% under 25 years of age 44.2% aged 25-50 years 2.5% over 51 years
Students qualifications	Ten of the 16 who responded to this area reported that 80-100% of the students had no school qualifications.	
Teaching staff	*Gender* 59% female 41% male *Ethnicity* 67% Pakeha 21.4% Māori 5.5% Pasifika 2.7% Asian	*Age* 10.6% under 25 years 65.4% aged 25-50 years 23.9% over 50 years
Professional qualification and experience	55 staff members had either primary or secondary teaching qualification; 59 staff members had some form of adult education qualification; - Some had both of the above; and 73 (nearly half of the teaching staff) had been in the field for more than four years.	
Foundation/bridging education policy	- Four programmes had a policy at the institutional level; 10 programmes had policies for both department and institution; and - eight programmes had no policy.	
Models of provision	14 respondents said their programmes were in a department specifically designed to bring students' academic skills up to a level where they can gain entry into higher level programme in other academic departments; 16 respondents said their programmes were within a conventional academic department aimed at bringing students' academic skills/qualifications up to a level where the can gain entry into other programmes within that department; and 3 respondents said their programmes allow students with lower levels of qualification entry into programmes and then provide on-going support for them while they are in that programme.	
Data collected on students	*Types of data* Enrolments in their own institution Work outcomes Enrolments in other institutions Pass rates Withdrawals Skill New Zealand reporting	*Number of responses (#29)* 17 10 9 13 13 3

Table 2.17
Summary of Benseman and Russ' (2003a) Results of a National Survey of Bridging Education Programmes in New Zealand (continued)

Research areas	Results	
Funding	*Sources of Funding*	*Number of responses (#29)*
	Ministry of Education	9
	Training Opportunities Programme	5
	International student fees	6
	Entrepreneurial activities	3
	Charities	3
	Private	1
	Other Government departments	1
	Rugby clubs	1
Issues identified in foundation/bridging education	*Issue*	*Number of responses (#29)*
	• Funding	8
	• Student pastoral care	4
	• Staff retention/recruitment	4
	• Quality of teaching	4
	• Time pressure/increased workloads for staff	3
	• Lack of institutional recognition	3
	• Student debt	2
	• Lack of recognition by MoE	2
	• Disability education	1
	• Co-ordination with other courses	1
	• Professional development	1
	• Developing distance programmes	1
	• Work experience/placements	1
	• Developing pathways	1
	• Competition from other departments	1
Research	Only five respondents indicated that they had either initiated or been involved in some form of research about their programmes	

2.3.2   *Models for organising foundation programmes*

> A programme is an instrument for education. Through educational programmes we help shape our society. Programme design includes decisions on what society finds valuable for people to learn, and how this should be structured and organised. In this way it influences teaching and learning. (Govers, 2011a, p. iii)

This section outlines models for organising foundation programmes with particular reference to how these programmes are organised within the ITP sector in New Zealand. Govers (2011a), in her doctoral research, notes a dearth of research on understanding programme design in this sector, particularly from the perspective of decision making. Her research, which consisted of an interpretive case study of certificate and diploma programmes within a regional polytechnic, is of value in understanding the basis of decision making for programme design decisions (see

Chapter Three). As noted in section 2.3 and Table 2.22, research has indicated that centralised developmental programmes have consistently been found to be more successful that decentralised ones. This was recognised by Coltman (2004) in his research on models of bridging education in New Zealand in particular with reference to Boylan's (2002) description of the characterisation of centralised and decentralised structures for programmes. Centralisation refers to the institutional arrangement in which foundation courses and services are highly co-ordinated, housed in a single department or programme area and are led by a senior manager. Centralised programmes are characterised by:

- several developmental subject areas coordinated under a single unit;
- a clearly articulated philosophy to guide programmes;
- combining support services within the laboratories; and
- a single individual responsible for coordinating the campus wide developmental education effort. (Coltman, 2004, p. 24)

Coltman (2004) argues that a decentralised programme structure can be effective in that this model "can result in high levels of integration and communication across courses and services." (p. 24). However, he stipulates that in order for this integration and communication to occur there needs to be an administrator with responsibilities for institute-wide coordination of foundation education activities. The decentralised model, when considered effective, is characterised by:

- regular meetings of all those involved in the delivery of courses and services;
- articulation of common goals and objectives for all developmental courses and subjects;
- integration of academic courses and academic support services;
- co-ordination of developmental courses and service by an administrator with primary responsibility for institute-wide bridging education; and
- encouragement of team meetings across the organisation to discuss programme problems, outcomes and professional development. (Coltman, 2004, p. 24)

More recently, Govers (2011b) conducted research into the models that are used across the ITP sector for organising foundation education, which was defined by her in this context as "all educational programmes taught in tertiary education

organisations that lead to qualifications at Levels 1 to 4 the New Zealand Qualifications Framework" (p. 1). Her research, which involved interviews of Academic Managers/Directors and a survey across 17 ITPs, indicated that foundation education is organised in diverse ways within these institutions. Some ITPs have a centralised structure with a specific school or department for foundation education which usually specialises in teaching generic foundation programmes. Other ITPs teach foundation programmes (both generic and specialised in nature) within the disciple-oriented structure of the organisation. This can be considered to be a decentralised structure. This research assumes that NorthTec would have been one of the five ITPs surveyed in Govers' research that had a specific foundation education 'department' or programme area. Govers (2011b) describes a range programme features in terms of length, level and focus. In terms of length, the generic programmes were of either one semester or one year duration. Most included LLN skills alongside a combination of academic skills, life skills, employment or vocational skills appropriate to the outcomes of the particular programme. The degree pathway programmes were situated at Level Four of the NZQF.

All ITPs surveyed offered specialised foundation programmes which focussed on a particular discipline and were targeted at a specific vocational pathway. However, as Govers (2011b) notes, not all ITPs label them as foundation programmes and in some cases these programmes contain one or more generic foundation courses. Alongside the generic and specialised programmes, Govers (2011b) classifies two other categories of programmes. First, 'orientation' programmes that enable students to have a 'taste' of specialised areas while also teaching generic foundation skills which represent "a midway between generic and specialised foundation programmes" (p. 6). Second, there are programmes offered to specific target groups such as students who need intensive support, women and young mothers. These programmes are taught in a separate cohort or are stand-alone and do not have a specific pathway purpose. Govers (2011b) further outlines the strengths and challenges of both generic and specialised foundation programme organisational structures as described by the interviewees involved in her research. These perspectives are summarised in Tables 2.18 and 2.19.

Table 2.18

Foundation Education Programme Structures in Organisations: Strengths and Challenges of Generic Programmes

Area	Strengths	Challenges
Organisation and management	• Highlights the ITP as a place of foundation learning, and can put energy into establishing good connections with community and university, instead of each department doing this by themselves. • The FE department is a hub for expertise about learning. It houses foundation education support and knowledge to service other departments (e.g. literacy and numeracy, teaching communication skills, ESOL), and has a strong relationship with other departments. • Creates an FE profile in the organisation. • Staff teaching in the generic FE programmes also teach in the specialist programmes, and are therefore part of a larger teaching team, which stimulates sharing of expertise across the organisation. • There is no longer a competition for students in the organisation. There are explicit pathways to other programmes and the rest of the organisation can see the benefit. • There is one streamlined and efficient admissions process across the organisation.	• To get an identity in the organisation as an FE department. • The FE department tends to be seen by the rest of the organisation as the place where student issues are addressed. • It is a challenge to have a FE programme that is owned by the institution and has no 'home' in a School, as it lacks an underpinning structure to support it. • Ongoing communication with other departments; this requires a dedicated person. • The flexibility of generic programmes is difficult to timetable.
Progressing to higher levels of study	• Provides the opportunity for students to develop confidence, a commitment to learning, to explore different areas before they fully commit to a particular area of study, and as a result to make informed choices. • Can offer clear pathways for students who still need to choose a specialisation. • Can provide a transparent pathway to degree study and targeted assistance with applying for degree study. • Offers a large range of pathways that remain open for students. • Offers a clear referral structure if students do not meet entry requirements in specialised programmes. • Allows the organisation to better control the levels of programmes to help students get ready for the next level. • Encourages students to continue studying. • Allows the teachers or FE department to engage with the local community and support their enculturation in tertiary study. • Prepares students well for higher level study. Students are moving on to other departments, and the departments can see the benefits of the FE programmes.	• To develop a pathway from Level 1 to 4 without gaps. Programmes at each level seem to be needed. • There are higher level programmes in specialised areas (e.g. trades) that do not accept graduates from the generic programmes.

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Table 2.18

Foundation Education Programme Structures in Organisations: Strengths and Challenges of Generic Programmes (continued)

Area	Strengths	Challenges
Teaching and learning practices	• Have teachers who are specialised in and dedicated to engaging and teaching foundation students. • Have trained teachers who are members of the local community that the programme is trying to engage. • Focus on the needs of students, including, but not limited to: reconnecting students with formal education, study and learning skills, literacy, numeracy. • Do not take out time to teach a subject area. • Allow flexibility to accommodate the programme to meet student needs and for the learning context to be negotiated. • Allow one enrolment process (e.g. including diagnostic assessment and interview) resulting in level placement. • Can be underpinned by a strong philosophy of good, experiential and culturally responsive teaching and learning. • Integrate pastoral care into the programme.	• To find the fine balance between nurturing of students and preparing them for further study. • To make students feel part of the rest of the institution. • Where NCEA achievement standards are becoming part of a programme, for teachers to integrate these standards and assess against them in their programmes. • To keep students engaged; having the right teacher is very important • The concentration of demanding students in one programme or one department. • Completion in distance learning programmes. • A high teacher workload.
Financial perspective	• Have an economy of scale and no overlap with other programmes in the organisation; they are therefore more efficient. • Contribute to the viability of higher level programmes by preparing students for study in those programmes. • Allow easy marketing of higher level programmes because of a captive audience.	• They cost. These programmes are paid through the lowest funding category, and because of the target student group often a deliberate choice is made to have low or zero fees. • They also cost because a lower student-to-staff ratio is needed than for other programmes to meet the needs of students. • The organisation needs to appreciate the long term benefit of these programmes across the organisation, and distribute the cost accordingly. • Students can pathway anywhere, including outside the institution. These are good outcomes, but do not serve a financial benefit for the organisation. • Staff is expensive and highly qualified • Performance pay does not work for these programmes if the resources are missing to do the job well • Contract conditions where programmes are contracted from other tertiary organisations; and • Attracting enough students to be viable, when similar programmes are offered by high schools with no fees

Table 2.19

Foundation Education Programme Structures in Organisations: Strengths and Challenges of Specialised Programmes

Area	Strengths	Challenges
Organisation and management	• Each department has to take responsibility for foundation students. • Having like programmes together in one department creates synergy and communality across the teams. • It is clear for staff members who are in charge of what and who to go to. • This model has worked for some time, so there is no need to change.	• These programmes are not always considered as foundation education. • To get FE teachers to learn from each other across faculties. In several ITPs the literacy and numeracy project was a first in doing this and has helped with breaking down these barriers. • There is limited opportunity for students to study across departments. • Departments and campuses operate in silos; it is very difficult to develop cross-organisational initiatives and to create consistency. • Where programmes are subcontracted, it is difficult for students in sub-contracted programmes to identify with the ITP and for the organisation to monitor the programme.
Progressing to higher levels of study	• Are beneficial to students who know what they want to study. • Offer clear vocational pathways to higher level certificates, apprenticeship or employment, and sometimes to diplomas and degrees. • Give students the opportunity to familiarise themselves with the staff and the school, which makes progression easier. • Provide an easier pathway for students, as they will already have developed some knowledge in the specialist area.	• There is an assumption that students know what they want to study; there is very little opportunity to explore alternatives.
Teaching and learning practices	• Are contextualised and therefore more motivating for students. • Give students the same teachers throughout their study career. • Allow teachers to know the potential student group for the programme, which allows for programme development that meets student needs. • Teach specialised hands-on skills that require specialist teachers. • Have teachers who share their passion about the subject area with students. • Allow materials development that is aligned along the study pathway.	• To integrate deliberate and non-marginalised foundation learning activities in the programmes, as the students still have foundation learning needs. Embedding literacy and numeracy, including professional development for teachers, has partly addressed this challenge. • The high level of foundation learning support that is needed is not always acknowledged in the teacher workload. • Where student learning occurs partly in the workplace, the engagement of students relies heavily on the employer, who does not necessarily have a student learning focus.

Table 2.19

Foundation Education Programme Structures in Organisations: Strengths and
Challenges of Specialised Programmes (continued)

Area	Strengths	Challenges
Financial perspective	• Can share facilities, staff and specialised resources and learning materials across programmes, which increases efficiency. • Often make students stay at the institute to complete their pathway, which impacts positively on financial viability.	• Similar FE programmes across different departments operate in isolation. This seems a waste of resources, as there is a lot of overlap between those programmes. • Zero-fee programmes for relatively small groups impact on the viability of the programme and also of regional campuses which often offer only a limited number of programmes. • Small numbers per programme, raising ongoing concern to get enough students to retain the programme. This may tempt staff to accept students who are not ready for the programme and should be referred elsewhere.

Note: Adapted from Govers (2011b)

2.3.3 *Characteristics of foundation educators*

Perhaps one of the earliest research studies into the characteristics of tutors involved in foundation-type programmes was Benseman and Jones' (1983) study of 116 tutors working for the Auckland Worker's Educational Association (WEA), a provider of continuing and community adult education. In terms of their social characteristics, Auckland WEA tutors appeared to be a reasonably homogeneous group. The majority were female Pakeha, in the 30-44 year age group, had attained a high level of education, had low levels of formal teacher training, and worked part-time. There was a "considerable mismatch" between the tutors' beliefs about WEA's role in adult education, and the stated WEA aims which urged the provision of social change oriented programmes involving socially disadvantaged groups, which was supported by only a minority of the WEA tutors[46] (p. 152).

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[46] Over three-quarters (81 percent) of the tutors were primarily attracted to tutoring by an interest in the topic or subject in which they tutored. Financial considerations were identified only by a quarter of the group, and a political motive ('to bring about a more just society') was indicated by 22 percent of the total (Benseman, 1983, p. 148). In terms the main aims of the WEA, some respondents identified more than one aim. The most frequently indicated was 'to provide adult education for anyone who wants it' (54 responses), followed by 'to provide low-cost courses covering a wide range of topics' (16). Fourteen respondents thought one of WEA's main aims was to provide 'community-based education', while twelve indicated 'education for disadvantaged groups' and 'education to help bring about a more just society' (Benseman, 1983, p. 149). In terms of what the main aims of WEA *should* be, the greatest degree of consensus (85 percent) was reached with the aim of 'developing individual potential'. The most contentious aim was that of 'helping students become politically aware', and to a lesser extent, 'acting as a stimulus for social change' (Benseman, 1983, p. 150).

With the exception of Benseman and Russ' (2003a) national survey of bridging or foundation programmes, most other research on the characteristics of tutors has focused on the demographics of LLN practitioners (Benseman 2003b; Benseman & Sutton, 2007; Benseman, Sutton, & Lander, 2003c). However, Benseman and Sutton (2007) argue that there has never been any "comprehensive research into the LLN workforce" (p. 6) as a whole.

Denny (2008) acknowledged the limitations of Benseman, Sutton, and Lander's (2005a) research in generalising across the whole foundation learning spectrum. However, this research did portray some discernible trends, such as the characteristics of foundation LLN tutors being largely female, European and of 40 years of age or older. This was recognised by Denny (2008) as consistent with the broader adult education situation in New Zealand and LLN provision overseas. She comments that what is known about 'foundation learning tutors' (which she includes as LLN subject specialists, vocational tutors, tutors teaching pre-employment programmes, and community tutors) is limited in range and scope as providers are not required to report on their tutors. However, Benseman and Russ' (2003a) national survey has provided some information on the characteristics of foundation education tutors as described in Table 2.17.

The MoE has commissioned some research into effective adult LLN teaching and assessment (MoE, 2005b, 2005d, 2005e, 2006b). Benseman, Sutton, and Lander's (2005b) observational study of 15 LLN teachers in the New Zealand tertiary environment, although involving a small number of educators, provided descriptions of the characteristics of the educators and teaching acts which have a degree of alignment with the findings in Chapters Five and Six (see Table 2.20).

2.3.4 *Foundation learners experience of success*
The important work of the EAWG (2012) and Ako Aotearoa (2011a, 2011b) in researching the characteristics of foundation or 'priority' learners has been discussed in section 2.2.2.6. The term 'priority learners' included both the those studying at the lower levels of the NZQF and academic preparation/bridging programmes to degree-level study (that are often above NZQF Level Three). An important finding from the

EAWG's research is that priority learners are the largest group of learners in New Zealand's tertiary education system.

Table 2.20
Summary of Benseman, Sutton, and Lander's Observation Study of 15 LLN Educators

Area	Results
Characteristics	The teachers were predominantly female, aged 40+ years and Pakeha.
Qualifications	They held a wide range of qualifications, including school teaching qualifications, but only a small number held LLN-specific or adult education qualifications.
Professional development	They had been able to attend variable amounts of professional development over the previous year.
Physical Environment Resources	There was a wide variation in the physical environment and teacher resources available, from good to much less than ideal. Computers were widely available, but were mainly used for word-processing rather than computer-aided teaching.
Length of programmes/teaching	Considerable variations were observed in the length of programmes, the amount of teaching per week and the actual amount of literacy teaching that took place within programmes.
Learning environment	All 15 teachers had created positive, supportive learning environments and they had a high level of commitment to the welfare of their learners. Teachers talked much more than learners (up to 60% of the time), even in classes. Questioning plays a very prominent role in the teaching process. However, teachers mostly asked 'closed' questions and did not use questions as scaffolds for further teaching. There was some evidence of teaching meta-cognitive skills and limited amounts of sustained discussion or debate.
Curricula	Teachers used 'authentic' curricula, largely in terms of them choosing content that was adult-appropriate and topical; there was little evidence of learner-directed content. There were wide variations in the amount of LLN teaching that observed in integrated programmes. In terms of teaching of LLN skills, only a limited number of deliberate acts of reading teaching were observed by researchers. Finally, most teachers used a relatively small range of teaching methods.

Note: Adapted from Benseman, Sutton, and Lander (2005b, pp. 5-6)

There has been some research in New Zealand into foundation students' engagement and retention, and how foundation learners experience success (Zepke, 2011c; Zepke, Issacs & Leach, 2008, 2009b; Zepke & Leach 2010). Zepke, Leach, and Isaacs (2008) conducted a research project commissioned by the ITPNZ Foundation Education Forum to investigate the experiences of foundation learners in ITPs enrolled in NZQF Level One to Three programmes. The project investigated "how

ITP foundation learners experience their learning and what they consider success to be; what personal experiences enabled them to identify such success and how institutional and non-institutional factors contribute to their sense of success" (p.1). The research used focus groups to interview a convenience sample of 96 foundation learners in 18 groups from six ITPs. The sample was selected by administrators in each ITP from learners who were roughly representative of the foundation learners in that ITP and had enough experience in foundation programmes to be able to reflect on their own experiences and to speak about them. Within the research Zepke, Leach, and Isaacs (2008) considered the emphasis foundation learners placed on 'soft' outcomes (work skills, attitudinal skills, personal skills and practical skills) in contrast to the 'hard' outcomes (retention, completion[47], employment and/or further education) focus of Government policies. Their research findings are summarised in Table 2.21.

2.3.5 *Effectiveness of foundation programmes*

A few researchers in the foundation education field in New Zealand have explored the effectiveness of these programmes in terms of the application of a conceptual or theoretical framework. For example, Anderson (2007) in her discussion of 'what works' in enabling education, emphasises the importance of high quality tertiary education programmes that "get the students involved with learning, effectively preparing them for further study and providing the necessary survival skills for an essentially unknown and technology-driven future" (p. 454).

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[47] TEC's (2009) research into student choice and experience of 49 focus groups involving 419 tertiary students (of which over 60% were enrolled in ITPs), indicated that over a third of qualifications undertaken were not completed. However, the level of the qualifications was not specified.

Table 2.21
Summary of Indicators for Foundation Learners' Success

Factors	Description
Strongest indicators of success	• considerations for the future (attitude skills); • motivation (attitude skills); • basic literacy (work skills); • learning to learn (work skills); and • relationship building (personal skills).
Less strongly supported indicators of success were	• feelings of responsibility (attitudinal skills); • self-awareness (personal skills); • wellness (personal skills); • time-management (practical skills); • team work (work skills); • problem solving(work skills); • self-organisation (practical skills); and • self-esteem (attitude skills).
Institutional support	Institutional support from teachers and institutional structures were judged to be very strong, helping learners to achieve success.
Learning transformations	There was evidence that foundation courses and learning contributed to learning transformations, particularly when compared to experiences at school.
Attrition	There was some evidence that attrition played a role in learner success and that learners' feelings of success were influenced by this in different ways. Indirect evidence suggests that attrition in some foundation courses is considerable. Participants in all but two groups mentioned that a lot of learners starting the course had disappeared.

Notes:
1. Adapted from Zepke, Leach, and Isaacs (2008)
2. 'soft' outcomes (are shown in brackets)
3. *Institutional support* included: learning support; library; counsellors; medical; and financial services.
4. *Learning transformations* occur when (as the result of critically reflecting on their experience) learners change the way they experience the world.

Anderson (2007) adopts the concept of the 'student cycle' as framework for identifying issues for the consideration of the effectiveness of foundation or bridging programmes, namely: recruitment; first and orientation; diagnostic processes, programme placements and design; teaching and learning; assessment; and pastoral care. Her discussion of these elements, supported by international research in the field, has a degree of parallel with Degener's conceptual framework, particularly in the areas of the programme structure, tutor-student relationship; tutor professional development; and assessment regimes. Anderson (2007) notes that there is almost no research in New Zealand to "inform debates about the teacher–student interface in tertiary education" (p. 457) and that this is problematic given the evidence of the

importance of the relationship between teaching and student success which has been thoroughly explored in early childhood, primary and secondary settings, but not in tertiary teaching in New Zealand.

Trewartha and Barrow (2006) conducted a 'wide-ranging' literature review of recognised factors leading to successful bridging and/or foundation programmes. Trewartha (2008) considered these factors within a review of foundation and bridging education programmes within a New Zealand ITP. Table 2.22 organises these factors around Degener's (2001) six programme areas, with evidence identified by Trewartha and Barrow (2006) and Trewartha (2008). Within Degener's (2006) concluding statements in her doctoral research she recognised the need for further research into "best practices" of family literacy provision (p. 141). Within this study Trewartha's (2008) factors have been used to frame an analysis of the findings so that 'best practices' and/or the effectiveness of foundation education provision can be further explored (see Chapter Eight, section 8.4).

Table 2.22
Trewartha's (2008) Factors Leading to Successful Foundation Programmes by Degener's (2001) Programme Areas

Programme Area	Description and Evidence
Programme philosophy, presuppositions and goals	• The programmes are valued as integral to the institution by all members of staff (Boylan, 2002; Boylan, Bliss & Bonham, 1997; Kozeracki, 2002; Kuh, Kinzie, Schuh, Whitt & Associates, 2005, Tinto, 1997).
Programme structure	• Centralised structures and finances are in place to support these programmes in a centralised manner (Boylan, 2002; Boylan, Bliss & Bonham, 1997; Kozeracki, 2002; Ku, Kinzie, Schuh, Whitt & Associates, 2005, Tinto, 1997);
	• Courses in programmes are integrated, usually into learning communities, and where necessary, staff collaborate across disciplines to integrate teaching approaches, content and assessment (Dison & Rule, 1996; Prebble et al., 2004; Tinto, 1997).
Curriculum and materials	• Foundation pedagogy focuses on improving the quality of learning and the process, not just content or outcomes (Tinto, 1997);
	• Course content is contextualised to mirror and build on the experience of the constituent student population (Malnarich, Sloan, van Slyck, Dusenberry & Swinton, 2003);
	• Learning tasks are based around collaborative and problem-based learning and skills-based learning is integrated with more challenging discipline-specific course content to introduce students to the academic language and theories of the disciplines that they are intending to move on to (Malnarich et al., 2003).

Table 2.22
Trewartha's (2008) Factors Leading to Successful Foundation Programmes by Degener's (2001) Programme Areas (continued)

Programme Area	Description and Evidence
The student and tutor relationship	• The cultural capital students bring with them is valued and accommodated and the institution is seen as willing to adapt its practices to affirm students' differing cultural needs (Zepke et al., 2005); • The classroom environment is inclusive and affirming. Students and staff are engaged in working together to produce understandings of the complexities of knowledge. Staff teach in ways that match the needs of different learnings styles, difference is validated and students are supported academically, socially and emotionally (Dison & Rule, 1996; Hooks, 1994, Kuh et al, 2005; Prebble et al, 2004; Tinto, 1997); • Student support such as learning support, financial aid and counselling are widely available, are actively promoted and staff are familiar with the services provided (Boylan, 2002; Dison & Rule, 1996; Kozeracki, 2002). • Diagnostic assessment and academic advising takes place for all new students, leading to placement in courses that value their existing knowledge and provide opportunities for students to build on that knowledge and attain their goals (Boylan, 2002; Kozeracki, 2002; Malnarich et al., 2003; Prebble et al., 2004).
Tutor professional development	• The best staff teach the courses; the institution actively recruits staff who are keen to teach in this area and invests in their development (Boylan, 2002; Boylan, Bliss & Bonham, 1997).
Assessment and evaluation	• Assessment is integrated across courses. Assessment criteria are specific, frequent feedback is provided and there are early opportunities for success. Well managed and comprehensive formative assessment is a feature of courses and treated as a learning tool; summative assessment is spread throughout the semester (Boylan, 2002).

Anderson's (2001) elements for consideration of effective foundation education within an organisational perspective are considered important in considering ideal provision. These elements or foci are described in Table 2.23 and have a degree of similarity with Leach et al.'s (2009) findings on organisational factors that affect the delivery of LLN provision in terms of the need for a "whole of organisation approach" and that there is no "one size fits all" approach (p. 43).

Table 2.23

Organisational Elements for Considering Effective Foundation Education Provision

Elements	Description
Institute-wide	To obtain maximum benefit from foundation education, an institute-wide, integrated strategy offers the opportunity for: avoiding duplication of effort; concentrates and makes skills and resources accessible; can underpin clear pathways for students; and provide students with institute-wide choices. This also makes it possible to work with other institutions (TEIs, PTEs) in a mutually beneficial and coherent way.
Access	Access issues vary from one institution to another and one geographical area to another. Access issues are not just a matter of demographics but also a matter of level of access and benefits derived from access.
Process and systems	The processes and systems which provide academic and social support integral to the student's daily learning routine are critical to student success. Conversion, retention, completion/pass rates and preservation of culture/gender/class identity are key issues here.
Monitoring	Foundation students come from a much more diverse range of backgrounds than traditional tertiary students. Consequently, careful monitoring of student characteristics, progress, satisfaction/concerns and destinations is critical to calibrating offerings to needs.

Note: Adapted from Anderson (2001, p. 6)

2.3.6   *Research which has informed adult literacy policy and initiatives*

> Adult literacy in New Zealand has developed in just 30 years from a marginal, low-status, poorly funded enterprise that depended on the goodwill of a band of dedicated volunteers to a more visible, diverse, and vibrant sector of educational provision for adults—although it clearly also has some way to go compared with other educational sectors. (Cain & Benseman, 2005, p. 182)

A major impetus for consolidating a national policy and approach to 'building' foundation skills embodied within successive TESs (see section 2.5.5), can be said to have arisen from an adult literacy 'movement' within New Zealand. The results of the IALS survey (Walker, Udy, & Pole, 1996) and the national adult literacy strategy (MoE, 2001a) were two important works that provided impetus for the MoE to commission research into adult literacy in New Zealand. This included a literature review, an observational study and the mapping of literacy and foundation learning opportunities (Benseman, 2008a). Other sector working-party reports and research such as: *Koia Koia! Towards a learning society: the role of adult and community education* (MoE, 2001b) and *Skills for a knowledge society: Ngā mohiotanga mo te kōhanga whai matauranga* (MoE, 2001c) have helped to provide direction to

Government policy and funded research in foundation learning, in particular LLN. The field of adult literacy has also been informed by Benseman's (2003b) literature review of 54 studies that had been carried out over a 20 year period and Benseman and Sutton's (2007) research review of 79 studies carried out between 2003 and 2007. Benseman (2008a) noted that most of these studies were programme evaluations, involving small sample sizes with limited research methodologies. He also noted that many of these studies were postgraduate works conducted by individual researchers rather than as part of "co-ordinated research programmes" (p. 18).

Benseman (2008a) notes that, partly informed by funded research into LLN and foundation learning, foundation education has only received substantial Government investment since 2003 and that research up to this time "was dominated by the need to prove that low literacy, language and numeracy were issues for individuals, their communities and the country" (p. 18). Government sponsored research in the decade of 2000 to 2010, specifically targeted workplace literacy and has provided information about the levels of New Zealanders' literacy skills and employers' perspectives on the types of problems encountered in workplaces as a result of low LLN skills. In addition, much information is available through reports and case studies on initiatives which are Government funded, for example, projects drawing on the Workplace Literacy Fund or the Embedded Literacy and Numeracy Projects.

Informed by the research findings of the 2006 ALL survey (see section 2.2.2.4) raising workforce LLN skills became a key area of action under the New Zealand Skills Strategy released in 2008 (New Zealand Government, 2008a, 2008b, 2008c). A pool of Foundation Learning funds (NZ$32 million) allowing specialised interventions for learners with literacy and numeracy needs, including workplace literacy was identified in the 2008 National-led Government's budget (TEC, 2008). However, with cuts to tertiary funding this fund was discontinued in 2010. Another policy initiative informed by foundation learning research is the *Literacy, Language, and Numeracy Action Plan 2008-2012* (TEC, 2008b), which outlined a cross-Government programme that led by the TEC with input from Business New Zealand, the New Zealand Council of Trade Unions and the Industry Training Federation, as well as the Department of Labour (DOL), Ministry of Social Development (MSD),

NZQA, MoE and other agencies that purchase literacy and numeracy programmes such as the Department of Corrections and the Accident Compensation Corporation. The LLN Action Plan outlined a programme of work to progressively increase the amount and quality of literacy, language, and numeracy that is delivered across the tertiary education system. Funding was made available in Government Budget 2008 to support the plan. This included learning in the workplace, in institutions, and in communities. The LLN Action Plan included a programme of work to build awareness and demand for raising workforce literacy, language, and numeracy skills (TEC, 2008a, 2008b).

In 2009, the Tertiary Education Minister at this time, Anne Tolley, announced a three year agreement led by the University of Waikato (worth between $3 million and $4 million per year funded from the Government's baseline funding for tertiary education) for a professional development programme targeted at what the Government now refers to as the 'adult literacy and numeracy sector.' This project has become known as the National Centre of Literacy and Numeracy for Adults.

Both the Labour-led and National-led Governments have invested resources into developing what Benseman (2008a) calls a "sector infrastructure" (p. 17) that can support the increased levels of provision necessary to address the LLN needs of the adult population. As well as increasing funding in this previously under-resourced area, there has been a drive to professionalise foundation learning tutors with initiatives such as the registration of national qualifications for adult literacy educators and the University of Waikato contract. The challenge for researchers has been to secure resources to continue this research in the face of the current National-led Government's funding cuts to the ITP Sector of NZ$70 million in 2010 to 2011 and continuing funding restrictions.

> In a field that is still under-developed, under-researched and lacking an infrastructure comparable to other education sectors, addressing the issue will still take time, resources and creative thinking. And yet, we are part of an insistent agenda, driven by the need to show strong results in a political environment determined by the urgency and fluctuations of a three-year parliamentary cycle. As a newly emerging sector (about which not everyone who wields power is convinced) foundation skills' fortunes are still likely to rise and fall with the fortunes of our political advocates – and increasingly,

the degree to which we can show sufficient impact on the issue. (Benseman 2008a, p. 11)

In summary, foundation education in New Zealand is becoming a distinctive field of provision informed by research arising from the adult literacy movement as well as research investigating the foundation/bridging opportunities offered throughout the tertiary sector, but predominately by the ITP sector. Efforts have been made to professionalise the adult literacy sector with the development of formal qualifications and investment in professional development of tutors. There has been some Government sponsored and funded research for evidence-based practice in foundation learning, which has supported policies and funding directives targeted at LLN skill progression. However, the field, at the time of this research, is a rather murky one with debate and disagreement between academics, educators, employers and policymakers as to what foundation education encompasses or should encompass. This lack of clear definition and focus is to a degree reflected in the status of foundation education provision at NorthTec (as the case study for this research) as reflected in the analysis and findings (see Chapter Six in particular).

2.4   Foundation education in the international context

Anderson (2007) and Benseman (2008a), comment that while New Zealand-based literature on foundation and/or bridging education is relatively small, there is a larger body of work available internationally that provides research that may assist in identifying approaches for consideration in the development of effective foundation education provision in New Zealand. This stance has been recognised in the work of the EAWG (2012) in inviting international experts to contribute to their research.

Benseman (2008a) notes that the growing interest in research on foundation education in New Zealand has coincided with similar research in the USA and UK in particular.

> The robust, high-quality research programmes carried out by research consortia based at the National Center for the Study of Adult Learning and Literacy (NSCALL) co-ordinated by Harvard University and the National Research and Development Centre (NRDC) coordinated by the Institute of Education in London have provided invaluable research and evaluation findings that have helped inform many local studies and developments. (Benseman, 2008a, p. 18)

However, there has been continued criticism about the quality of research in the bridging, developmental and access literature (Beder, 1999; Benseman, Sutton, & Lander, 2005a; Collins, 2010; Comings & Soricone, 2007; Melguizo & Prather, 2011; O'Hear & MacDonald 1995). This criticism has included issues with research methodology in foundation-type education research. For example, O'Hear and MacDonald (1995) identified serious flaws in 63% of the 52 developmental education (the equivalent of New Zealand's foundation-type programmes in the USA) research studies reviewed, with 74.4% of identified problems in the area of research design (p. 3). They identify four factors contributing to problems with the design and implementation of research in developmental education as described in Table 2.24.

Table 2.24
Factors Contributing to Problems with Research in Developmental Education

Factors
Most people in developmental education are not research professionals but practitioners who do not have the in-depth training in research methods.
Producing research is not typically part of the promotion and job evaluation process for developmental educators who are primarily paid to work directly with students.
A lack of research production stunts the field by limiting the theoretical base on which to build research. This shortage of research gives new researchers less of a platform on which to stand.
The scarcity of graduate programmes in which scholarship in the field can be studied and developed.

Note: Adapted from O'Hear and MacDonald (1995, p. 4)

The use of other equivalent terminology to describe the foundation or bridging education in other countries has been acknowledged within the NZABE definition of bridging education (see Table 2.4). These incorporate categories of educational programmes such as 'enabling' programmes' in Australia, 'developmental' programmes in the USA and 'access programmes' in the UK. Tomoana and Heinrich (2004) note the use of terms equivalent to New Zealand's foundation skills used in Australia, the USA, UK and Canada as being 'adult basic education' (ABE), 'adult and community education' (ACE) and 'basic skills.' The international literature on the broad context of foundation education as defined in this thesis can be seen to fall into, or be a combination of, the following groupings:

- policy directions and critiques;

- adult literacy practices and challenges;

- adult continuing education;

- youth post-secondary access or foundation level tertiary education;

- developmental, remedial or basic skills educational initiatives enabling access to work; and

- developmental or remedial educational initiatives enabling bridging to higher levels of education.

Tomoana and Heinrich's (2004) literature review on demand-side factors in adult foundation learning programmes[48] (in Australia, USA, UK and Canada) claimed that there had been a great deal of activity in the field across the countries studied in the 10 to 15 years prior to 2004.

> Major and rapid change in the global economy in the 1980s accompanied by vast technological advances resulted in each government looking at policies, strategies and interventions to ensure their respective workforces would remain competitive. The perceived demands of the approaching 'knowledge economy' led to close examinations of education and training systems at all levels in all four countries. (Tomoana & Heinrich, 2004, p. 1)

The following section briefly examines the equivalent of New Zealand foundation education within Australia, USA and the UK, with reference to definitional differences, historical development, educational provision and relevant policy contexts. These countries have been chosen to illustrate the international context of foundation education due to their potentially high degree of comparability with New Zealand given their: western educational history context; colonial histories; similarities in political structures guided by the notion of democracy and citizenship; and certain parallels with regard to economic challenges and cycles in a global economy.

More emphasis is given to Australian provision given New Zealand's close social, economic (specifically ASEAN, the Australia and New Zealand Free Trade

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[48] Tomoana and Heinrich (2004) acknowledge that "in New Zealand the term foundation learning for adults covers literacy and numeracy programmes as well as English as a Second Language (ESL) and English for Speakers of Other Languages (ESOL) programmes. In the other countries reviewed, this field is variously termed adult basic education (ABE), adult and community education (ACE) and basic skills" (p.3). Their literature review encompassed 70 articles, reports and conference papers for the four countries reviewed.

Agreement) and political relationships with this neighbouring country and the collaboration between FABENZ and the National Association of Enabling Educators of Australia (NAEEA). It is recognised that the following cannot do justice to the history, range and scope of foundation equivalent education provision in these countries. However, it is hoped that these brief accounts can provide some insight into the challenges in conceptualising this complex area.

2.4.1 Foundation education in Australia

Table 2.25 describes aspects of: Australia's tertiary education system; its providers; a definition of enabling education; and its professional association. Maharey (2001) noted a "considerable growth" in the number of university access programmes for disadvantages persons in Australia, since the introduction of the Commonwealth Higher Education Equity Programme (HEEP) in 1985. The Australian Federal Government reaffirmed its commitment to equity in higher education as reflected in their policy statement, *A fair chance for all: higher education that's within everyone's reach* (Department of Employment, Education and Training (DEET), 1990). This document outlined the broad federal policy objectives, and the responsibilities of institutions, and also presented a range of strategies to increase the representation of disadvantaged groups.

Bridging programmes (offered by individual institutes as part of an equity plan) were proposed as appropriate mechanisms to assist in particular Aboriginal and Torres Strait Islander people; those from socio-economic disadvantaged backgrounds; those from rural and isolated areas; and women, especially for entry into science and mathematics (Maharey, 2001, p. 10). Universities Australia (2008) concluded that there has been "little change" (p. 2) in the patterns of participation in higher education in Australia since 2001 and those for low socio-economic backgrounds and indigenous peoples continue to be under-represented. Enabling and targeted programmes are cited by Universities Australia (2008) as a means to continue to address this under-representation.

Table 2.25

Summary of Features of Australia's Tertiary System within the Context of Enabling Education

Area	Description
Tertiary education system	As described by the National Centre for Vocational and Education Research (NCVER) (2012), the Australian tertiary education and training system operates across a wide range of subject areas and levels and is delivered through a variety of providers. Tertiary providers may operate as dual-sector institutions, which offer a substantial proportion of provision in both vocational education and training and higher education; mixed-sector institutions that predominantly operate in one sector but have some provision in another sector; and single-sector institutions. Australia has decentralised formal education provision, where the six states and two territories are in charge of delivering school and vocational education and intergovernmental arrangements (between national and state governments) define education goals through national agreements. At the higher education level (diploma and degree level at Universities) decision-making in higher education is shared between the Australian Government and higher education providers, while the Australian Government has policy responsibility. OCED (2013a) describes the challenge for Australian education in general as being the need to ensure that within a decentralised approach, there is "alignment and reform capacity across states and territories to deliver reforms, while maintaining a national vision." (OCED, 2013a, p. 14)
Providers	Vocational Education and Training (VET) registered training organisations, which are organisations registered under the Australian Qualifications Training Framework (AQTF). These include technical and further education (TAFE) institutes, skills institutes, polytechnics, universities, secondary schools, industry organisations, private enterprises, agricultural colleges, community providers and other Government providers. Higher education providers, such as self-accrediting public and private universities, and other publicly and privately funded higher education providers that can either operate as self-accrediting or non-self-accrediting providers. (NCVER, 2012, p. 4)
Professional Association for enabling education	In terms of professional associations akin to FABENZ, NAEEA is a formally incorporated society which recently succeeded the informally constituted National Committee for Enabling Educators (NCEE). The NAEEA was established as a collective of "like-minded professionals and institutions for the purpose of collaborating on issues of common interest and relevance to enabling education…Over time it is intended that the Association will provide a central point for the sharing of scholarship and research, the promotion of events and activities and when necessary a collective response to government policy decisions" (NAEEA, n.d. p.1). NAEEA grew over two decades of networking with enabling educators from conferences and events both in Australia and in New Zealand and holds national conferences targeted at enabling educators. NAEEA is closely affiliated with FABENZ (Foundation and Bridging Educators of New Zealand). The first International Australasian Conference on Enabling Access to Higher Education, was hosted by the University of South Australia in Adelaide, Australia, between the 5th and 7th of December 2011. This inaugural conference was also the fourth in the series of NCEE (National Committee for Enabling Educators) biennial conferences.

Table 2.25

Summary of Australia's Tertiary System and Definition of Enabling Education (continued)

Area	Description
Definition of enabling education	'Enabling education' can be seen to be the term used in Australia by researchers and practitioners for the broader foundation-type of educational provision as defined in this thesis (Klinger and Murray, 2009, McDougall and Davis, 2011, Ramsay, 2004). Although the definitional focus of enabling education is predominantly around bridging educational programmes that enable access to higher levels of study, Klinger and Murray (2009) comment that the term, 'enabling education' can, and does, mean many things to many people and students who undertake enabling education are "richly diverse in terms of age and social, cultural, ethnic and educational backgrounds. In many cases, they are the first in their family to seek to enter university and they do so often in the face of considerable sociological and socio-economic obstacles" (p. 3), as it is arguably the case in New Zealand. Similarly, they criticise the absence of a theoretical framework or model in this area of educational provision, which has implications for research. "The lack of a standard model perhaps reflects the dearth of empirical research within the literature and, more importantly, that lack is generally not evinced within the literature that does exist, making it difficult to interpret reported findings. That is, one cannot readily generalize from one setting to another as they may be very different. For the present purposes, we use the term in the sense of bridging or foundational programs that provide opportunities to undertake higher education for those who lack the usual or traditional prerequisites for university entry and which enable them, not just by providing access but by actively preparing them for success in their future undergraduate studies." (Klinger & Murray, 2009, p. 1)

Like New Zealand, the Australian higher education system has undergone substantial change over the past two decades. Successive reform projects have re-engineered the funding base of universities in particular, and altered their governance structures. The Bradley report (Bradley, Noonan, Nugent, and Scales, 2008) issued a serious and difficult challenge to Australian Universities with "the recommendation that they make a conscious effort to broaden the social spectrum from which they draw students" (Putnam & Gill, 2011, p. 176). Andrews (2002), notes that through successive educational reforms, Australian academics "have experienced changes to the very nature and intensity of their day-to-day work" (p. 49) and the notion of academic freedom has been challenged. This challenge was recognised by Zepke (2012) in his discussion of the competing discourses of neo-liberalism and academic freedom[49] in New Zealand. The later views "higher education as a place of learning

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[49] Sections 160 and 161 of the Education Act 1989 states that New Zealand Tertiary institutions, while being Crown entities, are autonomous and have academic freedom, in the context of the national interest, the need to maintain high ethical standards, efficient use of resources, and the demands of accountability. Academic freedom includes the freedom of academic staff and students, within the law, to question and test received wisdom (161.2.a) and to put forward new ideas and to state controversial or unpopular opinions the freedom of the institution and its staff to teach and assess students in the manner they consider best promotes learning 161.2.d). Retrieved from http://www.legislation.govt.nz/act/public/1989/0080/latest/DLM183665.html, 12 August, 2012)

and teaching in academic freedom, a place to enable staff and students to research and learn without restrictions, a place in which to be able to critique the status quo" (p. 155). The impact of neo-liberalism on tertiary education in New Zealand is discussed later in this chapter.

In terms of adult education in general, Whitelock's (1974) work *The Great Tradition*, is considered the first attempt at a comprehensive history of Australian adult education arising from its British colonial past. Whitelock's book, and the doctorate from which it derived, became 'foundation' texts in Australian adult education, in part, as described by Boughton (2003), because Whitelock aimed at contributing to a longer term project at the Australian University of New England to "constitute adult education as a profession, and to promote and support the study of this 'profession' at the graduate level within the university sector" (p. 1). Whitelock (1974) identified a number of overlapping categories of adult education; remedial, vocational, recreational, informational; and a fifth category of liberal adult education affected by the ideals of liberalism as distinguished from the more practical and utilitarian approaches to education.   While Whitelock (1974) recognised that "pure liberal adult education never existed save in the dreams of an idealist" (p. 13), he does write of the liberalist tradition in an idealistic fashion in that, "all types of adult education should be affected by the ideals of liberal adult education, if they are worthy to be called adult education at all" (p. 5). Boughton (2003), argues that in the period since Whitelock's work, not only has adult education been transformed by globalising capitalism, so too has the practice of history writing, making Whitelock's notion of one 'great' tradition, emanating from the liberal university "decidedly anachronistic" (p. 1). In the same vein as critical theorists, Boughton (2003) considers another tradition in Australian adult education, ignored by Whitelock and his liberal colleagues, a tradition which "tied education to the need for radical social change" (p. 1), maintained in the twentieth century mainly by communist and socialist political movements and parties.

> What my critical reading of Whitelock seeks to demonstrate is that historians of education institutions should careful not to write the people they consider "the losers" out of their stories, or treat them as marginal, insignificant, bit-players on history's stage. Education institutions, we all now recognise, grow out of their societies. Consequently, for as long as class, gender and racial conflicts divide those societies, those conflicts need to be acknowledged in

any story about how institutions rise to prominence in their fields. These conflicts, if you know how to look for them, are to be found permeating all the processes by which an institution forms and grows. The social movements of the oppressed are always there, banging on the doors, as it were. (Boughton, 2003, p. 7)

In terms of adult literacy, Tomoana and Heinrich (2004), state that Australia was considered to have been "world leaders" in the adult literacy field in the 1990s (p. 4). In 2004, there was widespread belief that Australia was 'losing ground' when comparing its recent progress with that of other countries such as the UK and the USA. Castleton and McDonald (2002) attributed this problem at least in part to the lack of a national adult literacy policy. They noted that the approach to adult literacy and numeracy in New Zealand indicated some strong parallels with the Australian experience, which is not surprising, given a similar history and experience with basic education provision in both countries and the experience of a significant underclass of educationally disadvantaged citizens, including an indigenous population. These parallels are relevant in that the need to address adult literacy 'deficits' in both educationally disadvantaged citizens and the indigenous populations can be considered to be important drivers for both Australian and New Zealand foundation education policy and provision. McKenna and Fitzpatrick (2004) recommended a framework for action for building sustainable adult literacy provision in Australia which would address the following areas which have certain parallels with the New Zealand context. These identified areas were:

- *policy contexts and concepts:* improving national leadership, expanding research and development, encouraging needs and performance analyses
- *program development and delivery:* developing diverse models of delivery, expanding resource development, encouraging innovation, widening referral and dissemination services
- *regulatory frameworks, product development and quality assurance:* refining evaluation models, promoting consistent reporting frameworks, exploring new funding models, deepening quality assurance systems
- *issues for the teaching workforce:* enhancing professionalism, developing adult learning contexts, improving certification and building capacity (McKenna & Fitzpatrick, 2004, p. 30)

As it was in New Zealand, in the late 1980s, adult literacy issues in Australia achieved a shift in focus, from being marginalised and side-lined to being a mainstream component of policy, largely as a result of the major economic changes occurring at that time. Wickert, Searle, Marr, and Johnston (2007) provide a history

of the development of the adult literacy field in Australia within a 'volatile' policy environment. Watson, Nicholson, and Sharplin (2001) argue that the functional economic discourse (associated with workplace learning and workplace literacy research) dominated policy development in the late 1980s and 1990s. An increase in international competition and free trade exerted pressure for Australia to review their education and training system. Major economic changes such as privatisation, deregulation, and changed employment patterns forced changes in workplaces and influenced the development of workplace learning as a tool for organisations to cope with the changes. According to Castleton and McDonald (2002), during this period there was a reframing of adult literacy away from its previous social purpose towards literacy as a key component of achieving national economic goals. This was based on the belief that greater productivity and improved employment outcomes could be achieved through up-skilling a workforce that lacked essential basic skills. The Australian Council for Adult Literacy's (ACAL) (2001) national position paper on the future adult literacy and numeracy needs of Australia concluded that there was a need for a new national policy on adult literacy that would provide a national framework for addressing these needs into the 21st century. As recognised by Black and Yasukawa (2010), a call for a new national strategy also came later from Skills Australia in 2010, an organisation with a mandate to develop the nation's industry skills. The Australian Federal Government launched the *National Foundation Skills Strategy for Adults* (the National Strategy) on 28 September 2012. This strategy was facilitated through the work of the Council of Australian Governments (COAG) Standing Council on Tertiary Education, Skills and Employment (SCOTESE) who agreed to the National Strategy. The National Strategy focuses on improving outcomes for working age Australians (aged 15 to 64 years of age) with a view to moving more people to higher levels, but with a particular focus on those with low levels of foundation skill proficiency. Australian Governments have set an aspirational target for the National Strategy that by 2022; two thirds of working age Australians will have literacy and numeracy skills at Level 3 or above. For the purpose of this National Strategy, foundation skills were defined as a combination of skill sets for a diverse application.

> English language, literacy and numeracy (LLN) – listening, speaking, reading, writing, digital literacy and use of mathematical ideas; and employability skills, such as collaboration, problem solving, self-

management, learning and information and communication technology (ICT) skills required for participation in modern workplaces and contemporary life. Foundation skills development includes both skills acquisition and the critical application of these skills in multiple environments for multiple purposes. Foundation skills are fundamental to participation in the workplace, the community and in adult education and training (Standing Council on Tertiary Education, Skills and Employment, 2012, p. 2).

The National Strategy identified the following national priority areas for action:

- raising awareness and commitment to action;

- adult learners have high quality learning opportunities and outcomes;

- strengthening foundation skills in the workplace; and

- building the capacity of the education and training workforces to deliver foundation skills.

Black and Yasukawa (2010) and Perkins (2009), in their discussion of the need for a national policy framework and strategies, noted that 'foundation skills' is a term that has recently been suggested as a way of simplifying discussions about literacy and numeracy, and this term has gained traction in various Australian national policy environments (for example, the COAG Reform Council 2009). Whereas the New Zealand Government has incrementally narrowed the definition of foundation skills to LLN at the lower levels of the NZQF, the Australia Government has viewed foundation skills as encompassing the skills described by the Australian Core Skills Framework (ACSF) as well those termed 'Employability Skills' (see Table 2.26).

Table 2.26
Australian Core Skills Framework and Employability Skills

Skills	Description
Australian Core Skills Framework (ACSF):	- learning; - reading; - writing; - oral communication; and - numeracy.
Employability skills:	- communication; - teamwork; - problem solving; - initiative and enterprise; - planning and organising; - self-management; - learning; and - technology.

Note: Adapted from Roberts and Wignall (2010, p. 1)

Black and Yasukawa (2010) in their examination of the human capital underpinnings of the National Strategy for Adults postulate that the field of adult literacy and

numeracy in Australia stands at a cross roads and that the strategy is an opportunity for renewal at a time of apparent decline. There are opportunities to develop further, not only the important human capital rationale for adult literacy and numeracy provision, but also a social capital rationale which in turn complements skills development and enhances the socioeconomic well-being of individuals and communities. They note that these opportunities for extending the influence and value of adult literacy and numeracy skill will remain unfulfilled without sustainable funding.

2.4.2   Foundation education in the United States

Table 2.27 describes aspects of: the USA tertiary or adult education system; a definition of developmental education; and its professional associations and resource centres.

It can be argued that, similar to Australia and New Zealand, the lack of an agreed definition or comprehensive model for foundation or developmental education can be seen to have led to a degree of fragmentation of focus and research in the USA in this area of research. From the literature, there are two main strands of adult education that can be considered similar to the development and provision of foundation education in New Zealand, that of developmental education and adult literacy education.

Table 2.27

Summary of Features of the USA Tertiary System within the Context of Developmental Education

Area	Description
Tertiary Education system and providers	The American education system is unlike New Zealand in that education is primarily the responsibility of state and local Government, and so there is little standardisation in the curriculum. There are some common aspects with New Zealand, such as the division of the education system into three levels: elementary/primary education, secondary education, and postsecondary/higher education (college or university). In terms of post-secondary or higher education in the USA, 'colleges' or 'universities' or 'professional schools' provide bachelors, masters, doctorate and post-doctorate degrees with community colleges awarding associate or undergraduate certificates or degrees (typically two years of study). Vocational Technical Institutions focus on preparation for a specific occupation or trade and not leading to an academic degree. Examples include beauty schools, electronics schools, or secretarial schools. Credits earned at vocational or technical institutions are typically not accepted for transfer by institutions of higher education. Adult education programmes are not separately delineated within the higher education field in the USA.
Professional Associations	The establishment of National Association for Developmental Education (NADE) created a network of developmental educators (Anderson, 2001). NADE developed from its early beginnings in 1976 from a small group of college and university professionals from the Chicago area who decided to establish a professional association for developmental educators (known at this time as the National Association for Remedial/Developmental Studies in Postsecondary Education) to become "the largest and most influential professional association in the field" (Boylan, 2013, p.1). NADE established its first local chapter in New York City in 1979. The Journal of Developmental Education became the official journal of the association and the organisation officially became NADE in 1984. NADE's motto "helping underprepared students prepare, prepared students advance, and advanced students excel" conveys a fundamental belief that developmental education "enhances academic, personal, and professional achievement for all learners" (NADE, n.d.-a. p. 1). NADE defines developmental education as "a comprehensive process that focuses on the intellectual, social, and emotional growth and development of all students. Developmental education includes, but is not limited to, tutoring, personal/career counseling, academic advisement and coursework" (NADE, n.d.-b. p. 1).

Another important centre for developmental education within the USA is the National Center for Developmental Education (NCDE) which "provides instruction, training programs, research, and other services consistent with the purpose of developmental education and the missions of Appalachian State University and the Reich College of Education" (NCDE, n.d. p.1). NCDE in their 'mission' statement acknowledge that their services and resources are provided to assist professionals working with underprepared and disadvantaged college students and offers the publications of the Journal of Developmental Education and Research in Developmental Education. |
| Resource/ Research Centres | A further excellent web-based resource for developmental education within the USA is the Developmental Education Resource Centre, http://cfder.org/index.html, which offers a range of academic and instructional information for professional development educators. Finally, there exists a monograph series on the histories of developmental education compiled by the Center for Research on Developmental Education and Urban Literacy, University of Minnesota and a monograph of the 'many faces' of developmental education compiled by NADE. |

Table 2.27
Summary of Features of the USA Tertiary System within the Context of Developmental Education (continued)

Area	Description
Resource/ Research Centres (continued)	In terms of research centres for adult literacy in the USA, the National Center for the Study of Adult Learning and Literacy (NCSALL) is a federally funded research and development center focused on adult learning and literacy. "NCSALL's efforts were dedicated to improving practice in educational programs that serve adults with limited literacy and English language skills, and those without a high school diploma" (NSCALL, n.d. p.1).
Definition of developmental education	Maharey (2001) observes that developmental education appears to be the equivalent of bridging or foundation education in New Zealand. "Developmental education is a field of practice and research within higher education with a theoretical foundation in developmental psychology and learning theory. It promotes the cognitive and affective growth of all post-secondary learners, at all levels of the learning continuum." (Maharey, 2001, p. 11)

Anderson (2001) comments that developmental education began in the 1960s in the USA in a "liberal" phase of the education cycle with the move towards open admissions in some colleges and political moves towards desegregation (p. 2). She notes that developmental education grew out of the development and "proliferation" of remedial courses to meet the needs of underprepared students presenting for admission in to colleges (Anderson, 2001, p. 2). Collins (2002) notes that in the long view, developmental education roots can be traced to "Reconstruction, to the Morrill Land Grant Act, to the Progressive Era, to the Workers' Colleges of the Great Depression, to the G.I. Bill of Rights, to the Civil Rights Movement, to the Community College explosion of the late-mid-Twentieth Century, and to the Open Admissions movement that followed hard upon these latter events" (p. v).

There is a substantial body of work on developmental education within the USA, as well as national centres for research, teaching resources and professional development. An examination of these resources could be considered to be a study in its own right.

> We in developmental education are heirs to various moments of optimism about human possibility and the transformative possibilities of higher education. We and our students enact daily a peculiarly American optimism about human change and intellectual growth. (Collins, 2002, p. v)

A timeline of the history of developmental education in the USA is provided in Figure 2.5.

DEVELOPMENTAL EDUCATION: ITS **LONG** HISTORY

By Mary Beth Looby

1636	1837	1862	1871	1890	1901-02	1940	1944	1947	1965-92	1998	2001	2006
Harvard University Provides Tutors	Massachusetts Common Schools Established	1st Morrill Act-- Land Grant Institutions Established	Harvard Univ. Requires Entrance Exams: ½ of Applicants Fail	2nd Morrill Act Helped African-American Colleges and Universities grow	1st Junior Colleges	"Open-Door" Concept Well Estatablished	"GI Bill of Rights" Gives WWII Vets Access to Junior Colleges	Truman Commission Promotes Education for Everyone	Higher Education Acts Increase Opportunities	50% of 1st -time Students in Community Colleges Need some Developmental Ed	Community Colleges Defend "Open Access" Concepts	Demands Made for Accountability in Education

Higher Ed for children of the privileged/elite only.

Latin tutors provided for those who did not know Latin.

1st Free Education in America. (not just for the privileged)

Agricultural classes offered Start of the "people's college" --now community colleges

Failed Students Admitted "on condition"Industrial &

Gives African-Americans access to Higher Ed

Mission of African-American Colleges & Universities: *Provide access to Developmental Education*

Many universities established Preparatory Departments—then considered "Institutional Embarrassments"

Prepared students (mostly men)—to transfer to 4-year institutions

4-year schools for educational elite; junior colleges for "lesser" students

Provided scholarships for more than 7 million veterans

Faculty and Administrators discover VALUE of DIVERSE populations:

Veterans were "mature, experienced & eager to learn"

Access to higher education a "national democratic ideal"

Truman Commission expands 2-year college system

Pell Grants offer financial aid for poor, minority, & disadvantaged students

Increased need for Remedial Services

Critics call community colleges "revolving doors"

W/O developmental classes, students' chances for success poor/none

Community Colleges seek to ENABLE students to learn

Improved instruction & curriculum changes necessary for student success

Legislative Attacks on cost of Developmental Education

Some 4-year schools no longer offer remedial ed

Program Evaluation necessary, to demonstrate effectiveness of developmental classes/programs

References
Casazza M. E. and S. L. Silverman, *Learning Assistance and Developmental Education*. San Francisco: Jossey-Bass, 1996.
Roueche, J. E., Ely, E.E., and S. D. Roueche, *In Pursuit of Excellence*. Washington D.C.: Community College Press, 2001.

Figure 2.5.   A history of developmental education in the USA.

Retrieved from http://cfder.org/developmental-education.html

The second strand of adult education in the USA that has a foundational component is that of adult literacy. Degener's (2001, 2006) research into family literacy programmes can be said to fall within this area. Tomoana and Heinrich (2004) note that *Jump Start: The federal role in adult literacy*, released in the USA in 1989, was one of the first major reports to focus attention on literacy as a major national issue. The importance of literacy skills within broader workforce and vocational skills development has been acknowledged, alongside literacy's social role in citizenship, health and community development.

Tomoana and Heinrich (2004) note that the National Literacy Summit process, initiated in 1999, began a process aimed at achieving consensus across broad stakeholder groups on the direction adult and family education and literacy must take in the 21st century. The two major settings for Adult Basic Education (ABE) and ESOL are family literacy and workplace literacy. Tomoana and Heinrich (2004) note that funding for basic skills education increased rapidly in the United States after the National Summit in 2000 and a dramatic increase in enrolment in adult literacy programmes occurred. The USA Department of Education's Office of Vocational and Adult Education have a National Reporting System for adult education programmes nationwide that focuses on quality outcomes for clients. The Equipped for the Future Framework Standards for Adult Literacy and Lifelong Learning are a set of competency statements which reflect the basic skills necessary in work, community and family life. Tomoana and Heinrich (2004) note that while many believe that such a nationally-recognised set of standards is essential to the field, others have expressed concern that the demands that it imposes (in assessment and measurement) do not sit well in many less formal learning situations.

2.4.3 Foundation education in the United Kingdom

Table 2.28 describes aspects of: the UK tertiary or adult education system; access education programmes; and professional associations and resource centres.

As with the USA, there can be seen to be two main strands of adult education in the UK that can be considered similar to foundation education in New Zealand, namely, adult learning/continuing education and adult literacy education.

Table 2.28

Summary of Features of the UK's Tertiary System within the Context of Access Education

Area	Description
Tertiary Education system and providers	Formal adult education in the UK includes academic, professional and vocational qualifications at universities including vocationally-based foundation degrees (typically two years in length for those students who aim to continue onto a first degree, but wish to remain in employment. Continuing education programmes are offered as one to two year access courses, to allow adults without suitable qualifications to bridge into university. The Access to Higher Education (HE) Diploma is available in Further Education (FE) colleges. The Workers' Educational Association also offers access to education and lifelong learning programmes for adults.
Access Programmes	Although the overall policy framework is UK-wide, Access programmes are developed, recognised and delivered through two separate systems, one for Scotland, and one for England, Wales and Northern Ireland. Munn, Johnstone and Robinson's (1994) assessment of the effectiveness of the Scottish Wider Access Programme (SWAP) produced mixed results.
	SWAP has been successful in building students' confidence, encouraging progression to HE by under-represented groups and enabling many of the students tracked by the research to complete their first HE year successfully. As with any innovation there were some worries about Access courses and in particular whether they can prepare students for the workload and intensity of degree programmes. (Munn, Johnstone & Robinson, 1994, p. 8)
Professional Association Resource Centre	The National Institute of Adult Continuing Education (NIACE) is an organisation that advocates, promotes, researches and develops adult learning and aims to encourage all adults to engage in learning of all kinds. It is closely involved with the delivery of the *Skills for Life* strategy. Eldred (2008) notes that this organisation's projects and programmes reflect the complexity of the work needed to implement the strategy in its engagement with the voluntary and community sector, embedded approaches, family learning, specific contexts (such as learning difficulties including dyslexia and working with those in prisons) and professional training for teachers. Eldred (2008) notes that while the *Skills for Life* strategy has provided resources for major development and has much potential there are challenges as to whether the strategy will succeed for all learners as well as policy-makers, practitioners and providers.
	"The wider debates about whether literacy, language and numeracy learning are ways of liberating people to be better informed, better equipped to understand, discuss and challenge also continue. If learning these basic skills is seen as a way of instructing, equipping and, perhaps controlling people, then there is no place for literacy for freedom of expression, discussion and assertion. The results, one might argue, are suppression and impoverishment, which lead to frustration and dissatisfaction amongst individuals and communities. Such approaches also lead to poor economic performance, where potential and creativity are untapped, and the active citizenship, which current policies and political discourse espouses, is likely to remain an unrealised aspiration." (Eldred, 2008, p. 235)

Anderson (2001) noted that bridging education became established the 1980s in the UK with the Access to Higher Education programmes (begun in the 1970s) becoming a "third route into tertiary education" (p. 2). Maharey (2001) observed that bridging programmes became well established in the UK, at this time, as restrictions on entry into tertiary or higher education were greater than in New Zealand for those over 20 years of age.

> Access to Higher Education Programmes are entry routes into Higher Education (HE) specifically designed for "mature students (over 21 years of age) and groups under-represented in HE, such as the unemployed, people with disabilities, minority ethnic groups, and those from socio-economic backgrounds where entry to HE is not traditional (Maharey, 2001, p. 8)

As in Australia and New Zealand, education reforms were part of wider policy development aimed at "ensuring that the UK kept pace with other competitive economies by developing a highly skilled workforce" (Tomoana & Heinrich, 2004, p. 7). Tomoana and Heinrich (2004) cite Tony Blair's 1996 Green Paper, *The Learning Age* as an important foundation policy document that has underpinned what these researchers consider as ambitious reforms of the education system in the UK. This paper "outlined a vision for a radical transformation of the education system which embraced and promoted the development of policies based on theories of lifelong learning and social capital" (Tomoana & Heinrich, 2004, p. 7)

As described by Suda (2001), the Government aims were to: "double help for basic literacy and numeracy skills for adults; widen participation in and access to learning; set and publish clear targets for achievement; work with business, employees and their trade unions; expand further and higher education; make it easier for companies and individuals to learn." (p. 7)

In terms of adult literacy in the UK, Eldred (2008) describes the development of literacy and numeracy in England as "patchy" and "neglected" until the data from the International Adult Literacy Survey (OCED, 1997) galvanised authorities and providers as well as developmental campaigning groups and organisations into a Government response (p. 223). In 1999, the report *A Fresh Start: Improving Literacy and Numeracy,*

known as the Moser report (after its author Sir Claus Moser), was based on the finding of the IALS survey and suggested that up to seven million people, or one in five adults in England, needed to develop their basic skills (Eldred, 2008, p. 223). This report informed the initiative on developing literacy and numeracy skills, *Skills for Life – the National Strategy for Improving Adult Literacy and Numeracy Skills* released in March 2001, and was accompanied by a significant increase in funding to adult education and the setting of national targets (initially 750,000 people from particular groups) for improving the adult literacy and numeracy skills of the population by 2004, through the establishment of an infrastructure and a range of funded initiatives that will support a broad push to lifelong learning. According to Eldred (2008), by 2004, 862,000 adults had gained 1,273,000 LLN qualifications, with the target for 1.5 million people to have improved LLN skills, followed by a target in 2010 for 2.5 million people to have improved LLN skills (p. 224). Whether or not the attainment of these ambitious targets have been achieved is difficult to assess within recent literature and reports. However, it would be fair to say that improving LLN skills remains a continued focus of successive UK Governments.

2.5   The New Zealand tertiary education context

> The history of New Zealand education can also be characterised as one of cycles of exclusions and access mirroring political and social change. The economic and political climate of the times supports or detracts from the achievement of access goals. (Anderson, 2001, p. 2)

Anderson (2001) argues that the more prosperous liberal cycle in education led by the USA in the 1960s/1970s, and followed later in the UK and New Zealand, fostered an approach which favoured access for non-traditional students. However, the conservative, market driven forces within tertiary education, which gained impetus in the 1990s, created issues for the value of bridging or foundation education in this decade and beyond.

> The conservative, market driven impetus which has had more recent currency in New Zealand pays less than lip service to the value of Bridging Education and has seen the decline in size of many under-represented groups in tertiary education. (Anderson 2001, p. 2)

These market-driven forces included the introduction of student fees and loans and a focus on competition to the detriment of equity. It could be argued that the current cycle in education remains characterised by neo-liberal, market driven impetuses, yet, at the same time, the importance of foundation education within the rhetoric of Government education policy has strengthened. A discussion of the periods of educational reform in New Zealand, over which the cycles of foundation education policy and provision can be mapped, is provided in section 2.5.4.

In order to situate foundation education policy provision within the broader New Zealand context, a brief description of the New Zealand demographics, economic, public management and tertiary education environments is first provided.

2.5.1 The New Zealand demographic and educational context

Table 2.29 provides selected information derived largely from the Census 2013 data (2013 Census, n.d.) on New Zealand's population, language, ethnicity and tertiary education statistics (including key issues in tertiary education). This information is considered of importance as it provides a distinctive background for foundation education provision and policy in this country. This context recognises similarities with other western countries where foundation education (or its equivalent) often targets those from marginalised or disadvantaged backgrounds and the unemployed, and has a strong focus on LLN and functional skill provision.

Table 2.29

Summary of New Zealand Demographic and Educational Context

Area	Summary
New Zealand Profile	Aotearoa New Zealand is a small country in the South Pacific with a population of 4.2 million at its latest Census in 2013 with a slowing population growth. It is a predominantly urban country more than half of the population living in the four largest cities of Auckland, Hamilton, Wellington and Christchurch. New Zealand has a small, open, export-based economy. Its industries are predominantly small to medium enterprises concentrated in the export and service sectors, particularly agriculture and tourism. New Zealand is moving from an industrial-based to an information-based economy and "work environments now demand that people are able to learn, collaborate and solve problems in a digital information environment, frequently in multi-disciplinary teams" (NZQA, 2014, p. 5).
Ethnicities	The ethnic make-up of New Zealand is diverse and continues to change. The indigenous people of New Zealand are the Māori people, who arrived many centuries before the first Europeans. Māori people now make up 14.9% of the population. The largest ethnic group in the population is the European ethnic group (74%). Pasifika people (7.4%) and Asian (11.8%) are the other predominant ethnic groups. The fastest growing ethnic group is the Asian ethnic group that has almost doubled in size since 2001. Māori and Pasifika peoples are youthful populations with the median age (half are younger, and half older, than this age) lower for Māori and Pasifika peoples than for the European and Asian ethnic groups.
Languages	English is the most common language in which people can hold a conversation about everyday things, with 3,819,972 speakers (96.1% of the population). The next most common languages as recorded in the 2013 Census are: • Māori (148,395 people) • Samoan (86,406 people) • Hindi (66,312 people) In the 2013 Census, there was a slight decrease in the percentage of the population who spoke Māori, at 3.7% in 2013 compared with 4.1% in 2006. Younger people were more likely to speak Māori than older people.
Unemployment	As of June 2012, (the time period in which the data collection for this research occurred) and according to the New Zealand Statistics: Household Labour Force Survey: June 2012 quarter, the unemployment rate had increased to 6.8% with high increases for Māori and Pasifika people. The latest Census figures for NZ indicate there are 3.4 million people aged 15 years and over, of whom 2.0 million are employed; 153,000 are unemployed; and 1.1 million are not in the labour force (2013 Census, n.d.). Over the five year period 2016 to 2021, employment is forecast to increase by approximately 36,000 jobs per year and unemployment is expected to drop to about 4% by 2021 (NZQA, 2014, p. 6). In the March 2014 quarter, 29% of firms reported greater difficulty in finding skilled labour (NZQA, 2014, p. 6).
Tertiary Education	In terms of education, New Zealanders are becoming increasingly well qualified. In 2013 almost four out of five adults have a formal qualification, 79.1% of adults (people aged 15 years and over) had a formal qualification, up from 75% in 2006. The percentage of adults with a bachelor degree or equivalent as their highest qualification increased (13.6% of adults in 2013 compared with 11.2% in 2006). Of those with a bachelor degree or equivalent as their highest qualification, 42.2% were men and 57.8% were women. One in 5 adults had a university degree or equivalent. The percentage of those with a university degree or equivalent increased to 20% in 2013 from 15.8% in 2006 (see Figure 2.6)

Table 2.29

Summary of New Zealand Demographic and Educational Context (continued)

Area	Summary
Tertiary Education (continued)	OECD (2013) records high attainment levels in tertiary education in New Zealand. with one of the highest attainment levels across OECD countries, "individuals in New Zealand are more likely to graduate from an academic programme (type-A, 47%) than from a vocational programme (type-B, 26%) although both graduation rates are well above the OECD average (39% type-A and 10% type-B)" (p. 8). This statistic is important as foundation programmes may feed into either tertiary-type A or B programmes. New Zealand's annual expenditure at the tertiary level per student (USD 10,619) is less than average across OECD countries at USD, 13,728 (p. 22). According to OCED (2013b), from 2008 to 2010 (during the recent financial crisis), the proportion of 15 to 29 year-olds not in education and not employed (16.3%) increased slightly above the OECD average (15.8%), and "evidence points to difficulties in finding a job or returning to education" (p. 8) (see Figure 2.7).
Educational Issue: Youth	The issue of the number of youth not in education or work is a key driver for Government education policies targeted at youth which includes the following schemes: • Youth Guarantee: this scheme introduced in 2010, aims to engage 16-17 year-olds in tuition-free education or training. About 7,500 places are funded in 150 tertiary education organisations; • Trades academies: this initiative introduced in 2009, targets upper secondary students interested in careers in trades or technology by collaborating with schools, tertiary institutions, industry training organisations and employers; and • Secondary Tertiary Alignment Resource (STAR): This is an ongoing policy introduced in 1992 which engages at-risk students in upper secondary education by giving them the opportunity to attend tuition-free courses. Funding is given to schools to support trustees and school leaders in better meeting students' needs.
Educational Issue: Māori	As stated by TEC (2012a), a key priority of the Government's TES 2010–2015 was increasing the number of Māori students enjoying success at higher levels of study with a core focus on the need for the tertiary sector to lift its performance for Māori learners. This priority responds to continuing disparities in educational outcomes for Māori learners relative to non-Māori/non-Pasifika students, particularly at higher levels. "This is an important focus as while Māori have increased participation in tertiary education in recent years, the rates of participation in higher study and success show inequities between Māori and non-Māori. In 2011, of those students aged 24 years and under, 15% of Māori participated in tertiary education at Level 4 and higher, compared with 23% of Europeans (Ministry of Education, 2012). Māori are less likely to hold a bachelor's degree or higher qualification than Europeans and people in the 'Other' ethnic group, with 8.1% of Māori with a bachelor's degree or higher qualification in 2010 (MoE, 2011). Similarly for the 17% of Māori enrolled in industry training in 2010, enrolments have been heavily weighted to Levels 1–3 – Approximately 72% (MoE, 2012). " (TEC, 2012a, p. 4)
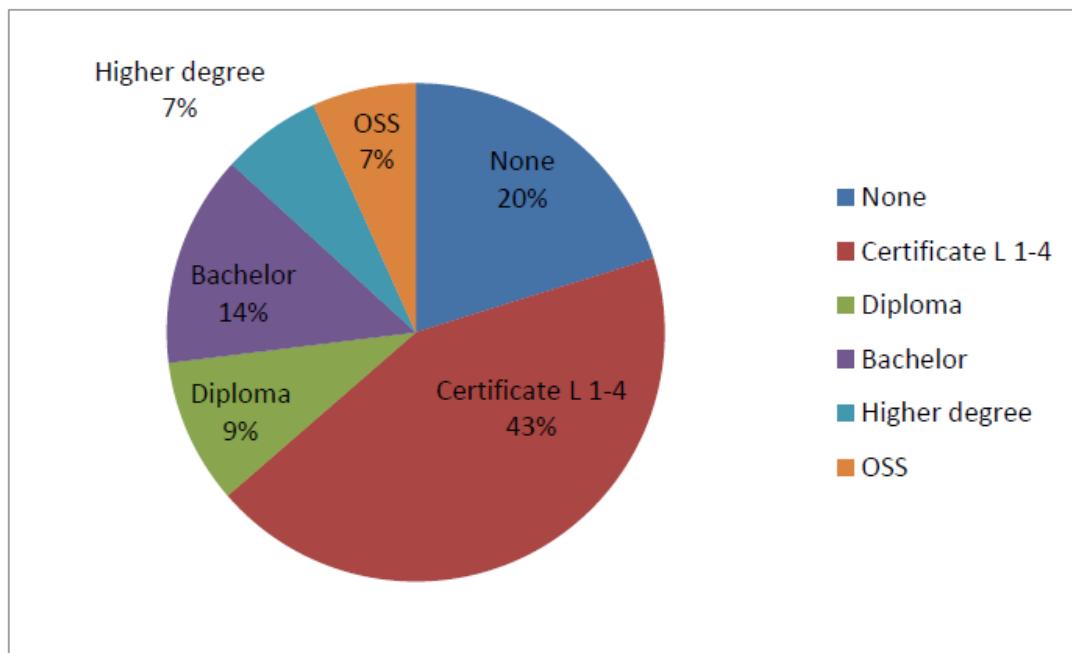
Key: 0SS = overseas secondary school qualification

Figure 2.6.   Highest qualifications of New Zealanders, 2013.
(Retrieved from http://www.stats.govt.nz/)
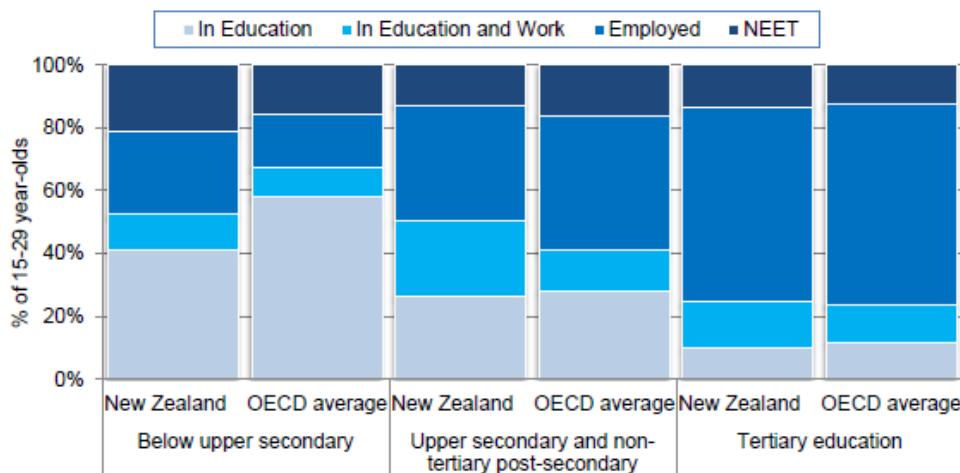
NEET: Neither Employed, nor in Education and Training

Source: OECD (2012), *Education at a Glance 2012: OECD Indicators*, OECD Publishing, Paris, *http://dx.doi.org/10.1787/eag-2012-en*.

Figure 2.7. Percentage of 15 to 29 year-olds in education and not in education, by educational attainment and work status in 2010. (OCED, 2013b, p. 9)

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2.5.2   The New Zealand tertiary sector

> The education sector [in New Zealand] is both distributed and decentralised. There is no one centre of power, no agency has overall accountability for the achievement of education outcomes for students and learners, and each of the education agencies has specific leadership roles. (State Service Commissioner, 2005, p. 14)

This section describes the broad tertiary education sector in New Zealand, the central Government agencies with responsibilities for the sector (see Table 2.30) and a brief description of the ITP sector as a sub-sector within the tertiary education sector. The intent is to provide the setting for the development and implementation of Government foundation education policy directions which are described in section 2.5.

The MoE, the NZQA, and the TEC are the current Government agencies sharing responsibility for the tertiary education sector policy and administration established earlier as part of wider Government sector reforms. The MoE was formed by the Education Act 1989, replacing the Department of Education, and NZQA was formed in 1990 under the Education Amendment Act 1990. The TEC was formed in January 2003, under the Education (Tertiary Reform) Amendment Act of 2002. Eppel (2009), in what she terms as "government agency dance" (p. 166), notes that the agencies described in Table 2.30 earned a reputation for not working together well, partly through what she terms as a perceived gap in mutual understanding.

Table 2.30

Description of the New Zealand Tertiary Education Sector and Government Agencies

Area/Agency	Description
Scope	The tertiary education sector in New Zealand includes all post-secondary education including higher and vocational education and is delivered by both state and privately owned institutions. The sector is made up of Tertiary Education Organisations (TEOs) which are bodies that provide tertiary education related services (see Figure 2.8). As summarised by TEC (2014), Tertiary Education Institutions (TEIs) are Crown entities that receive Government funding and include (at the time of writing this thesis) 18 ITPs, eight universities and three wānanga (tertiary institutions that have a Kaupapa Maori approach, where the principles of the Māori culture and world perspective are central to the institution). Other TEOs include Private Training Organisations (PTEs), Industry Training Organisations (ITOs) and other funded organisations. Again, at the time of conducting this research there were around 700 registered PTEs of which 40 to 50% receive funding of various types from TEC. ITOs are not permitted to deliver or provide education or training, "they set industry training standards, purchase training (often from TEOs) and co-ordinate industry-specific training for employees in training arrangements." (TEC, 2014, p. 6)
Qualifications Framework	New Zealand TEOs offer ten qualification levels related to the NZQF and offer courses which range from short courses and introductory programmes, through to postgraduate study and research (see Figure 2.9). Each level of the NZQF is based on the complexity of learning. Level One is the least complex and Level Ten the most. Levels One to Three are broadly comparable to senior secondary education (e.g., the National Certificate in Education Achievement or NCEA) and basic trades training; Levels Four to Six to advanced trades, technical and business qualifications; and Levels Seven to Ten are for advanced qualifications of graduate and postgraduate standard. Higher, degree-level education is mainly offered at universities where programmes are considered to be research-led and generally academic, as distinct from vocational. Vocational sub-degree and degree level education is mainly offered at ITPs, wānanga and a few larger PTEs. Such degrees tend to be specific and applied. The Government partly funds state tertiary institutions. Students need to contribute about 30% of the cost of their programmes and New Zealand students can borrow a student loan from the Government to pay for their courses until they are earning.

Table 2.30

Description of the New Zealand Tertiary Education Sector and Government Agencies (continued)

Area/Agency	Description
Tertiary Education Strategies	The Government states its priorities for tertiary education in its five-year statements of direction for the tertiary education sector or TESs. The TEC funds tertiary providers based on agreed enrolments and contestable grants and the emphasis is on working in partnership to develop investment plans[50] focused on educational outcomes and how they can be achieved. Agreed investment plans are then funded accordingly and the TEC monitors the educational providers against the stated outcomes. Investment plans take into account student demand; labour market conditions; advice from employers about skills they need; and Government policies and priorities.
Legal Framework	The legal framework within which TEIs and other TEOs operate includes legislation specific to the education sector, principally the Education Act 1989 and other legislation which applies to Government agencies such as the Crown Entities Act 2004 and State Sector Act 1988. The Education Act 1989 and its amendments provide for the "establishment and administration of TEIs; set out the framework for the TES and the investment plan engagement process; identify the functions of the TEC and other education agencies; and contain several provisions for TEI councils in general, and other provisions specifically for ITP councils." (TEC, 2014, p. 6)
Ministry of Education	As described by the States Service Commissioner (New Zealand Government, 2005) in an education sector review, through the 1980s many people saw the Department of Education as being unresponsive to pressures for change. These pressures included a "need to serve an increasingly diverse mix of students, the desire to give parents and local communities a greater role in steering the school sector, and a desire to improve participation rates in tertiary education." (p. 14).

The MoE was established largely as a policy ministry or agency, but retained some other functions, such as property management, and maintained a limited presence in the regions. It provides strategic policy advice and monitors the education Crown Entities[51] (both NZQA and TEC were established as Crown Entities). Eppel (2009), comments that "closeness to the sector" was viewed by Treasury and the State Services Commission to risk "sector capture" and these two agencies monitored the performance of the Ministry closely to ensure that there was no return to the perceived sector capture of the former Department of Education. "Separation of policy from implementation", and "avoidance of capture" were two public management themes of the early 1990s that affected the way the MoE approached its role. (Eppel, 2009, p. 176) |

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[50] The investment plan is the key document or mechanism through which each TEO sets out its response to government priorities and stakeholder needs and links these with strategic planned shifts, provision, capability development, outcome commitments, funding and monitoring. Structural engagement with the TEC during the plan's development should ultimately lead to agreed funding levels and provision with the TEC approving the plan for up to three years.

[51] Crown entities are bodies established by law established under the Crown Entities Act 2004, in which the Government has a controlling interest (for example, by owning a majority of the voting shares or through having the power to appoint and replace a majority of the governing members) but which are legally separate from the Crown.

Table 2.30

Description of the New Zealand Tertiary Education Sector and Government Agencies (continued)

Area/Agency	Description
Ministry of Education (continued)	As noted by Eppel (2009) the upheaval of changes from the Department of Education to the MoE in 1989 to 1990 led to a loss of institutional memory and many staff lacked experience in tertiary policy, making the development of policy advice more difficult. In the latter part of the 1990s, the Government gave the Ministry additional resources to establish the Tertiary Advisory Monitoring Unit to monitor Crown risk in the public institutions (universities, polytechnics and wānanga) in response to weak financial management in the smaller polytechnics, resulting in some cases of financial failure. In these cases the Crown was considered the default 'owner' and expected to finance a rescue package to avoid public criticism for allowing public institutions to fail.
Skill NZ	Skill NZ (originally the Education Training and Support Agency) was created in 1990 to bring a range of labour market training programmes that had formerly been under the Department of Labour under the new Learning for Life umbrella. Skill NZ worked co-operatively with NZQA and the ITOs during the early days after the passing of the Industry Training Act. Initially the focus was on forming ITOs and having them work with NZQA to develop qualifications for their industry and they took the lead in implementing the Government's Modern Apprenticeship policy from 2000. Skill NZ was disestablished and its on-going functions were incorporated in TEC when it was established in 2003.
New Zealand Qualifications Authority	NZQA was created as a product of the Learning for Life policies (Eppel, 2009) and is a crown entity governed by an independent Board, appointed by the Minister of Education. NZQA's role in the education sector is "to ensure that New Zealand qualifications are regarded as credible and robust, nationally and internationally, in order to help learners succeed in their chosen endeavours and to contribute to New Zealand society. NZQA is responsible for: • managing the New Zealand Qualifications Framework; • administering the secondary school assessment system; • independent quality assurance of non-university education providers; • qualification recognition, qualification development in specific fields; and • standard-setting for some specified Unit Standards." (NZQA, n.d. p.1) NZQA reports to the Minister of Education and the Minister for Tertiary Education, Skills and Employment. Accreditation with NZQA confirms that an organisation can deliver an approved programme. NZQA manages the quality assurance processes for ITPs, namely, the External Evaluation and Review (EER) process which is a periodic evaluation of a tertiary education organisation. EER aims to provide an independent judgement of the organisation's educational performance. Eppel (2009) notes that the role of NZQA was not welcomed by the university sector, which fought successfully for legislative change to ensure that NZQA's mandate for quality assurance of qualifications in their sector was exercised through the New Zealand Vice Chancellors Committee and "could not impinge on their academic freedom" (p. 172). Despite sector battles, NZQA had ministerial support for its role in developing the NZQF as part of achieving a political vision for a more seamless approach to senior school and tertiary education. Eppel (2009) comments that although NZQA is a crown entity and is at 'arms-length' from Government, the highly political profile of many of the policies NZQA was responsible for implementing often made this separation difficult, and created confusion for the governance of the institution, particularly in its early years.

Table 2.30

Description of the New Zealand Tertiary Education Sector and Government Agencies
(continued)

Area/Agency	Description
Tertiary Education Commission	TEC is responsible for funding the Government's contribution to tertiary education and training. The TEC Board of Commissioners provides governance and is ultimately responsible to the Minister for Tertiary Education. This body is responsible for managing the Government's annual funding for tertiary education, providing policy advice and implementation across the sector and supporting tertiary education organisations to be "accountable, self-improving and self-managing" (TEC, n.d. p.1). TEC gives effect to the Government's requirements for tertiary education as outlined in successive TESs and acts in accordance with the roles and responsibilities as set out in the Education Act 1989. TEC also has independent statutory powers related to planning and approval of Government funding for individual tertiary education organisations. (TEC, 2005, 2008a, 2009b, 2012c)
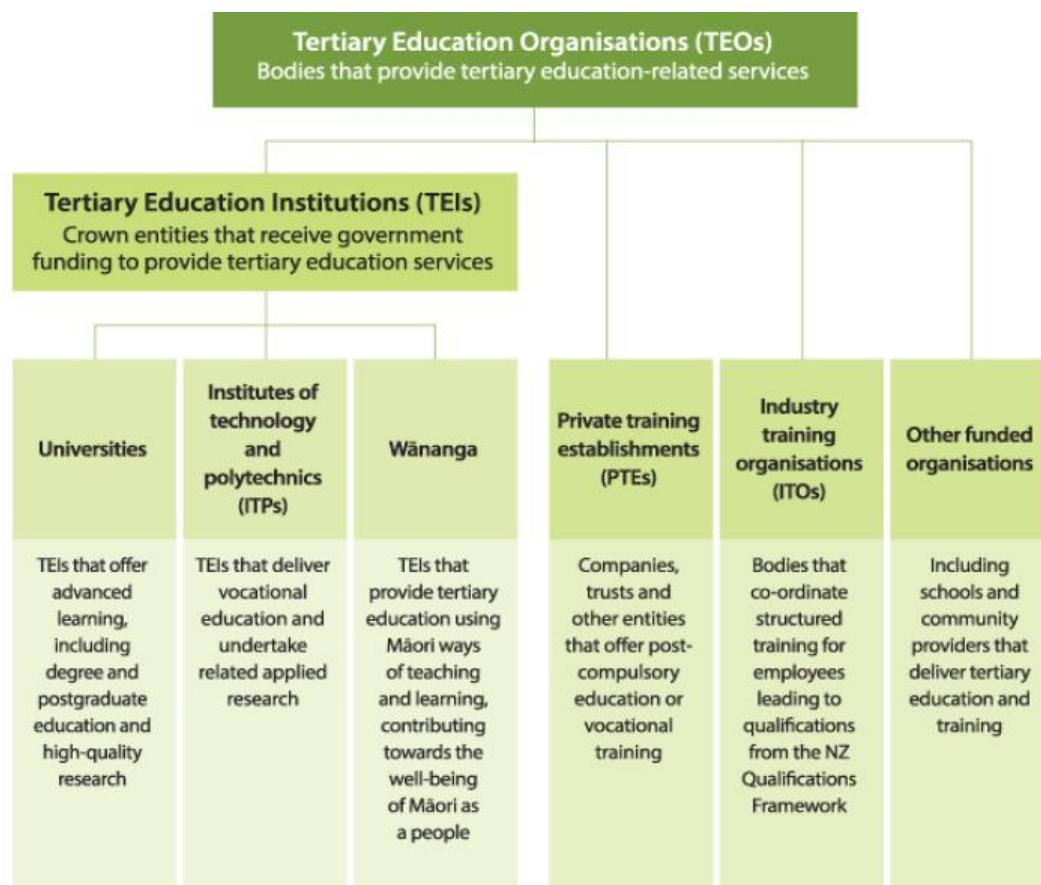
Figure 2.8. New Zealand Tertiary Education Organisations. (TEC, 2014, p. 5)

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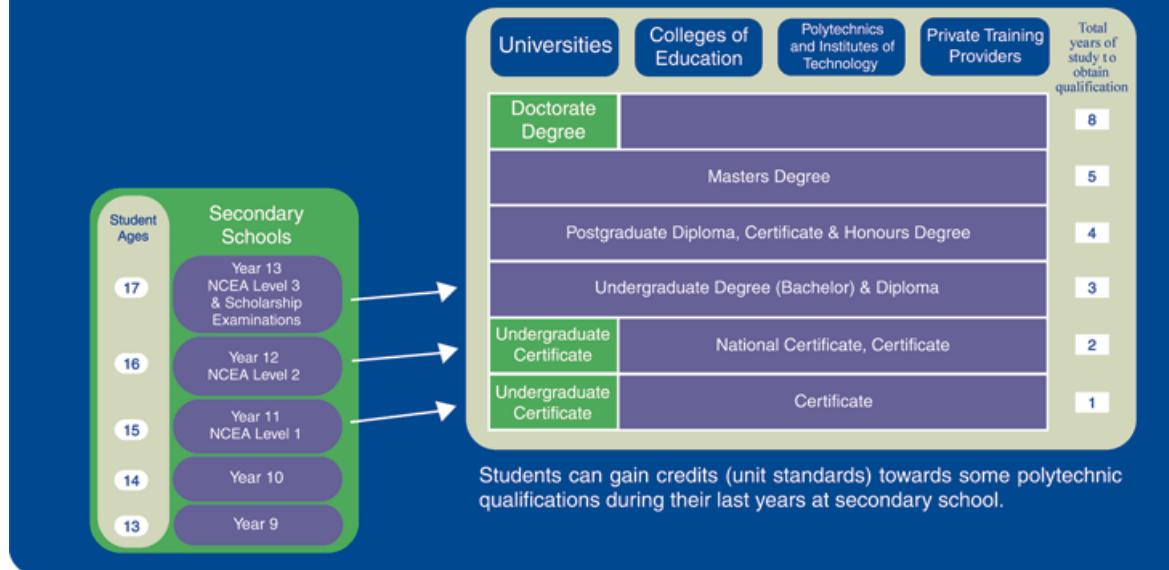
Figure 2.9. The New Zealand education system. (Retrieved from http://www.educationpages.co.nz/The-New-Zealand-Education-System.html)

2.5.3 New Zealand Institutes of Technology and Polytechnics

> No other sector with the New Zealand Education system has undergone such steady and comprehensive change. The decade since the amendments to the Education Act, in particular, has seen profound structural, philosophical and educational shifts in the polytechnic sector. (Dougherty, 1999, p. 7)

In the decade since Dougherty (1999) wrote the above words about the ITP sector, it is fair to say that this sector (or sub-sector within the tertiary education sector) has continued to have undergone continuous and substantial change with further amendments to the Education Act, increasing Government control over governance through the Councils of ITPs, closures and mergers of Polytechnics, changes to funding and changes to quality assurance systems focusing on performance, productivity and outcomes.

New Zealand ITPs had their beginnings in the 1880s (Dougherty, 1999; Pollock, 2012). However, Patel (2005) notes that Institutes of Adult Education appeared before this

time. By 1942, Wellington and Auckland had established Mechanics Institutes and Nelson had a Literacy and Scientific Institute. The early Institutes were not part of a national system; rather they were regional initiatives for the 90% of New Zealand primary school leavers who went directly into employment, so that they could obtain some technical instruction (Dougherty, 1999).

According to Dakin (1973), in 1905 the Department of Education began to fund separate Technical High Schools. Two types of post primary education existed until the middle of the twentieth century. One consisted of the secondary academic curriculum, geared towards university and the professions and the other the technical high schools with an emphasis on trade training. The Technical High Schools taught evening classes mostly to apprentices. The Apprenticeship Act of 1948 made it compulsory for apprentices to either attend day or evening classes or under the 1948 Trade Certificate Act to study by correspondence.

In 1938 the New Zealand Parliament passed an Education Amendment Act setting up the Council of Adult Education which had an influence on the voluntary institution, the Workers' Educational Association (WEA) established in the late 19th century, around the same time that New Zealand's first four universities, in Otago and Canterbury in the South Island and Wellington and Auckland in the North Island, were established.

Through the decades of the 1950s and 1960s apprentices, technical trainees and other tertiary students, became separated from the Technical High Schools (which became secondary schools) and separate tertiary Technical Institutes emerged. The Vocational Training Council was created in 1968, so that the industry and commerce sectors could organise their own training schemes in conjunction with technical institutes (Dakin, 1973). Polytechnics and technical institutes were under the jurisdiction of the Department of Education until the Education Amendment Act of 1989, when the Department was dissolved and became the Ministry of Education.

Eppel (2009) describes three major changes for the ITPs in the early 1990s which she notes that each institution adapted differently to.

> First, there was delight at being free of the Department of Education and becoming autonomous tertiary education institutions (TEIs), which gave them freedom to do things differently…Second, more relaxed regulation and market forces influenced the sector as a whole…A third theme, which emerged later in the 1990s and persisted in 2008, was the polytechnics' search for mission. Having lost the automatic right to the funding for block off-job courses for trades such as building, plumbing and engineering, the polytechnics faced increasing financial pressures as their costs rose and the numbers in some classes became uneconomically small. Some responded by branching out. (Eppel, 2009, pp.146-148)

Eppel (2009) notes that the introduction of bulk-funding affected the regional polytechnics, such as NorthTec, more as they could not achieve the same staff-student ratios as the larger city-based ITPs and staying financially viable was much harder. Many reacted by generating courses that would have a low cost of delivery per student and a high rate of return, such as free computing courses. Some ITPs faced financial failure and were assisted through Crown loans, which were usually accompanied by conditions on the loans.

The polytechnics formed a national inter-institutional body at the beginning of the 1990s. This umbrella body (formerly the Association of Polytechnic, New Zealand), became the Institutes of Technology and Polytechnics, New Zealand (ITPNZ) in 2002 and consisted of an executive of the Chairs of ITP Councils, and ITP Chief Executive Officers. This body represented the ITP sector in policy processes and acted as the collective voice for ITPs until 2009 when internal and external pressures caused its disestablishment.

As discussed in section 2.4.2, the period of 2008 to the present has been difficult for the ITP sub-sector with legislative changes to governance of the Councils, funding cuts, continued and constant restructuring and reviews. A discussion of how these have impacted on NorthTec as the case study for this research is contained in section 2.8.

2.5.4　New Zealand tertiary education policy

This study adopts Bell and Stevenson's (2006) stance that education policy is derived from values that inform the dominant discourses in the socio-political environment and the values that are derived from that discourse and that "the relationship between the educative process and the state and assumptions about the purposes of education all shape the nature of policy" (p. 3). This research also acknowledges the usefulness of Bell and Stevenson's (2006) framework or model on the processes of moving from policy formation to policy in practice (see Figure 2.10).
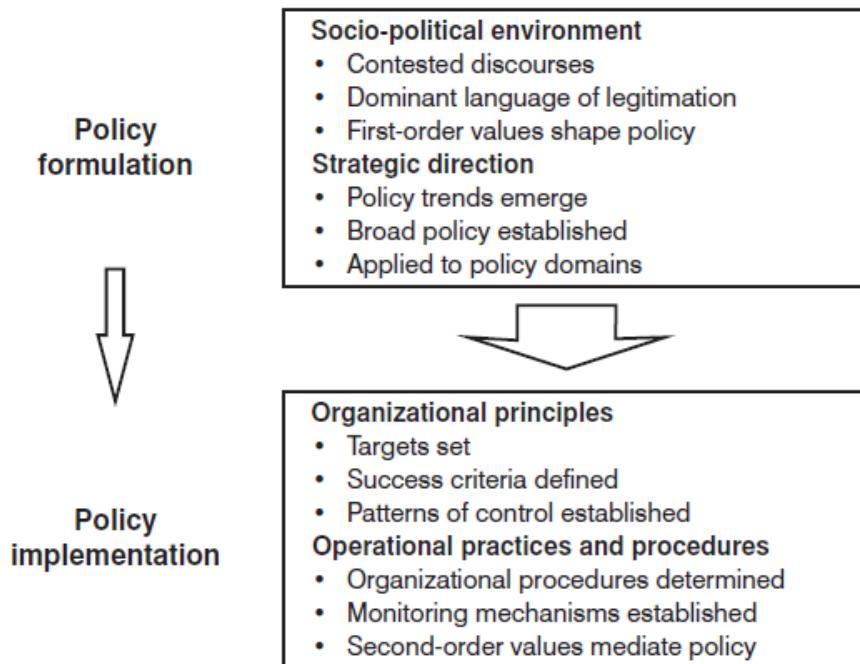
Figure 2.10.　Policy into practice: a model. (Bell & Stevenson, 2006, p. 13)

Stevenson and Bell's (2006) framework has four levels which can be applied within the foundation education context (see Table 2.31).

Table 2.31

Levels for Moving Policy into Practice

Levels	Description
Socio-political environment	The socio-political environment from which policy, based on the dominant discourse, is derived and within which its overarching guiding principles are formulated.
Strategic direction	The strategic direction which stems from the socio-political environment and which broadly defines policy and establishes its success criteria as they apply to foundation education.
Organisational principles	Organisational principles which indicate the parameters within which policy is to be implemented for foundation education provision.
Operational principles	Operational practices based on the organisational principles, which are the detailed organisational arrangements that are necessary to implement the policy at the institutional level and to translate such policy implementation into institutional procedures and specific programmes of action.

Note: Adapted from Bell and Stevenson (2006, p. 13)

Thus, in terms of translating policy into practice, the four levels are in a hierarchical relationship, the first two being concerned with policy formulation and the second two with policy implementation. According to Bell and Stevenson (2006), the four levels are also 'nested' in the sense that educational policy, derived from the wider socio-political discourse, is mediated through the formulation of a strategic direction in the national and regional context which, in turn, generates organisational processes for ITPs including the determination of curriculum content, pedagogy and assessment. In this way, policy legitimised and derived from neo-liberal standpoints is translated into activities in the organisation and classroom.

New Zealand is a unicameral parliamentary (one legislative/parliamentary chamber or house) democracy. Its public policy and public management system are similar to other Westminster-based systems. Since 1996, the Government has been elected by a mixed member proportional (MMP) system. This has made coalition governments and agreements of various sorts with minor parties more likely than under the previous

simple majority system. The public management system was comprehensively reformed in the late 1980s.

> The reforms were characterised by the formation of single-focus agencies, the separation of policy development from implementation and service delivery, the contestability of policy advice and delivery of public services, the use of contracted third parties for the delivery of public services, and a focus on accountability for outputs (quantifiable services) delivered, rather than outcomes (Eppel 2009, p. 8).

As discussed earlier, the MoE, NZQA and later the TEC came into being during these reforms and their roles and functions as Government agencies with responsibilities for tertiary education policy are described in Table 2.30.

Participants in the tertiary education policy processes come from Government and its public management agencies, the tertiary sector education organisations (universities, ITPs, wānanga, PTEs and ITOs), and also from the 'umbrella' bodies formed to represent the interests of each subsector constituent, such as the former ITPNZ, in the case of the ITP sector.

As in many other countries, New Zealand's tertiary education has undergone major reforms since the late 1980s underpinned by neo-liberal ideology and the market model (Airini *et al*., 2007 Abbott, 2006; Codd, 2002, 2005; Crawshaw, 2011; Eppel, 2009; Govers, 2011a; McLaughlin, 2003; Olssen, 2002a, 2002b; Roberts & Codd, 2010; Zepke, 2012). These reforms have had fundamental consequences for the whole of the tertiary sector, the teaching profession and the ITP sector in particular.

> A major challenge facing higher education is balancing two competing discourses. One sees higher education as a place of learning and teaching in academic freedom, a place to enable staff and students to research and learn without restrictions, a place in which to be able to critique the status quo. The other discourse is rooted in neo-liberalism. This has imposed on institutions a regime of economic efficiency in a global marketplace, a regime that advocates cognitive capitalism and is kept in place by an accountability culture. (Zepke, 2012, p.155)

Crawshaw (2011) in his critique of neo-liberalism in New Zealand education acknowledges that this ideology is derived from the work of Freidrich Hayek, Milton

Freidman, Robert Nozick and public choice critiques of bureaucracy (for example, William Niskanen and James Buchanan). He comments that most of these theorists advocate a minimal "night-watchman" state where the legitimate role for Government consists of "national defence, protection against force and fraud, and the enforcement of contracts" (Crawshaw, 2011, p. 9). Advocates of neo-liberalism reject the welfare state and view almost all state activity as undermining individual freedoms (though, as critics of neo-liberalism point out these freedoms rely on one having wealth). Within the individualistic framework that neo-liberals work is a belief that it is human nature to seek to maximise one's self-interest. For neo-liberals, market and industrial models of education are the panacea for perceived inefficiencies of bureaucratic educational providers.

> Since, it is argued, individuals will seek to maximise their own utility before others, perceived weaknesses in outcomes within institutions are explained as being caused by arrangements that give employees autonomy without a requisite degree of accountability. This aspect of neo-liberal ideology is derived from public choice theory (particularly Buchanan and Niskanen). To neo-liberals, most institutions outside the 'marketplace' are entropic and prone to 'provider capture'. Employees will waste resources and maximise their own ends if left unchecked. (Crawshaw, 2011, pp. 9-10)

Prior to the late 1980s reforms, ITPs had been highly Government-controlled institutions, focused on vocational and community courses and programmes within their own region (Dougherty, 1999). As summarised by Govers (2011a) the reforms transformed ITPs into autonomous institutions governed by their own Councils, and funded on the basis of student enrolments. The purpose of the changes was to make the ITP sector more market orientated, competitive and responsive to industry with the expectation that this was to have a positive impact on the efficiency and effectiveness of tertiary education.

> The implication [of the reforms] for polytechnics is that they have become quasi-autonomous institutions that are subject to competitive market forces. Polytechnics are expected to serve the long-term good of society through serving the labour market. Control is exercised through funding and performance measures set by the government. (Govers, 2011a, p. 8)

Eppel (2009), in her doctoral thesis on tertiary policy processes in New Zealand, describes five periods of policy change in tertiary education (see Table 2.32). A sixth period of policy change from 2008 to 2014 is proposed coinciding with the financial recession and characterised with retrenchment, funding cuts, closures of umbrella bodies and mergers of some ITPs under a continued National Government.

Perhaps the most significant and fundamental reform in this period for ITPs was in the legislative change to the governance of ITPs. The Education (Polytechnics) Amendment Act, 2009 (the Act) was introduced "to strengthen and improve the financial viability and educational performance" of the ITP sector" (TEC, 2011, p. 1). The legislation introduced changes to the composition, size, and competency of all councils[52], reducing the size of polytechnic councils from a maximum of 20 members to eight and allowed the Government to appoint half of them. In total, 57 new appointments were made across the total council membership of 160, 40 were appointed by the Minister (some of which were considered controversial by staff in some ITPs), and 17 appointed by the councils. The changes resulted in 10 new council chairs and 17 cross-council appointments. Staff and student representation on polytechnic councils were removed and the minister's own appointees essentially now have an absolute voting majority. The rationale the Government gave for the change was that polytechnics, as opposed to other tertiary institutions, were struggling financially and needed new leadership.

> In recent years the ITP sector has faced educational and financial challenges that are likely to be compounded by increasingly constrained funding…the performance of the sector has been of growing concern over the past few years resulting in significant Crown interventions and support. Whilst the performance of the sector was not an issue specific to the governance level, the performance of the governance bodies were challenged by the size and composition of the council enforced by the representative governance model. (TEC, 2011, p. 1)

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[52] ITPs are governed by autonomous councils whose roles and functions are set out in the Education Act 1989. The powers, functions and duties of Councils are described by TEC at http://governance-guide.publications.tec.govt.nz/3+Tertiary+Education+Institutions+and+their+Councils

Table 2.32

Reform Periods and Policy Decisions in New Zealand Tertiary Education 1989-2008

Reform Period	Chronology of Policy Decisions
Reform period one: 1989 to 1990	• The Education Act 1989 was enacted – setting the statutory framework for all tertiary education. The UGC and the Department of Education were abolished. The Ministry of Education and NZ Qualifications Authority were created. • All tertiary education institutions (TEIs) were given autonomy. Councils had a governance role, with chief executive responsible for management. • Funding was delivered to all as a bulk fund, using EFTS as the metric, with the amount of funding dependent on the number of EFTS in different funding categories. The principle of equal funding for similar courses underpinned the funding system. TEIs had control over their capital spending. • Quality assurance responsibilities were split between the NZQA and the NZ Vice Chancellors' Committee. • Awarding of non-university degrees was permitted. • The standard tertiary fee was created. • The tertiary grants scheme was replaced by student allowances – with targeting on the basis of parents' income for those under 20. • TEIs were free to enrol international students on a full-cost-recovery basis. • The polytechnics established an 'umbrella body' to speak for them on matters of collective interest, which was the Institutes of Technology and Polytechnics of New Zealand (formerly the Association of Polytechnics New Zealand).
Reform period two: 1991 to 1997	• 1991-1992: The standard tertiary fee was abolished, with TEIs given the freedom to set their own fees, including the right to set fees with differences between levels of study and/or fields of study. • Some limited funding was made available for private training establishments (PTEs). • Targeting of student allowances was extended to the age of 25 years. • The student loan scheme was created. • A moving cap on the number of EFTS places that could be funded was set. • The Studyright policy was implemented – introducing funding differentials between students of different age groups. • Industry Training Act was enacted – enabling industries to develop qualifications and implement work-based training arrangements that are responsive to the needs of industry. • 1993 – 1998: Over this time, additional spending was put into funding additional student places. There was also a series of funding rate cuts. Fees rose in consequence. • 1994: Publication of Education for the 21st Century as a statement of the Government's strategy for tertiary education. • 1995: Ministerial Consultative Group (Todd Review) was set up to examine tertiary education resourcing – and in particular, the issue of the balance of the public and private contributions to the costs of tertiary education.
Reform period three: 1997 to 2001	• 1997-1998: The Government developed a consultation paper (green) followed by a policy paper (white) on tertiary education. While many of the reforms proposed in these papers were never enacted, some of the changes were implemented – for instance, removing the fiscal cap on tertiary funding, improved monitoring and improved information systems. • 1999: The moving cap was lifted – funding in the TEIs became demand driven. • At levels 3 and above, the funding of PTEs was put on a level footing with TEI tuition funding.

Table 2.31

Reform Periods and Policy Decisions in New Zealand Tertiary Education (continued)

Reform Period	Chronology of Policy Decisions

Reform period three: 1997 to 2001(continued)	• 2000 – 2001: The Tertiary Education Advisory Commission (TEAC) was established to map out a new direction for tertiary education. TEAC proposed:
	   o The creation of a Tertiary Education Commission – a new Government agency to allocate Government funding.
	   o The creation of a Tertiary Education Strategy and Statement of Tertiary Education Priorities to ensure better alignment of tertiary education with national priorities.
	   o The system of Charters and Profiles to help the commission influence the direction of tertiary education organisations and to improve alignment with the strategy.
	   o The separation of research funding from funding for teaching and learning.
	• 2000: The Government introduced fee stabilisation, providing extra funding in exchange to tertiary education providers in exchange for an undertaking to hold fees. Fee stabilisation remained in place for three years. The Government also moved to write off the interest of student loans for those in study.
	• 2002: Limits were placed on funding for PTEs.
	• The first Centres of Research Excellence were established.

Reform period four: 2002 to 2005	• 2002 – 2003: Amendments to the Education Act 1989 gave effect to many of the TEAC proposals, including the creation of the Tertiary Education Commission. The legislation also provided for the performance-based research fund and for fee and course costs maxima. • The Tertiary Education Strategy 2002–07 was published. • 2003 – 2005: Limits were placed on growth in some areas of tertiary education provided by TEIs. • Government removes interest on student loan scheme borrowers for those that remain in New Zealand. • Fee and Course Cost Maxima policy replaces Fee Stabilisation policy by setting maximum limits within which fees set by institutions might be increased without specific approval for an exemption by TEC. •

Reform period five: 2006–2008	• 2006 – 2007: Amendments to the Education Act 1989 to require Government funded tertiary education organisations to have a three year plan and to allow TEC to make decisions on funding for individual TEOs based on that plan.
	• TEC develops new funding policy to replace EFTS bulk funding policy and give effect to the Investing in a plan policy. The new approach consists of two elements:
	   o a tertiary education organization component (TEOC) to provide the Government contribution to costs that enable providers to focus on their specific and distinctive role in the tertiary education network of provision
	   o a student achievement component (SAC) to provide the Government contributions to the costs of teaching and learning and other costs driven by student numbers.
	• TEC prepares operational policy to support investing in a plan that differentiates each subsector in tertiary education.
	• 2008: First year in which TEC funding of TEOs is based on a three-year TEO Plan.

Note: Adapted from Eppel (2009, pp. 75-84 and pp. 293-295)

As noted by the Tertiary Education Union[53] (TEU, 2012a), overall financial performance in the ITP sector was stable over 10 years (2000 to 2009). Polytechnics collectively averaged surpluses of 3.4% of revenue, with an increase in EFTs by 37% and only a small increase in FTE numbers by 12%.

Recent moves to affect similar changes to University Councils have been underway which have invoked strong resistance from the eight New Zealand Vice Chancellors represented by Universities New Zealand - Te Pōkai Tara, particularly in the potential threat to the autonomy and academic freedom needed for universities to be the critic and conscience of society.

> Universities NZ, the peak body representing all eight vice-chancellors, said the proposed law changes are not based on evidence, and are not consistent with international best practice. Universities NZ chairperson Roy Crawford says that the planned changes also show a fundamental misunderstanding of the distinct role that universities play in societies. (TEU, 2014a. p.1)

The Vice Chancellors' lobby against the proposed governance changes through Universities New Zealand raises the hypothetical question as to whether a united ITP interest group would have been able to prevent the governance changes to this sub-sector in 2009, or at least to have encouraged greater debate about the governance changes to councils and the potential consequences. Unfortunately the umbrella group ITPNZ was effectively disestablished over 2009 to 2010. In 2009 six urban polytechnics (Unitec, Manukau Institute of Technology, Wintec, WelTec, Christchurch Polytechnic Institute of Technology and Otago Polytechnic), withdrew their membership from ITPNZ and set up their own group. This fracturing of this umbrella group was viewed with concern by the TEU as undermining ITPNZ's ability to represent the whole sector in a cohesive way.

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[53] The Tertiary Education Union Te Hautū Kahurangi o Aotearoa represents the interests of workers employed in the tertiary education sector across New Zealand. The TEU is the main union in the tertiary sector. Membership includes teachers and workers employed in all occupations in universities, polytechnics, institutes of technology, Wānanga, other tertiary education providers and allied organisations.

A collaborative national network of polytechnics and institutes of technology is important to our education system," said Ms Riggs. "I believe whatever problems those urban polytechnics are facing are better addressed within a cohesive nationwide team than alone. It's important, at this juncture, that stakeholders in the tertiary education system resist the impulse return to competing against each other. We need to work together, and representative national bodies like ITPNZ are a good way to help that happen. (TEU, 2009a, p.1)

In 2011, NZQA assumed direct responsibility for the quality assurance of ITPs, taking over the role from ITP Quality (an independent committee of ITPNZ), which held the responsibility since 1993. This move consolidated all quality assurance within NZQA for the non-university TEIs. There was considerable disquiet about this change and many in the sector were concerned that NZQA was not in the best position to assume this responsibility in terms of staffing and expertise. The delegation of quality assurance to NZQA was seen as a consequence of the departure of the major metropolitan ITPs groups from ITPNZ and the formation of the Metro Group[54].

It is a consequence of the unfortunate decision of the CEOs of the 'metro' group of polytechnics to split from ITPNZ in 2009. ITP Quality is an independent committee of ITPNZ. Although all of the polytechnics were keen to see ITPQ continue in its role, when ITPNZ split into the newly formed NZITP and the 'metro' group has clearly, it undermined the position of ITPQ. It is no great surprise to see this change. (TEU, 2010a, p.1)

In 2010, Telford Polytechnic merged with Lincoln University; both of these TEIs in the South Island have a specific focus on land-based education and research. In 2011 Tairāwhiti Polytechnic and the Eastern Institute of Technology (EIT) merged. As a result of this merger the Gisborne-based polytechnic, Tairāwhiti Polytechnic, was disestablished with resulting redundancies and closures of programme offerings.

Government budget cuts from 2008 to the time of writing this research affected the whole sector, but in particular had a significant impact on regional polytechnics such as NorthTec. The TEU's review of annual reports from twelve of the country's 18

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[54] The Metro Group is comprised New Zealand's six major metropolitan Institutes of Technology based in Auckland, Hamilton, Wellington, Christchurch and Dunedin. http://www.metros.ac.nz/

polytechnics in 2012 showed that the Government was drastically cutting funding to polytechnics, and especially regional community polytechnics. Across the 12 polytechnics that were examined Government grants fell 4.4% or $17 million.

> The polytechnics that have been the worst hit by 2011 funding cuts were regional polytechnics such as Aoraki in Timaru, where the government grant fell by 19 percent or $4 million, Te Tai Poutini in Westport where the grant fell by 14 percent or $3 million, and NorthTec in Whāngārei where the government grant fell by 13 percent or $4 million. Three city-based polytechnics recorded an increase in their government grant: MIT, Wintec and CPIT. (TEU, 2012b, p.1)

By 2010, there was growing concern in the sector as to the impact that an on-going cycle of restructurings, redundancies and funding cuts was having on the staff in the ITP sector. The TEU (2010b) noted 50 major tertiary restructurings in the year 2009 to 2010. The SAC funding has continued to rise by less than inflation in each yearly Government budget.[55] In the 2012 Budget, the Government introduced a contestable funding model for foundation education NZQF Level One and Two programmes which represented a market approach to pricing of education. One-third of the money (representing $38 million out of $115 million) that it normally used to fund these programmes was put up for tender with the requirement that the programmes be delivered fees-free. This policy has received strong criticism from the TEU which argues that the model is an ideological experiment in privatisation by the national Government that would result in the loss of learning opportunities for students and the attrition of expert staff. Only six of the eighteen polytechnics and one Wānanga received funding from the competitive pool of money, while $12 million of the $38 million went to 17 PTEs. This funding model has hit the ITP sector hard with "no option but to cut courses for around 2000 students (and growing)" and cost around 100 polytechnic staff positions in 2012 (Grey, 2012, p.1). The TEU (2012c) noted that the TEC's published criterion for deciding how it awarded funding was "value for money" rather than the quality of the education on offer. However, as the TEU states, "public money should go to local public institutions that were built by, belong to and are committed to their communities" (TEU, 2012d, p.1).

The government's policy is driving first-time learners, second-chance learners and people in regional communities out of our publicly-owned polytechnics where they have a clear pathway to life-long learning and job skills. It is asset stripping by another name, because the government is taking away the very thing which makes our public tertiary system so strong - its students and staff - and giving them away to private companies. (TEU, 2012e, p.1)

2.5.5 The Tertiary Education Strategies and foundation education

This section describes successive TES statements on foundation education policy directions, as these strategies represent the high level policy documents guiding the direction and funding of tertiary education over the last decade. The four strategies to date (2002 to 2007; 2007 to 2012; 2010 to 2015; and 2014 to 2019), together with associated Statements of Tertiary Education Priorities, have set Governments' objectives for organisational change in tertiary institutions that have been, and are, geared towards promoting educational achievement for foundation learners.   These TES have been endorsed as appropriate by the two successive Labour Government Ministers (Associate Minister for Education, 2002; Minister for Tertiary Education, 2007) and the National Government successive Ministers for Tertiary Education.

Foundation education can be seen to have had a priority within consecutive TESs in its potential relationship with community, vocational and higher education provision as illustrated in Figure 2.11.

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[55] "The Student Achievement Component (SAC) rose from $2,051 billion budgeted in 2013 to $2,063 billion budgeted in 2014. CPI for 2014 is 1.5 percent, which means SAC should have risen to $2,082 billion to keep up with inflation" (TEU, 2014b, p. 1).
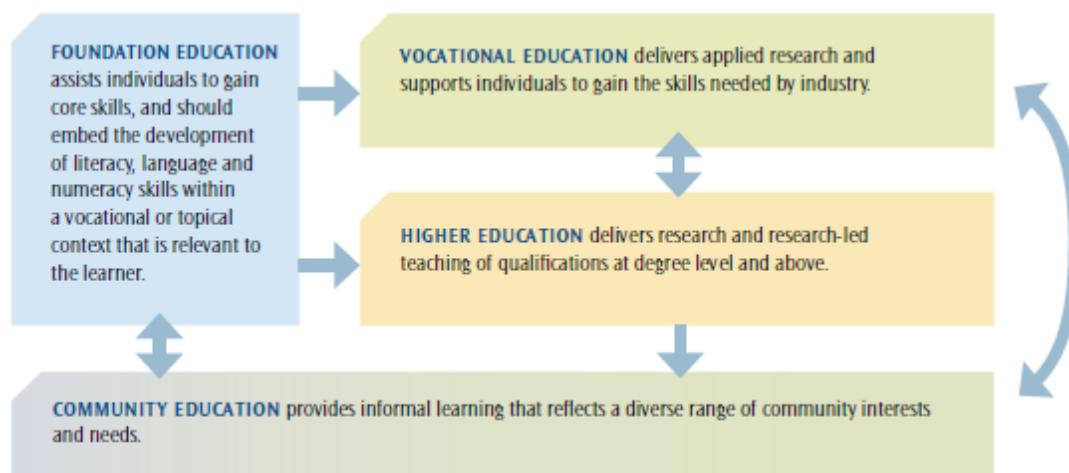
Figure 2.11. The relationship between foundation education and other tertiary sectors.

(Retrieved from http://www.minedu.govt.nz)

The development of formal strategies for tertiary education, beginning in 2002, was the result of a Government perception that New Zealand lacked a clear and shared strategic direction for tertiary education (Horrocks et al, 2009). This direction was seen as necessary to achieve national development goals and to provide a link to educational policies to the then Labour Government's vision for social and economic development. The first of these strategies, *Tertiary Education Strategy 2002-2007*, was released in May 2002 by the Associate Minister of Education (Tertiary Education). The strategy was later accompanied by formal *Statements of Education Priorities* (STEP) (MoE, 2003, 2005b) and monitoring reports (MoE, 2004, 2005c). This 'new' approach to managing New Zealand's tertiary education system for the achievement of national goals is illustrated in Figure 2.12.
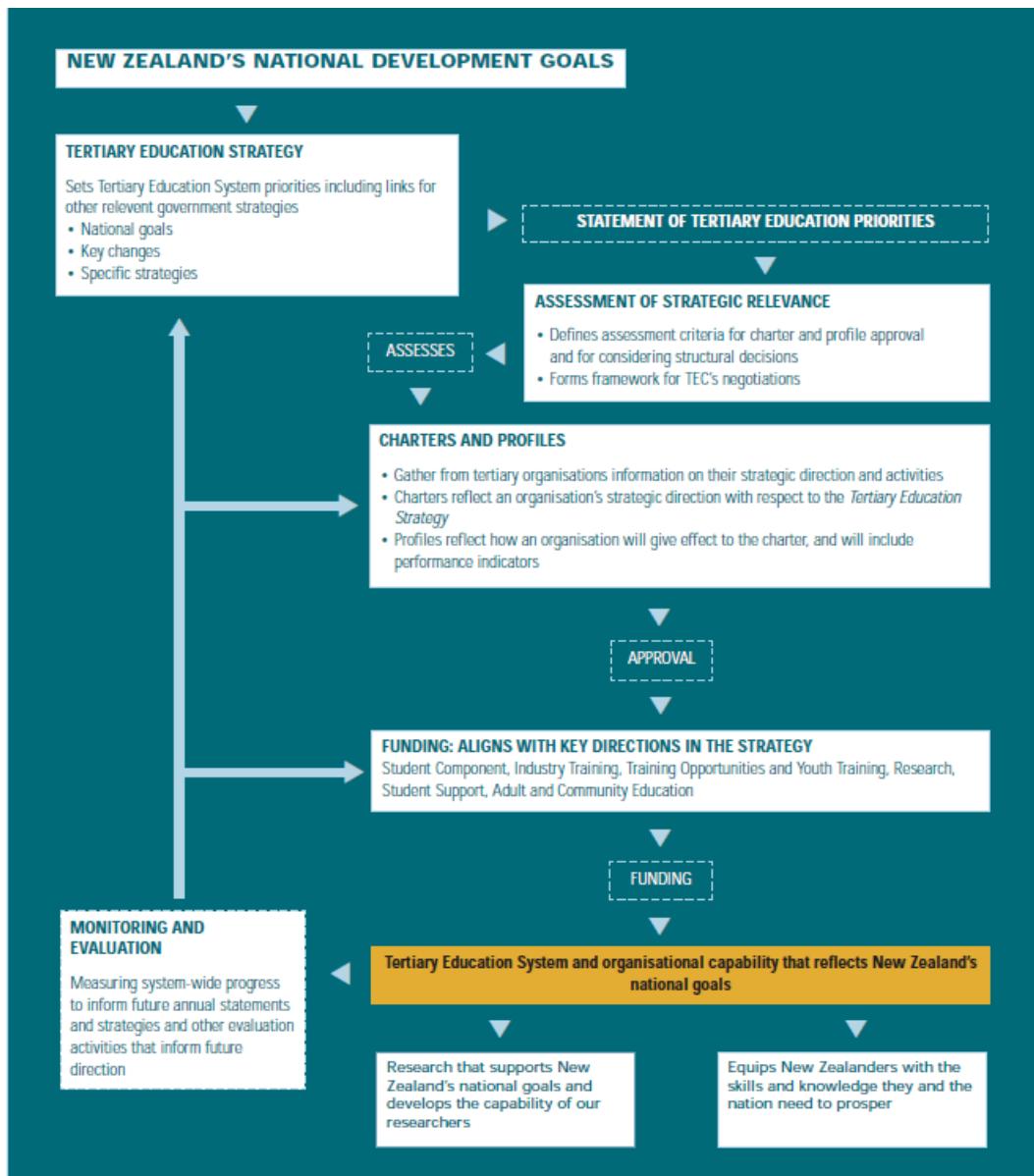
Figure 2.12. The new tertiary education system (Ministry of Education, 2002).

The implementation of these priorities has been overseen by the TEC, which previously had the functions of negotiating charters and profiles with TEIs (for the purpose of funding), allocating funds and building the capacity of the TEIs (MoE, 2006a). The monitoring and evaluation of progress against the TES has been conducted and reported by the MoE (MoE, 2004, 2005c, 2006c, 2006d, 2006e, 2010b and 2013a). Table 2.32 provides a summary of the successive TES as they relate to foundation education in New Zealand in terms of each strategy and their objectives (MoE, 2002, 2007, 2010a, 2014).

Despite the efforts made through successive TESs, Benseman (2008a) argues that the foundation skills sector "is not yet of a scale or secure enough in its funding for there to be a realistic chance of ensuring that all New Zealanders have foundation skills of a level sufficient to be fully functioning citizens in the 21st century" (p. 11). Tobias (2010) has also critiqued the TES 2010-2015 in particular for its limitations in understanding adult learners and their learning and consideration of the benefits of ACE programmes.

The Government currently spends nearly $4 billion a year in operating expenditure on tertiary education, including research funding and financial support for students. This represents about 1.6% of New Zealand's gross domestic product (TEC, 2014, p. 1). Given the definition of foundation education adopted in this research, the amount spent on foundation education is difficult to quantify. The 2010 to 2012 TES monitoring report published by TEC examined progress against the priority of improving literacy, language and numeracy skills of New Zealanders at NZQF Level One to Three of study. As mentioned in section 2.2, the current Government has ring-fenced the scope of foundation education to primarily an LLN focus at the lower NZQF qualification level. The focus of the Government action for this priority (for TES at the time of writing this research) has been to review resourcing and support for lower-level tertiary education.

Table 2.33
Summary of New Zealand Tertiary Education Strategy Statements for Foundation Education

Strategy	Strategy for foundation education	Objectives/description
Tertiary Education Strategy 2002 -2007	Foundation education was strategy three out of six strategies *Strategy three: raise foundation skills so that all people can participate in our knowledge society (p. 36): The responsibility of the tertiary education system is to facilitate access to learning foundation skills for those adults and young people who have not benefited from improvements in the compulsory system, or whose skills have become 'out of date'. This is a priority area because the foundation skills sector has traditionally received little attention and resources and the learners engaged in it are often those with the least influence on decision-making. Improving foundation skills (literacy, numeracy and other basic skills), will ensure that more New Zealanders are able to participate effectively in the economic and social benefits of our vision for national development. (p. 36)*	Four objectives were set for foundation education: *Objective fourteen: significantly improved adult foundation skill levels, achieved through increased access to foundation education in a range of learning contexts* *Objective fifteen: clearer accountability for quality and outcomes within foundation education, including a greater focus on assessment.* *Objective sixteen: a common understanding of the definition of foundation skills and of best practice teaching in this area* *Objective seventeen: improved linkages between secondary and tertiary education, and improved stair-casing for learners within tertiary education*
Tertiary Education Strategy 2007-12: Incorporating statement of tertiary education priorities 2008-2010	'Strong' foundation skills were the second priority outcome, with improving LLN skills of New Zealanders a key focus. The relevant priority outcome was *increasing literacy and numeracy levels for the workforce (p.33)* *Progress towards this outcome will be measured by increased successful participation of people in the workforce with foundation learning needs in quality training focussed on lifting literacy, language and numeracy skills.*	*All New Zealanders need a 'foundation' of knowledge, skills and dispositions to support them to participate in the economy and society. Foundation learning for adults is about the application of reading, writing, speaking, listening, critical thinking, problem solving, numeracy skills and communication technology so that people can achieve their own goals in social, cultural, work and learning contexts.* *Adult foundation skills, especially literacy, numeracy and language, remain a priority. A lack of literacy, numeracy and language skills in the workforce impedes productivity and will, in the long run, impede economic growth. People with increased literacy, numeracy and language skills will generally have improved employment options and are able to adapt to changes in their employment environment. Increased literacy, numeracy and language skills also have positive benefits for families, whanau and the broader community.*

Table 2.33
Summary of New Zealand Tertiary Education Strategy Statements for Foundation Education (continued)

Strategy	Strategy for foundation education	Objectives/description
Tertiary Education Strategy 2007-12: Incorporating statement of tertiary education priorities 2008-2010 (continued)	*In support of this priority, we will also be interested in:* • *increased completion of literacy, language and numeracy educator qualifications* • *participation by tutors and providers in professional development programmes supporting effective teaching practice for lifting literacy, language and numeracy skills. (p. 35)* Foundation education was seen as *comprising literacy, numeracy and language as well as basic computing, and interpersonal skills (p. 6)*	*Under the first Strategy, foundation learning has begun to move "from a relatively marginal position within the tertiary education system to being a core activity, underpinned by informed professional practice and improved diagnostic and teaching tools." We need to build on the investments made in improving the quality and effectiveness of foundation learning in order to:* • *significantly increase the literacy, numeracy and language skills of the workforce at the low-skilled end* • *improve settlement outcomes for new migrants and refugees* • *raise the foundation skills of parents with poor educational attainment who want to support their children's learning.* *The importance of raising literacy, numeracy and language skills for the workforce means that this is a priority outcome for this Strategy. (p. 22)*
Tertiary Education Strategy 2010 - 2015	*Improving literacy, language, and numeracy and skills outcomes from levels one to three study* was stated as the fifth of seven priorities. *We will:* • *look at how we resource and support lower level tertiary education* • *reduce the proliferation of provider qualifications* • *continue to work with providers and ITOs to* • *embed literacy, language and numeracy in levels one to three qualifications* • *continue to support intensive literacy programmes in workplaces* • *prioritise qualifications that link strongly to higher-level learning and skilled employment. (p. 13)*	*Many level three certificates are essential qualifications for trades and vocations, and offer the people in the workforce the opportunity to up-skill. Level one and two certificates offer people with low school qualifications, or with literacy, language and numeracy needs, the chance to re-enter the education system. Improving literacy, language and numeracy skills is a priority as they provide a foundation for further study or employment.* *Informal education provided by the adult and community education sector can play a key role in literacy, language and numeracy learning, in particular by targeting people whose initial learning was not successful.* *Intensive literacy training in the workplace engages hard-to-reach learners and provides productivity benefits to employers. Including literacy, language and numeracy education in industry training, apprenticeships and training for unemployed people improves their success.*

Table 2.33
Summary of New Zealand Tertiary Education Strategy Statements for Foundation Education (continued)

Strategy	Strategy for foundation education	Objectives/description
Tertiary Education Strategy 2010 - 2015 (continued)	*Polytechnics have three core roles:* • *to deliver vocational education that provides skills for employment* • *to undertake applied research that supports vocational learning and technology transfer* • *to assist progression to higher levels of learning or work through foundation education.(p. 18)*	*For tertiary study to be effective for second chance learners, the quality of teaching and learning needs to improve to raise completion rates. Students who need to improve their literacy, language and numeracy skills should be able to do so. Informal and lower-level certificate study needs to offer clear pathways through to higher level tertiary study and skilled employment. (p. 13)*
Tertiary Education Strategy 2014 - 2019	*Four of the six strategic priorities in the strategy are related to foundation and bridging qualifications:* • *delivering skills for industry* • *getting at-risk young people into a career* • *boosting achievement for Māori and Pasifika* • *improving adult literacy and numeracy* *Improving adult literacy and numeracy* was the fourth government priority. (p. 15) *Indicators of success:* • *More individuals across all age groups attain qualifications at level 2 or above.* • *Literacy, language and numeracy skills improve across all age groups.* • *There is more industry involvement with tertiary education to support the up-skilling of the existing labour force. (p. 15)*	*To ensure that all New Zealanders gain these basic skills, the Government has focused in recent years on improving the targeting, uptake and quality of study at levels 1 and 2. There have been major reviews of foundation education and changes have included requiring that literacy, language and numeracy provision is embedded in all level 1 to 3 courses. A new Literacy and Numeracy for Adults Assessment Tool was introduced in 2010 to improve TEOs' ability to tailor teaching to the needs of students. In 2012, 101,000 learners were assessed at least once using this tool, with 254,000 individual assessments carried out across reading, writing, vocabulary and numeracy.* *Reflecting the different learning needs and approaches of adult learners, Government support for literacy and numeracy is provided in a variety of ways. Intensive literacy and numeracy funds target learners with particularly high needs. This also includes provision of English for Speakers of Other Languages (ESOL) courses as a significant part of our workforce is made up of many people for whom English is a second language. Workplace literacy and numeracy delivers targeted job-specific literacy and numeracy for employees in the workplace.*

Table 2.33

A Summary of New Zealand Tertiary Education Strategy Statements for Foundation Education (continued)

Strategy	Strategy for foundation education	Objectives/description
Tertiary Education Strategy 2014 - 2019 (continued)		*The tertiary education sector needs to continue to offer a diverse and flexible range of foundation skills programmes that reflect learners' different needs and abilities, and help support their achievement. This means:* • *having shorter, quick options targeting job-specific literacy, language and numeracy gaps as well as longer, more extensive* • *options for people with more substantial learning needs* • *TEOs working with communities and employers to reach new learners, especially those in the workplace* *having supportive and flexible policy settings.(p. 15)*

It is, at times, difficult to identify which Government policy on foundation education has arisen directly out of the TESs. However, recent and specific Government action which has focused on foundation education has included:

• the TROQ mandatory review of foundation and bridging education qualifications;

• the contestable funding model for funding NZQA Level One and Two foundation programmes;

• funding for fees-free Youth Guarantee places in 2012 for foundation education and training for 16 and 17 year olds;

• funding and resources for embedding literacy and numeracy in foundation-level courses; and

• the Literacy and Numeracy for Adults Assessment Tool introduced in 2010.

In summary, the TESs have had a major role in influencing foundation education in New Zealand by setting priority areas of focus for action, review, research resources and funding. Foundation education in the latter TES has been seen primarily as a mechanism for better pathways or progression "from unemployment and inactivity to tertiary education that result in improved employment outcomes" (MoE, 2014, p. 11).

CHAPTER THREE: CRITICAL THEORY AND CRITICAL PEDAGOGY

> Some 70 years after its development in Frankfurt, Germany, critical theory retains its ability to disrupt and challenge the status quo. In the process, it elicits highly charged emotions of all types - fierce loyalty from its proponents, vehement hostility from its detractors. Such vibrantly polar reactions indicate at the very least that critical theory still matters. (Kincheloe & McLaren, 2000, p. 279)

3.1   Introduction

The principal frame for this study is critical theory, as it is also in Degener's (2001, 2006) research. The terms critical theory and critical pedagogy are used throughout this thesis and while there are some similarities in their meanings they are recognised as not being interchangeable. Critical theory refers to a school of thought that, in the main, came out of the Frankfurt School (associated with the Institute of Social Research or *Institut für Sozialforschung*, established in 1923 in Frankfurt, Germany) with its origins in Marxist theory. Critical pedagogy refers to educational practices based on the ideas of critical theory such as those proposed by Brookfield (2005), Freire, (1970), Shor (1992, 1993) and Ward (n.d.) and has been recognised as appropriate for foundation education (as defined in this study) by a number of New Zealand-based researchers and academics (Benseman 1998; Coltman, 2004; Findsen, 2007; Roberts, 1999; Tobias, 2006; Zepke, 2011a, 2011b).

This chapter defines critical theory and presents a brief history of the development of this theoretical and ideological tradition. Descriptions of critical theory concepts and terminology within the educational context are provided, including those associated with critical pedagogy. The contribution of Paulo Freire with regard to his work on critical pedagogical theory and practice is given particular note, as his approach and ideas have been recognised as relevant for the consideration of foundation education within New Zealand, and to a significant degree underpin Degener's (2001, 2006) analytical framework and critical pedagogical precepts. Degener's analytical framework and critical pedagogical precepts are described in section 3.6.

The place of critical theory research within the New Zealand adult educational field is examined alongside the rationale for adopting a critical theoretical and critical pedagogical approach as relevant to foundation education policy and provision in New Zealand. This chapter also discusses criticisms of critical theoretical and critical pedagogical approaches in the adult education context, including those that have arisen from the postmodernist perspective.

Brookfield (2005) notes that inevitably in focusing on one tradition (specifically, that of critical theory within his work) others are "discounted" (p. 2). In response to this observation, while recognising that the primary theoretical framework for this research is that of critical theory and critical pedagogy, other paradigms or philosophies appropriate for examining foundation education have been acknowledged in Appendix H.

3.2 Defining critical social theory

Kincheloe and McLaren (2000) describe a social theory as a "map or guide to the social sphere" (p. 281) which represents "nothing more (or less) than a set of explanatory understandings that help us make sense of some aspect of the world" (Brookfield, 2005, p. 3). Brookfield (2005) explores the framework of critical theory for an understanding of adult learning and the practice of adult education and argues that we are all theorists to the extent that making sense of existence is a natural human activity; therefore theory is not the preserve of academics. Within this context, the intrinsic power of critical theory as a social theory lies within its potential to lift the examination of social reality beyond the statement of facts or causality to the realm of deep understanding of ontological, epistemological, philosophical, theoretical, and explicitly for some authors, such as Freire, spiritual understanding of the human condition.

> A critical social theory is concerned in particular with issues of power and justice and the ways that the economy, matters of race, class, and gender, ideologies, discourses, education, religion and other social institutions and cultural dynamics interact to construct a social system. (Kincheloe & McLaren, 2000, p. 281)

Critical theory as a type of social theory is thus oriented to critiquing or transforming society as a whole. It is concerned with the idea of a just society in which people have political, economic, and cultural control of their lives. An essential tenet of this research is that critical theory is an appropriate framework to examine foundation education as it helps us to uncover assumptions that keep us from understanding the essentially political and ideological nature of foundation education policy and associated Government funded provision.

Kellner's (n.d.-a) metatheoretical concept of critical theory is assumed as it conceives the term 'critical' as "synoptic and wide-ranging, encompassing both the definition of the word 'critical' in the Greek sense of the verb *krinein*, which signifies to discern, reflect, and judge, and 'theory' in the sense of the Greek noun *theoria* which refers to a way of seeing and contemplation" (Kellner, n.d.-a, p.2).

This research also acknowledges Ward's (2007a) whakapapa (the Māori concept of genealogy or ancestry) of critical theory as having evolved from the wider discipline of social theory (see Figure 3.1).

> It [critical theory] casts a critical eye upon History, Philosophy, Education the Media, the Law, the Church and Politics and all of the instruments and vehicles which shape the way we see things….critical theory promotes a counter-ideology which sees these agencies as potential vehicles for social liberation and transformation as a means of attaining social cultural and economic equity. (Ward, 2007a, p. 3)

While initially critical theory arose from an orthodox Marxist point of view concerning the economy of nations, Ward (2007a) observes that increasingly this approach has been adopted by many of the tenets and theories of cultural studies (citing for example, those which have arisen from The University of Birmingham, Centre for Contemporary Cultural Studies, established in 1964) to demonstrate how control over culture has come to play a fundamental part in sustaining the existing power relations in society.

CRITICAL THEORY
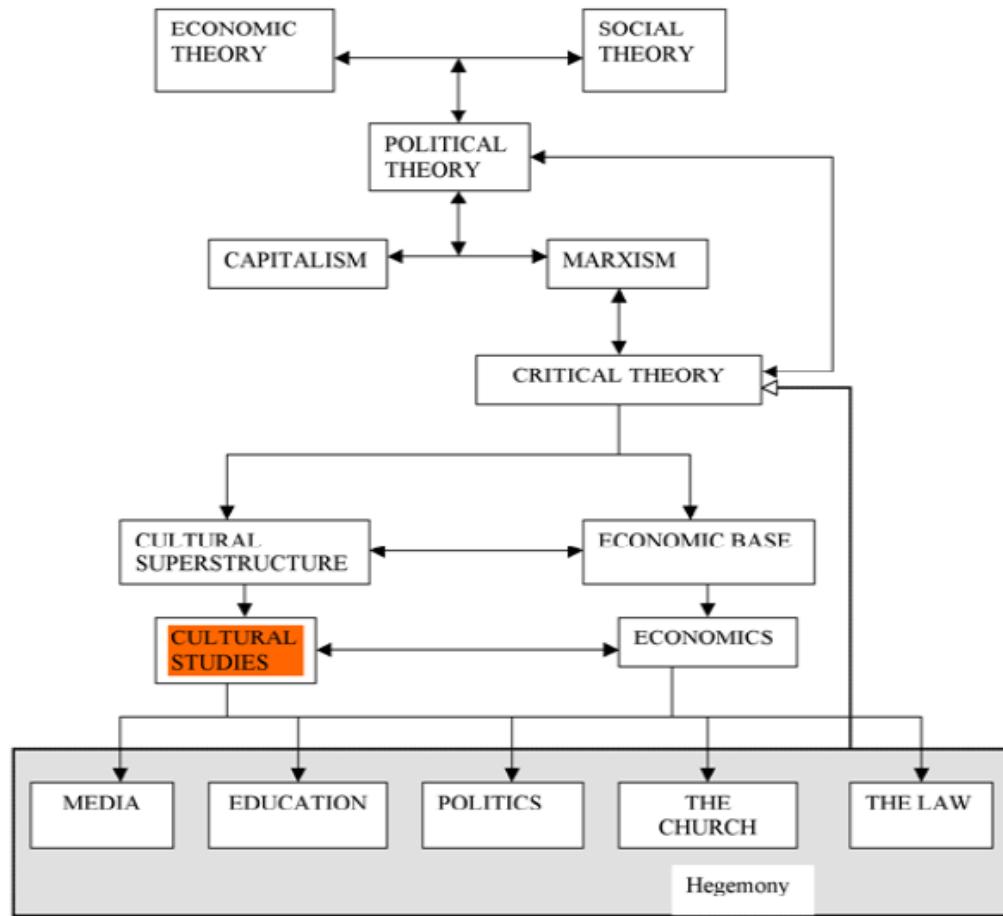
Figure 3.1.   Critical theory: a whakapapa. (Ward, 2007a, p. 3)

Kincheloe and McLaren (2000) note that 'critical theory' is a term that is often misunderstood and that none of the Frankfurt School theorists (from which critical theory can be seen to have evolved) ever claimed to have developed a unified approach to "cultural criticism" (p. 279). The term was first coined by Max Horkheimer, (the second officially appointed director of the Frankfurt School) in the seminal article *Tradition and Critical Theory,* originally published by the Institute's journal in 1937. Horkheimer used the term critical theory to distinguish this form of theory from the prevailing "logical empiricist account of scientific knowledge and to characterise a different form of knowing, one anchored in both reflection and practice" (Peters, Hope,

Webster, & Marshall, 1996, p. 9). Within this classic essay, Horkheimer delineates the differences between traditional and critical theories. Traditional theory is the type of theory typically encountered in the natural sciences and is a theory of the status quo, in that it is designed to increase the productivity and functioning of the world as it presently exists, "critical theory is indeed incompatible with the idealist belief that any theory is independent of men and even has a growth of its own" (Horkheimer, 2002, p. 240). A critical theory, as described by Horkheimer, is adequate only if it meets three criteria: it must be explanatory, practical, and normative, all at the same time. That is, it must explain what is wrong with current social reality, identify the actors to change it, and provide both clear norms for criticism and achievable practical goals for social transformation. Brookfield (2005) regards Horkheimer's essay as relevant today in distinguishing critical theory from other social theories by five important features, and goes on to detail the utility of critical theory (see Table 3.1).

Table 3.1
Critical Theory: Features and Utility

Features	Description
Grounding	Critical theory is grounded in a particular political analysis, that of the commodity exchange economy (an idea borrowed from Marx) comprising capitalism.
Focus	Critical theory is concerned with providing people with knowledge and an understanding intended to free them from oppression and is thus transformative.
Epistemology	Critical theory breaks down the separation of subject and object, of researcher and the focus of research, found in traditional or positivist theories.
Adult Education	Critical theory is normatively grounded and empirical investigation and utopian speculation are intimately connected. It inevitably links adult development to the extension of economic democracy.
Realisation	Verification of critical theory is impossible until the social vision it inspires is realised and the conditions under which the vision of critical theory can be tested involves a long, sometimes violent, revolutionary struggle.
Utility	• A theory is useful if it provides understandings that illuminate what we observe and experience. Thus, theorising is a form of meaning making. • A theory is useful to the extent that it helps us understand not just how the world is but also how it might be changed for the better. One of the strongest hopes of critical theory is that consideration of its understandings will prompt social and political change (often of a revolutionary nature), and with the expectation that adult education can contribute to building a society organised according democratic values of fairness, justice and compassion. • A theory is useful if it can outline a 'pedagogy of hope' against "the massive twin pillars of capitalism and bureaucratic rationality or against the monolith of the military-industrial complex"

Note: Adapted from Brookfield (2005, pp. 4-30)

The need for a 'pedagogy of hope' (see Table 3.1) is reinforced by McLaren's (2005) comments on the difficulties that critical educators face in challenging the normalisation of trans-nationalised or globalised capitalism, particularly in societies that are taught that socialism and communism are congenitally evil and can only lead to a totalitarian dictatorship.

> Part of the problem faced by the educational left today is that even among progressive educators there exists an ominous resignation produced by the seeming inevitability of capital. The belief that there is no alternative to capitalism has pullulated across the global political landscape since before the fall of the Soviet Union and the Eastern Bloc, attaching itself like a fungus to regional and national dreams alike….Watered by the tears of the poor and cultivated by working-class labor, the dreams that sprout from the unmolested soil of capital are those engineered by the ruling class. Their dream factories are corporate board rooms and production studios of media networks that together work to keep the capitalist dream alive, to prevent the masses from realizing that capitalism and exploitation are functional equivalents, and to impede educators from recognising that the globalisation of capital is just another name for what Lenin (1951) termed imperialism. (McLaren, 2005, p. 5)

In his explanation of what the term *critical* means, Brookfield (2005) acknowledges that the term "is deeply perverse in the plurality of connotations and interpretations (some of them contradictory) it provokes" (p. 11) and that the term also reflects the ideology and worldview of the user. He discusses the way that critical learning takes place in the workplace, citing the work of Argyris (1982) whereby critical learning, thinking and reflection are represented by executives' use of free market thinking, with "lateral divergent thinking strategies and double-loop learning methods" (p. 11) being ultimately focussed on an increase in profits and productivity. Within this mode of critical thinking, the ideological and structural premises of capitalism are left unchallenged as more creative or humanistic ways are found to organise business or sell services. He observes that for those that adopt a critical theoretical approach, critical learning in a business setting cannot occur without an explicit critique of capitalism which has certain pertinence to the business of education.

> It [critical learning] points out and queries the legitimation of capitalist ideology through changes in language; for example, the creeping and ever more widespread use of phrases such as 'buying into'' or ''creating ownership'' of an idea, the description of students as "customers" or the use of euphemisms such as

"downsizing" or worse, "right sizing" (with its implication that firing people restores some sort of natural eco-logical balance to the market) to soften and make more palatable the reality of people losing their livelihoods, homes, marriages self-respect and hope. (Brookfield, 2005, pp. 11-12)

Brookfield (2005) also distinguishes four predominant traditions that have informed the use of the term critical or *criticality* of thought, namely, the ideological critique of neo-Marxism and the work of the Frankfurt School of critical social theory; psychoanalysis and psychotherapy, analytical philosophy and logic; and pragmatist constructivism. Section 3.3 provides an historical and philosophical background of critical theory within the tradition of the Frankfurt School of thought, as being of particular relevance to the research focus of this thesis.

Critical theory is often associated with radical philosophy or radical ideology (Elias & Merriam, 2005; Hicks, 2004). Hicks (2004), notes that the term 'radical' has a variety of meanings, that is, "fundamental (a radical error); far reaching (radical change); a person holding radical views (a radical); a fundamental principle (getting to the roots of)" (p. 3). He argues that traditionally radicalism has been associated with the political left as the main oppositional movement during the twentieth century challenging the existing conservative and liberal perspectives and that in the 'popular' mind radicalism is often identified with extremism. However, Hicks provides a description of radical ideology not as a form or extremism, but as an attempt to question the fundamental premises of dominant beliefs or hegemony.

Radical ideology comes into existence when a group begins to challenge the status quo in society, e.g. in relation to politics, economics, religion, race, gender, education. A radical ideology is defined by what it is against as well as what it stands for. Radicals are driven by their vision of what a better society could look like and the need to act in order to bring this about. They oppose injustice and inequality and abuse of power and privilege. They challenge all forms of disempowerment (lack of control over one's life chances) and seek to promote empowerment (being fully responsible for one's life chances). (Hicks, 2004, p. 134)

Hicks argues that adherents to the dominant ideology will see radicalism as dangerous but notes that over a period of time radical ideas and demands often become

incorporated into the dominant ideology. He cites the abolition of slavery and the establishment of votes for women as examples of this transition.

Brookfield (2005), in his discussion of the utility of theory, cites how the works of hooks (1994) and Poster (1989) demonstrate the utilitarian base of their critical theorising in the alleviation of their experiences of personal emotional pain and confusion within their writings.

> Theorizing – generating provisional explanations that help us understand and act in the world – helps us breathe clearly when we feel stifled by the smog of confusion. We theorize so we can understand what's happening to us and so that we can take informed actions. (Brookfield, 2005, p. 4)

Brookfield comments that everyday theories of action that frame the practice of adult educators are mostly highly functional, which, if not immediately useful, are often abandoned. In the acknowledgement of my personal perspective in Chapter One, I make note of the challenges faced in the design, development and evaluation of foundation education in the ITP sector (mostly through functional and highly prescribed methods and procedures) and the tensions experienced when attempting to negotiate and manage various stakeholders' needs. The confusion that I have encountered in managing these processes has been a motivator in my being been drawn to the potential value of critical theory and critical pedagogy for addressing the aim and research questions that have guided this research.

3.3 The historical and philosophical background of critical theory

Peters et al. (1996), recognised the importance of acknowledging the national and cultural history and contexts of critical theory in order to "enable critical reconstructions of the neo-liberal restructuring of the public sector and the sustained attack on universalist principles of welfare provision" (p. 12) within New Zealand. In a similar vein, this section provides a short history of critical theory which acknowledges its socio-cultural and socio-political milieus so that the use of this theoretical approach can be understood, in particular, with regard to tertiary education reforms in New Zealand and their impact on foundation education.

All too often reigning international paradigms (or fads), disputes and debates in the humanities and in social theory are transported unreflectively into different national and cultural contexts. It is not often recognised how such debates have, themselves, developed within social contexts that have been historically shaped by particular cultural and political forces. The result is that philosophical and theoretical arguments become distorted and insensitive to local histories and politics. (Peters et al., 1996, p. 9)

Critical theory, as a revisionist or neo-Marxist social theory was developed at the Frankfurt School, founded in 1923 by Felix Weil and associated with the Institute for Social Research, at Goethe University, Frankfurt, Germany. Leading figures within the school have included Max Horkheimer (Director, 1931-58), Walter Benjamin, Theodor Adorno, Jürgen Habermas and Herbert Marcuse. The initial idea of an independently founded institute was conceived with the aim of developing Marxist studies in Germany and to provide for studies on the labour movement and the origins of anti-Semitism, which, at the time, were being ignored in German intellectual and academic life. In 1933, due to the Nazi takeover, the institute temporarily transferred first to Geneva and then in 1935 to New York and Columbia University, returning to Frankfurt in 1949. Peters et al. (1996), state that the Frankfurt School's institutional development from 1923 to 1950 reflected the impact of World War I upon intellectual culture i.e., the Bolshevik revolution in Russia, the fragility of the Weimar republic, post war Germany with its economic depression and the rise of Nazism.

From this perspective, they [the early critical theorists] defied Marxist orthodoxy while deepening their belief that injustice and subjugation shape the lived world...Focusing their attention on the changing nature of capitalism, the early critical theorists analysed the mutating forms of domination that accompanied this change. (Kincheloe & McLaren, 2000, pp. 279-280)

Peters et al. (1996) note that critical theory was the legacy of historical forces and intellectual traditions or inspirations which can be traced back to the 1840s, to the left Hegelians, Karl Marx, Georg Lukas and Karl Korsch, as well as other intellectual influences such as that of Scoperhauer and Freud (p. 10). Critical theory draws on Marxist scholarship in particular "to illuminate the ways in which people accept as normal a world characterized by massive inequities and the systematic exploitation of the many by the few" (Brookfield, 2005, p. 2).

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The Frankfurt School developed as an "institutional identity" during the years of American exile from 1933 to 1950 (Peters et al., 1996, p. 11). Kincheloe and McLaren (2000) comment that Horkeimer, Adorno, and Marcuse, in particular were "shocked" by American culture, the taken-for-granted empirical practices of social science researchers, the contradictions between progressive American rhetoric of egalitarianism, and the reality of racial and class discrimination (p. 280). Kellner (n.d.-b) argues that the critical theory of society of the Frankfurt School continues to excite interest and controversy today and that critical theorists have deeply influenced contemporary social theory, philosophy, communications theory and research, cultural theory, and other disciplines, for over six decades.

> It is my conviction that the critical theory of the Frankfurt School continues to provide theoretical and political resources to draw upon to create theories and politics adequate to the contemporary era, an era of upheaval, unpredictability, utopian possibilities, authoritarian horrors, the resurgence of the radical right, and as yet unforeseen crises and openings for social transformation. (Kellner, n.d.-b, p. 3)

With respect to the consideration of critical theory within the realm of formal education, Kincheloe and McLaren (2000) note the work of critical educators such as Henry Giroux who criticised the argument made by Marxist scholars, such as Samuel Bowles and Herbert Gintis, that schools are "capitalist agencies of social, economic, cultural and bureaucratic reproduction" (p. 280). These critical educators contrasted these deterministic perspectives with the idea that schools, as 'venues of hope' could "become sites of resistance and democratic possibility through concerted efforts among teachers and students to work within a liberatory pedagogical framework" (p. 280). This liberatory or emancipatory pedagogical framework has been adopted by other critical pedagogues such as Brookfield (2005), Shor (1992, 1993) and Freire (1970, 2005).

> A critical approach to understanding adult learning sees it as comprising a number of crucial tasks such as learning how to how to perceive and challenge dominant ideology, unmask power, contest hegemony, overcome alienation, pursue liberation, reclaim reason, and practice democracy. (Brookfield, 2005, p. 2)

In a similar vein, Kellner (n.d.-a) discusses the need to develop a critical theory of education for democratising and reconstructing education to meet the challenges of a global and technological society.

> I argue that a democratic and multicultural reconstruction of education needs to build on and synthesize perspectives of classical philosophy of education, Deweyean radical pragmatism, Freirean critical pedagogy, post-structuralism, and various critical theories of gender, race, class, and society while criticizing obsolete idealist, elitist and antidemocratic aspects of traditional concepts of education. (Kellner, n.d.-a, pp.1-2)

Due to its heavy emphasis on socio-cultural and socio-political theory, the literature on critical theory is not always clear on pragmatic approaches to teaching from a critical perspective. However, Freire (1970, 2005), Brookfield (2005), and Degener (2001, 2006) are examples of critical pedagogues who do offer practical guidance and methods for the consideration and application of critical theoretical approaches within the field of adult education.

Brookfield (2005), observes that critical theorists in the field of adult education are primarily concerned with learning critical consciousness and describing or explaining the development of social and political awareness. He acknowledges that critical theory neglects some kinds of instrumental or technical learning and "should not be expected to account for the full range of learning activities evident in adults" (p. 2). Within the New Zealand context, Benseman (1998) observes that in the field of adult literacy education in this country, tutor training has focused on practical tutoring skills with a lack of theoretical content (see Table 3.5). Perhaps a perception that critical theory has little tangible or instrumental use at the programme or curriculum level is a reason why the uptake of critical theoretical and pedagogical approaches, or critical programme development or analysis has been minimal within ITPs. NZQA accreditation and approval criteria for certificate-level programmes (which drive the technical aspects of the design of programmes) are typically standards-based or competency focussed in the establishment of desired learning outcomes. While appropriate pedagogies may be mentioned in the teaching and learning sections of programme approval documentation, from my experience the overall programme developmental process is rather mechanistic

and it is usually only at degree level that a philosophical or pedagogical conceptual framework of a programme is required.

In order to understand how critical theory and critical pedagogy concepts can have relevant applications to the practice of adult foundation education, these concepts must be first explained.

3.4   An explanation of critical theory concepts within the education context

This section explains key concepts and principles relating to critical theory within the adult education context. An explanation of these concepts, as summarised in Table 3.2, is considered important as they underpin both the frame adopted for this study and Degener's (2001, 2006) research and analytical framework.

Degener (2001, 2006) outlines a number of themes inherent in critical pedagogy, drawing on the writings of a number of critical theorists (Auerbach; Edelsky; Gee; Giroux; Freire; Lankshear; McLaren; Macedo; Quigley; Shannon; and Shor), most of whom have contributed, in varying degrees, to the area of critical literacy as the main focus of her research. Table 3.3 describes these themes and, where appropriate, illustrates how these have particular relevance for the examination of foundation education policy and provision in New Zealand.

Table 3.2
Critical Theory in Education: Definition of Concepts

Concepts	Definitions
Critical education theory	As described by Ward (2006), critical education theory is the application of critical theory to educational theorising. It includes curriculum studies (what is able to be taught and who controls the process of legitimation), the hidden curriculum (informal behaviours and structures in the learning environment that involve subliminal learning of patterns of social control) and critical pedagogy. Critical pedagogy, as defined by Ward (2006.) is "the critical analysis and practice of classroom practices, demonstrating how they are shaped by, model and hence reproduce existing structures of power (class, race, gender etc.)." (p. 24). The examination of six areas of foundation programmes and foundation education policy within this study can be viewed as an effort to apply critical theory to educational theorising, particularly in the development of the foundation education conceptual model (see Chapter Eight) which is based on critical pedagogical constructs derived from the analysis and findings.
Critical literacy	Critical pedagogue Ira Shor (1992) defines critical literacy as "habits of thought, reading, writing, and speaking which go beneath surface meaning, first impressions, dominant myths, official pronouncements, traditional clichés, received wisdom, and mere opinions, to understand the deep meaning, root causes, social context, ideology, and personal consequences of any action, event, object, process, organization, experience, text, subject matter, policy, mass media, or discourse." (p. 129)

Critical literacy acknowledges that reading and writing take place within a historical, cultural, social, and political context. Critical literacy looks at how one's identity is inscribed by literacy practices. It encourages people to use reading and writing to better understand their positions in society and change societal inequalities. "Literacy is power, power to make a difference, power to be a person, power to be real. Literacy is the kind of strategic knowledge that puts one in command of the details of an art, craft, organization, means of communication, or form of behavior. But in the social media this power to command communication is readily abused, and the audience can be trained to take the abuse for granted." (McLaren, 2005, p. 23)

Critical theory in literacy (also called critical literacy) looks at how one's identity is inscribed by literacy practices. A person's level of literacy, the nature of the printed material that this person reads and writes, and the role that literacy plays in his or her community all contribute to how that person is perceived by him- or herself and by society. (Degener, 2001, p. 29) |
| Critical programme development | According to Ward (n.d.) critical programme development refers to the development of transformative programmes, which are programmes that assume the need for social change in order to achieve greater equity and justice. The development of such programmes requires a critical perspective on current educational policies and practices, seeing them as emanating from the dominant culture bent upon maintaining its functional and political dominance. Critical programme development directly confronts these structures and moves to initiate counter-hegemonic programmes that empower teachers and students to work for change. This study acknowledges the limited influence of critical programme development within foundation education in New Zealand and reasons for this lack of uptake are explored. The foundation education conceptual model and other findings (see Chapter Eight), are proposed as vehicles to enable aspects of critical programme development that could be considered in the design, development, delivery and evaluation of foundation programmes. As noted by Mezirow (1981) it is when educators address the domains of learning of social interaction (including educational process) and perspective or emancipatory transformation that the behaviourist approach to adult education is problematic. |

Table 3.2

Critical Theory in Education: Definition of Concepts (continued)

Concepts	Definitions
Critical programme analysis	According to Ward (n.d.) critical programme analysis assesses the effectiveness of programmes beyond the range of normative criteria and parameters. It asks the question - how does this (existing) programme fit into the wider web of social and economic relations to serve the interests of the "power" status quo and how might it be changed to work transformatively? It rejects, for instance the idea of education as a preparation for employment and asks critical questions such as - what kind of employment? Employed by whom? In other words it questions why the power asymmetries in everyday life continue to be reproduced by an education system that purports to be about social equity and justice. From these questions, it produces models and suggestions of programmes and pedagogies that resist the existing societal and political conditions and work for social change and personal emancipation. It is considered that the foundation conceptual framework developed within this study could aid in the critical programme analysis of foundation programmes.
Critical pedagogy	Critical pedagogy is the application of critical theory to the practice of teaching and learning. It is an element of critical education theory and views education as an opportunity for social transformation by challenging received notions of legitimate knowledge and by seeking to democratise the learning process and environment. It recognises the existence of power relationships within the learning environment and makes these the object of study. Major authors associated with critical pedagogy are Paulo Freire, Michael Apple, Peter McLaren, Joe. L. Kincheloe, Ira Shor, and Henry Giroux. Within New Zealand, Ward (2008) has developed a guide for putting critical pedagogical methods into practice, the "Ward Method" (p. 2)

Critical pedagogy as a teaching approach attempts to help students question and challenge domination, and the beliefs and practices that dominate. It is both the theory and practice of helping students achieve critical consciousness. This approach examines relationships between teaching and learning and can be seen as a continuous process of unlearning, learning and relearning, reflection, evaluation and the impact that these actions have on students, in particular students who have been historically disenfranchised by traditional schooling. Critical pedagogy opposes the banking concept of education which perceives students as "receptacles" (Freire, 1970, p. 72), neither capable nor free to construct their own knowledge, understanding and opinion of the curriculum, and of the world that surrounds them.

Critical pedagogy seeks to foster learning environments that examine the current socio-economic and political conditions that add to or that suppress the construction of social justice (Chung, 2004). For example, critical pedagogy calls for educators to address discriminatory views of mainstream populations who may perceive those on the margins of society as being incapable of succeeding or as being victims of a deficit due to their linguistic backgrounds, ethnicity, academic abilities, immigration status, race, gender or economic position. Foundation education policy and programmes are therefore potential vehicles to confront these views. Also, critical pedagogy calls for educators to realise that in sustaining the status quo, they cannot fully acknowledge and attend to the reasons why schools often fail the most disadvantaged students. |

Table 3.2

Critical Theory in Education: Definition of Concepts (continued)

Concepts	Definitions
Critical pedagogy (continued)	"Within the writings of critical pedagogy there is an explicit notion that education should lead to social action in the form of empowering the voiceless and the marginalized. This takes place through a radical approach to teaching that goes beyond simply taking a stance on an issue. Rather, critical teachers question the rationale behind the upholding of cultural hegemony in schools by the dominant class, and take action in integrating the students' needs and contributions in the construction of the democratic fabric of a classroom." (Chung, 2004, p. 5)

Table 3.3

Critical Pedagogy: Themes

Themes	Description
A focus on the marginalised	As foundation programmes often target disadvantaged or marginalised learners, the major goal of critical pedagogy to emancipate and educate all people regardless of their gender, class and ethnicity is entirely appropriate. Degener (2001) asserts that teachers should help marginalised students to recognise the need to change the wider conditions that "conspire to prevent their academic and socio-economic success" (p. 37). Given the high proportion of foundation learners (particularly in NorthTec foundation programmes) who come from marginalised groups, such as Māori and/or come from low socio-economic backgrounds, a critical pedagogical approach is considered appropriate for the delivery of most foundation programmes.
Consciousness raising	Education in critical pedagogy is a potentially liberating process in that it has the potential to raise students consciousness, help students develop a more accurate perception of their experiences, empower students to challenge oppressive social conditions and to work toward a more just society. As Giroux (1983) suggests, formal "schooling" ideally should enable students to be critically-thinking citizens who can take their place in the conduct of democratic life through "citizenship education" (p. 201). Within this study, the challenges in adopting this aspect of critical pedagogy for foundation education is recognised given the highly prescribed nature of tertiary education provision through Government quality assurance and funding agencies such as NZQA and TEC, respectively.
Education is political	Critical pedagogy recognises that education systems are political and are concerned with social justice. Critical pedagogy enables the recognition that decisions regarding the sort of curriculum that should be followed are political. It also provides a lens through which to examine and critique Government policy on foundation education by revealing hidden political assumptions. Freire argues that the "whole activity of education is political in nature" (Shor, 1993, p. 27) whether or not teachers and students acknowledge the politics in their work.

Table 3.3
Critical Pedagogy: Themes (continued)

Themes	Description
Curriculum is authentic and transformative	Curriculum in critical pedagogy is transformative and the materials used authentic to the learners' culture, lives and experiences. It is based on the idea that there is no one methodology that can work for all populations, the curriculum to be studied is based on the needs and interests of students and is framed through the use of student experiences and realities of their lives. This approach is appropriate for the curriculum in many foundation programmes as authentic materials help students link their knowledge to existing problems in society and possibly take necessary actions for its improvement. Transformative practices may also help students develop skills in reflection and action that allow them to recognise and work against oppressive conditions in society.
Fluidity of the relationship between tutors and students	Critical pedagogy provides a lens through which to critically examine the hierarchical position of teachers above the students with regard to their existing knowledge and institutional authority. Freire (1970) proposes that within a critical pedagogical approach there is a fluid relationship between teachers and students, that is, teachers are learners and learners are teachers. Therefore, learners are not recipients of knowledge, rather they become creators.
The tutor as the critical educator	Critical pedagogy enables the conceptualisation of the role of the teacher as a critical educator who may help students to understand reasons behind the facts. Critical educators are concerned about emancipatory knowledge that helps students understand how relations of power and privilege distort and manipulate social relationships.
The students as active learners	Critical pedagogy also enables the conceptualisation of the role of the students as active participants in their learning or as critical learners. Degener (2001) believes that by empowering students to reflect on their common-sense knowledge, they learn how to transform their lives. This is a shift, in Freire's terms, from naive consciousness to critical consciousness.
Inclusive learning environments	Critical pedagogy calls for learning environments that seek to teach beyond basic academic skills and aim to build supportive communities that promote critical learning and questioning.

Note: Adapted from Degener (2001, 2006)

With regard to New Zealand-based researchers' consideration of pedagogical approaches appropriate for foundation education, Anderson (2002a), introduces the notion of "responsible" pedagogy as "principled decision-making" by bridging or foundation educators with a "focus on optimising productive learning opportunities of students" (p. 1). She notes that foundation educators bring a variety of teaching histories to their classes, reflecting a wide range of experience and beliefs from their education and other areas of employment, and argues that this diversity positively contributes to the innovative and creating teaching activities used in foundation programmes.

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Responsible pedagogy is about creating a match between your perspective as an educator, the process of teaching, the social, economic and cultural context of your classroom and the pedagogical decisions you make. And finally it's about standing back and evaluating the success of the decision making. Success in bridging education is not just about exam passes or even getting students in to further study, it's about the quality of participation and contribution of your past students to future study, the workforce and community. (Anderson, 2002a, p. 5)

Anderson's (2002a) discussion and framework of responsible pedagogy for foundation educators has an affinity with critical pedagogy in that the later approach, as noted earlier, examines relationships between teaching and learning, in particular for students who have been historically disenfranchised by traditional schooling. She introduces four steps in the development of a coherent and integrated responsible pedagogy for individual bridging educators as described in Table 3.4.

Table 3.4
Developing Pedagogy for Foundation Educators

Steps	Description
Engagement of theory	This involves the identification of the theories that underpin a foundation educator's perspective and center around the question 'how do people learn.'
Establishment of models	This involves the establishment of a model of teaching process which grows out of a theoretical perspective that should be developed in the context of foundation education and appropriate theoretical frameworks. Critical theory is one such theoretical framework.
Identification and response to context	Anderson (2002a) argues that while there is some link between the pedagogy of adult learning and foundation education, this approach generally neglects the "extraordinary contradictions which make bridging education both problematic and capable of generating innovation and creativity" (p. 2).
	"The pedagogy of bridging education must account for students who have generally failed in their previous experiences of education but now have a great desire to learn and succeed. It must acknowledge ethnic, cultural, gender and age diversity but also prepare students for the frequently more closed environments of higher education and the professions." (Anderson, 2002a, p. 3)
Growth of professional judgement	Foundation educators must "read, research, discuss and develop judgement" (Anderson, 2002a, p. 3). Responsible pedagogical decision-making refers to the act of applying professional judgement to making choices about what to teach and how, "without this teaching is nothing more than 'programmed learning'" (Anderson, 2002a, p. 3).

Note: Adapted from Anderson (2002a, pp. 2-3)

3.5   The contribution of Freire

> One cannot expect positive results from an educational or political action program which fails to respect the particular view of the world held by the people. Such a program constitutes cultural invasion, good intentions notwithstanding. (Freire, 1970, p. 95)

Special note of the contribution of the Brazilian educator and philosopher, Paulo Freire (1921-1997), to critical pedagogical thinking and practice is made, including his connection with New Zealand, in part due to his visit in 1974 and its resulting initiatives and debate. His work became famous as he gained an international reputation for his programme of literacy education, especially for the rural and dispossessed in North-Eastern Brazil. This brief description of Freire's concepts is by no means inclusive of all his work. However, it does highlight aspects of Freire's work on critical pedagogy that are both acknowledged by Degener (2001, 2006) and are considered pertinent to foundation education in New Zealand, while recognising the context of his work in developing countries and how his notions have been applied with a "liberal tinge" to western countries (Findsen, 1999, p. 74).

Degener (2001, 2006) and a few New Zealand-based researchers and educators (Benseman, 1998; Findsen, 1999, 2007; Lankshear, 1993, Roberts, 1999; Tobias, 2006; Ward, 2007b) have recognised the important contribution of Freire as an educator, philosopher and theorist of critical pedagogy. In her doctoral research, Degener (2006) makes particular reference to Freire's contribution (along with other critical theorists such as Henry Giroux, Patrick Shannon and Ira Shor) in developing the central theme or belief running through the literature on critical theory, that educational systems are political. "Decisions about whom to hire, what curricula to follow, which books to buy, what language to use, are all political decisions" (Degener, 2006, p. 31).

Degener (2006) acknowledged the value of Freire's concept of *dialogic communication* between teachers and learners as opposed to the *banking concept of education.* This latter concept, as described in Freire's *Pedagogy of the Oppressed (1970),* (one of the foundational texts of critical pedagogy), conceives education or knowledge as "a gift bestowed by those who consider themselves knowledgeable upon those whom they

consider to know nothing" (p. 72). In contrast, dialogic communication is a means of actively involving students in their own learning.

Freire believed that educators must listen to and "respect the particular view of the world held by the people" (p. 95). As they enter tertiary education, the 'people' or students bring with them ways of knowing and explaining their experiences. To understand how students think, Freire believed that educators must investigate their students' "thematic universe - the complex of their '*generative themes*'" (p. 96). Derived from lived experience, a generative theme is a general statement, about or an assessment of, reality that, upon investigation, reveals larger patterns of inequalities. They are a means to connect students' personal experience to larger socio-economic and political patterns in society. Freire endorses students' ability to think critically about their education situation; this way of thinking allows them to recognise connections between their individual problems and experiences and the social contexts in which they are embedded. *Codification* is a way of gathering information in order to build up a picture (codify) of real situations and real people. *De-codification* is a process whereby the people in a group begin to identify with aspects of the situation until they feel themselves to be in the situation and so able to reflect critically upon its various aspects, thus gathering understanding. Emancipatory education focuses on the development of critical consciousness. Realising one's consciousness or *conscientisation* is a necessary first step of *praxis*, which is the power and know-how to take action against oppression while stressing the importance of emancipatory education. Praxis involves engaging in a cycle of theory, application, evaluation, reflection, and then back to theory. Social transformation is the product of praxis at the collective level.

Freire visited New Zealand in 1974 where, as noted by Roberts (1999), he was an inspirational figure for a series of movements and programmes centred on social change and issues of poverty, health, housing and education, many of which had a focus in particular for Māori as the indigenous and marginalised people of New Zealand. Dakin (1988), states that in the 1970s adult educators were "well aware that adult education agencies in New Zealand were not catering for the educationally underprivileged" (p.

89). He notes the influence of Freire's 1974 visit and UNESCO's 1976 general conference call for adult education to contribute to "developing a critical understanding of major contemporary problems and social changes, and the ability to play an active part in the progress of society with a view to achieving social justice" (Dakin, 1988, p. 89). Dakin (1988) argued that educators involved in adult continuing education[56] in New Zealand were more accustomed to responding to individual demand than social change and the idea that continuing education should stimulate a drive towards social change would not be universally acceptable in New Zealand. He did, however, see the relevance of Freire's ideas for adult continuing education in Māori communities as an educationally disadvantaged group.

Findsen (2007) comments that it is no accident that, in New Zealand, Freire's ideas found strong favour with leading Māori academics and that "some of the essential qualities of kura kaupapa[57] theory are distillations of Freirean pedagogy" (p. 548). An example of such is Smith's (1999) application of Freire's concepts of conscientisation, resistance and transformative praxis within a Kaupapa Māori transformative cycle within education. Benseman (1998) observes that, within the field of adult literacy in New Zealand, Māori literacy and associated epistemologies and pedagogies have been the area in which Freirean models have had the greatest uptake, with initiatives to translate kaupapa and oracy in Te Reo Māori operating in an often "hostile environment created by funding sources" (p. 24).

> As Te Apiha Kaiwhakahaere o te Motu of Te Whiri Kaupapa Ako, Yates (1996, p. 104) says, "'I believe the definition most similar to that espoused by Māori pedagogies would be the Freirean model which argues that to become more fully human, is to become ever more critically aware of one's world and be in creative control of it." (Benseman, 1998, p. 24)

Following Freire's death in 1997, the University of Auckland held a symposium to give expression to a range of 'voices' on the theory and practice of Freirean education in New

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[56] The term adult continuing education is at times confused with the term Adult and Community Education (ACE) the latter which describes education that enables adults to engage in education with few barriers to participation and in a context relevant to the learner; usually does not lead to a qualification; is generally focused on personal development and skill enhancement with associated social, civic and community benefits.
[57] Kura kaupapa Māori - Māori immersion school based on Māori practices and philosophies.

Zealand. Roberts (1999) compiled these contributions into a work which presents Freirean themes and ideas from different points of view including: indigenous, feminist, postmodernist and theological perspectives. While acknowledging how Freire's ideas have been enthusiastically embraced, Roberts cautions against romanticising the man and his work.

> Important weaknesses, contradictions and omissions have been identified (some by Freire himself, some by his critics) over the years. The sexist language in Freire's earlier books came under fire….his approach to adult literacy education has been seen by some as 'too political', by others as politically naïve. (Roberts, 1999, p. 15)

Benseman (1998) notes that probably the greatest contribution that Freire has made to New Zealand adult literacy has been in providing a comprehensive model with which adult educators, in particular adult literacy educators and researchers, can use to describe, analyse and debate their work. Evidence of this contribution is in the widespread use of Freirean terminology in educational debate by mainstream academics, from banking education to conscientisation; and in literacy practice, from generative themes to praxis. However, Benseman (1998) also argues that Freire's influence on the adult literacy field in New Zealand has not been great, especially at the level of practice and programmes.

> While Freire has undoubtedly been the Colossus to bestride the worlds of adult literacy and adult education internationally over the past two decades (and probably for the foreseeable future), it appears that he has had only a small impact on these fields in New Zealand. His thought undoubtedly dominates the terms and content of theoretical debates in these fields, but these involve only a minority of participants and have had minimal adaptation to the New Zealand context…The reasons for this low level of impact are open to speculation, but I have argued that they include the conservative nature of adult literacy in this country, a low level of awareness of Freire's work and the structural nature of provision which offers scant opportunity or support for Freirean programmes. (Benseman, 1998, p. 25)

Although Benseman's discussion focused specifically on the field of adult literacy, it can be argued that his reasoning can be applied to the broad field of foundation education as defined in this thesis (see Chapter Two, section 2.2.3). Benseman (1998) provides six

reasons for the poor uptake of Freirean approaches in New Zealand which are summarised in Table 3.5.

Table 3.5

Summary of Reasons for Limited Uptake of Freirean Approaches in New Zealand

Reasons	Description	Commentary
Tutor training	Most adult literacy training has focused on the training of tutors in practical tutoring skills with a lack of theoretical content.	Arguably, tutor training within New Zealand retains this focus (see Chapter Six, section 6.6). However, efforts have been made to articulate theoretical underpinnings of the Governments' literacy and numeracy policy directives, resources and qualifications for strengthening literacy and numeracy educational provision. TEC (2009a) published a 'theoretical framework' for strengthening literacy and numeracy educational provision which comprised of research-based findings. TEC (2009d) also published a guide for providers of NCALE for teaching adult literacy and numeracy educators. This guide acknowledges the pedagogical and research base of this qualification as being: evidence based research about adult literacy and numeracy; principles of adult learning; Mātauranga Māori; evidenced-based instruction; and the teaching and learning process. (TEC, 2009d, pp. 8-9) Neither of these important resources contains either discussion of nor reference to Freirean approaches to literacy education, although the works of educationalists such as Piaget, Vygotsky (TEC, 2009a) and Knowles (TEC, 2009d) are acknowledged within the reference sections of these publications.
Social conditions	Benseman's second reason for a low level of impact of Freire's work in New Zealand is the difference in social conditions between New Zealand and less egalitarian countries like Guinea-Bissau and Brazil where his influence has been greatest. Socio-economic conditions are acknowledged in considering the relevance of Freire's philosophy which was borne out of social conditions where extreme poverty drew clear lines between the oppressed and their oppressors, a context which informed Freire's *Pedagogy of the Oppressed* (1970). While there are few who would contest that social inequality in New Zealand has continued to increase dramatically (OCED, 2011), "none would argue that the poverty of Glen Eden and Otara evenly remotely matches that of Recife or Managua." (Benseman, 1998, p. 25).	OECD (2011) reports that the increase in income inequality among working-age New Zealanders between 1985 and the late 2000s was the largest among all OECD countries, (with the exception of Sweden) arising from the effects of globalisation, technological progress, regulatory reforms and changes in labour market institutes. Previously mentioned regional reports (TEC, 2003; NorthTec, 2008) on Te Tai Tokerau's economic and social indicators indicate that the level of poverty in certain areas within this region continues to increase as indicated with its designation as an 'acute' area for Government engagement. These factors have been considered within in this study with regard to appropriateness of Freirean approaches for local foundation programmes such as those offered by NorthTec.

Table 3.5

Summary of Reasons for Limited Uptake of Freirean Approaches in New Zealand (continued)

Reasons	Description	Commentary
Linguistic issues	Linguistic differences between Spanish and English are a factor which has often been overlooked in the debate of the applicability of Freire to other social contexts. Freire's methodology for teaching reading skills has not been readily transferred to contexts where English language is the norm rather than Spanish (the language in which most of Freire's literacy programmes were situated). Spanish is a phonetic language which lends itself consistently to the ready construction of whole words from syllables which the English language does not lend itself so readily to.	This study does not attempt to analyse Freire's methodology at a detailed level of linguistic application. Rather, this study considers the significance of Freire's philosophy and methodology within the context of critical pedagogy and its relevance to foundation education in New Zealand.
Funding mechanisms	Within New Zealand, centralised Government funding mechanisms for adult literacy means that it is difficult to put forward programmes that challenge the status quo in even a modest way and Government funding for anything but mainstream education is rarely tolerated in the New Zealand political environment. This is different from many other Western countries where radical adult education programmes are able to access significant funding from private foundations.	Benseman (1988) makes reference to the Kotare Research and Education Centre for Social Change at Warkworth (still in operation as the Kotare Trust) as an exception as their adult education programmes were developed independently of Government funding. However, the reality is that most TEOs in New Zealand are reliant on Government funding, whether from SAC or other funding pools.
Philosophical perspectives	The majority of people involved in adult literacy come from a liberal perspective and few are comfortable with a radical approach such as Freire's, with the exception of some Māori practitioners. Benseman (1988) comments that the only research in this general area (that he was aware of at the time of writing his article) was Benseman and Jones' (1983) survey of the characteristics and beliefs regarding adult education from 116 tutors working with the Auckland Worker's Educational Association (WEA) in New Zealand.	While research on the needs of foundation or 'priority learners' has become a significant focus over the last decade, there is an apparent dearth of research on the philosophical perspectives of those involved in foundation education. It is hoped that this study will provide some insight into the philosophical stances of foundation educators, managers and those involved in policy making or influencing the direction of foundation education in New Zealand.
Needs-based imperatives	Benseman (1998) recognises that even for educators who do support a radical approach to their work, there is often the dilemma of working within programmes which are based on an expressed needs approach.	Needs-based imperatives (determined by Government and/or providers) can be considered as major drivers for the establishment of foundation education programmes in New Zealand. These needs may include LLN, academic and employment skills focussing on specific target student populations. Educators are required to teach to the prescribed learning outcomes of these programmes which tend to be highly prescribed and functional.

Note: Adapted from Benseman (1998, pp. 25-27)

As a final comment on the relevancy of Freire's substantial body of work to understanding both foundation education policy and provision in New Zealand, and regardless of any explicit uptake of his concepts within foundation education programme design and development, his writings embody both a promise and hope of an educational philosophy in practice that I view as inspirational.

> Freire's influence is as strong as ever and a necessary antidote to neo-liberal practices of devolution, accountability, privatisation and individualisation. For instance, in the higher education sector especially, there is the need to be wary of excessive monitoring of individual staff performance and burdensome quality assurance mechanisms….In adult education within universities Freire's ideas function as a welcome relief to the dominant ideologies of individualism and competition and provide educators with an imperative for continuing with social justice-oriented projects aimed at helping to address social and cultural inequalities. (Findsen, 2007, p. 549)

As previously acknowledged, Degener's (2001, 2006) analytical framework incorporates critical pedagogical constructs, many of which are derived from Freire's work. The following section discusses her work and presents this framework.

3.6   Degener's research and analytical framework

This study recognises the contribution of Degener's (2001, 2006) research to the field of critical pedagogy, in particular her doctoral research on the philosophies and practices of teachers in family literacy programmes within the USA and the analytical frameworks which she developed. This section details her philosophical approach and analytical framework, both of which are based on recognised tenets of critical theory and the concept of a continuum of critical pedagogical constructs existing amongst educators within a range of programme areas. While this section briefly describes aspects of Degener's (2006) doctoral research within the context of the discussion on critical pedagogy, Chapter Four, section 4.3, summarises and discusses her research methodologies and processes used within her doctoral work in relation to research decisions made in this study.

3.6.1 Degener's philosophical approach

Degener (2006) uses the terms critical theory, critical pedagogy and critical literacy in her research, and, as it has been similarly acknowledged in this study, she states that their meanings are similar but not substitutable. Her definitions of these terms are also comparable to the definitions provided in section 3.4. In her review of the literature on family literacy within the USA (over the last 25 years), she examines "how the ideas of critical theory relate to family literacy and how family literacy programme practice has been impacted by critical pedagogy" (p. 11). While it is outside the scope of this study to describe Degener's (2006) detailed examination of family literacy programmes in the USA, parallels can be made between family literacy programmes and foundation programmes within New Zealand. Family literacy programmes can be considered to be a subset of what is understood internationally as access, developmental or enabling education programmes and as such, her findings and analytical framework can be applied to New Zealand foundation programmes as broadly defined in this study. The similarities between family literacy and foundation programmes are summarised in Table 3.6.

Table 3.6
Similarities Between USA Family Literacy Programmes and New Zealand Foundation programmes

Similarities	Description
New field of educational provision	Both family literacy programmes and foundation education are relatively new areas of provision under concerted Government policy directives.
Nomenclature	Both face definitional challenges in defining family literacy and foundation education.
Broad range of programmes	A broad range of programmes lying within the scope of both of these areas of provision.
Developmental focus	Both are developmental in terms of curriculum and incorporate a focus on the acquisition of functional and LLN skills.
Outcomes	Both have as intended outcomes as addressing the learning or achievement 'gap' and greater access to educational opportunities, particularly for marginalised learners or populations.
Deficit approach in terms of policy	Both have a tendency for national directives to take a deficit approach or view to the 'problems' that programmes target.
Potential for individual and social change	There is a recognition of the potential for both these areas of provision to be liberatory and empowering when the programmes are "situated in a socio-cultural context that reflects their learners' needs, beliefs and practices" (Degener, 2006, p. 18).

Given these similarities, Degener's concept of a continuum of critical pedagogical practices was considered useful in that it provides a possible bridge between often opposing functionalist and emancipatory discourses on the design, delivery and evaluation of foundation programmes in New Zealand. This polarisation of belief or value structures is one which I have experienced in my academic roles, which can become a minefield, particularly in the conceptual phase of designing local or regional foundation programmes.

In terms of her philosophical approach, Degener (2006) acknowledges the influence of Vygotsky's (1978) theory of social constructivism in her research, which takes the view that one's intellectual development results from social interactions within specific cultural contexts. As such, education should occur in meaningful contexts, and every effort should be made to connect 'school' experiences with students 'out-of-school' experiences. She also acknowledges the influence of Freire (1970) in informing her research through: articulating the importance of *dialogic communication* between teachers and learners a means of actively involving students in their own education; conceptualisation and criticism of the *banking model* of education; the use of *generative themes* to help students critically examine their lives and the society they live in and enable marginalised learners to 'read the world' while they 'read the word'; and the importance of critical pedagogy as a means to facilitate the shift of naïve consciousness to critical consciousness in learners.

> Critical theorists believe that adult literacy programs should not be confined to teaching specific literacy skills but rather should contextualize instruction within a framework of social activism and societal transformation. Critical adult literacy programs should be designed around the backgrounds, needs, and interests of students and should encourage a "dialogic" (as defined by Freire, 1993) relationship between teachers and students. (Degener, 2001, p. 27)

Degener (2006) notes that the application of critical theory to the field of family literacy is relatively new and that there have been few studies (Degener, 1999; Elish-Piper, 2000; & Purcell-Gates et al., 2001, cited in Degener, 2006, p. 38) undertaken to characterise family literacy programmes according to critical pedagogical precepts or themes. Her concept of a continuum of pedagogical practice developed early on in her research in her

1999 'pilot' study, which reviewed the written accounts of different family literacy programmes to determine the degree to which critical pedagogy is manifested.

In taking the stance that there exists a continuum of a critical pedagogical practices across programme areas, Degener (2006) acknowledged that her approach may lend itself to criticism from critical theorists in that, by deconstructing educational programmes across a continuum of practice, the essential philosophy and intent that critical theory embodies may be lost.

> I anticipate that critical theorists will object to my findings, saying that critical pedagogy cannot be applied to one program area or another, but must be reflected across all areas of instruction. Critical pedagogy is not, after all, a technique that is applied discretely, but rather embodies a philosophy and belief system about what education is, who we hope to educate, and what we hope to accomplish through education. (Degener, 2006, p. 142)

3.6.2   Degener's analytical framework

Degener's work can be considered as formative for addressing the aim of this study (see Table 1.1) in that the notion that foundation policy and programmes could be viewed or mapped across a continuum of critical and non-critical educational concepts, philosophies and practices. The main goal of Degener's (2006) doctoral research was to "develop a better understanding of pedagogical practices within existing family literacy programme" (p. 1) and her study provided evidence that family literacy programmes cannot be divided into two factions: critical or non-critical. She argued her research could help put to rest the conflict she observed in the field between critical educators and mainstream family literacy proponents by examining the degree to which different family literacy programmes actually reflect critical pedagogy.

> A small but vocal group of researchers and educators (Auerbach, 1989; Elish-Piper, 2000; Rodriguez-Brown & Mulhern, 1993; Taylor, 1997) have called for family literacy programs to reflect critical pedagogical practices rather than the mainstream values and educational practices they claim are inherent in most family literacy programs in the U.S. (Degener, 2006, p. 1)

Two assumptions are made in this study with regard to the relevancy of Degener's analytical framework. The first is that there are similarities between the types of adult education programmes that Degener's research targeted and that of foundation programmes in New Zealand as described in Table 3.6. A second assumption is that Degener's (2006) doctoral research procedures and findings are both valid and reliable. Chapter Four discusses the significance of Degener's research methodology in terms of the decisions made on research strategies chosen and describes the validity and reliability aspects of Degener's research.

Degener's research and analytical framework evolved within three main research outputs produced over a period of seven years. A summary of her research and the evolution of her analytical framework are described in Table 3.7.

Degener's pilot study used the application of the critical theoretical themes or lens for examining family literacy programmes within specific programme areas which resulted in the first version of the analytical framework as depicted in Table 3.8. The 2001 version of Degener's analytical framework of four degrees of critical pedagogy across six elements of adult education programmes has been used in this study as it is more generic (see Table 3.9).

Table 3.7

Summary of Degener's' Research and the Development of her Analytical Framework

Research	Description
Pilot study, conducted in 1999, as a qualifying paper for Harvard University Graduate School of Education	It was from this work that her analytical framework first developed (see Table 3.8). It involved a literature review of critical theorists and the written accounts of different family literacy programmes to answer two questions: 1. What is critical pedagogy and how would it be manifested, ideally, in family literacy programmes? 2. To what degree is critical pedagogy actually manifested within existing family literacy programmes in the USA and other English-speaking countries? (Degener, 2006, p. 6) The literature review enabled Degener to synthesise four common precepts or themes of critical theorists in relation to critical pedagogy: 1. Education is political. 2. Dominant ideologies and culture dictate educational practices. 3. Students must be actively involved in their education. 4. Language is ideological and serves to construct norms within classrooms. (Degener, 2006, p. 6) Within her pilot study, Degener used this framework to analyse written descriptions of 22 family literacy programmes to determine the extent to which each programme reflected, or contradicted, the basic beliefs of critical literacy across six programme areas. 1. programme philosophy; 2. programme structure; 3. curriculum; 4. teacher development; 5. the teacher/parent relationship; and 6. assessment. (Degener, 2006, pp. 6-7) She found that most programmes reflected some critical and some non-critical ideas in each area, and were not easily categorised. "For, example, when I examined programs' philosophies about family literacy it became clear that I could not place programs into one of two categories, critical or non-critical. Varying degrees of critical pedagogy were evident, while some programs expressed critical beliefs. Because of this I developed four levels of pedagogical practice – highly critical, somewhat critical, somewhat non-critical and highly non-critical." (Degener, 2006, p. 7)

Table 3.7
Summary of Degener's' Research and the Development of her Analytical Framework
(*continued*)

Research	Description
Degener's (2001) article: *Making sense of critical pedagogy in adult literacy education.*	Degener further applied the critical theoretical themes to the six areas within educational programmes that critical theorists use to organise their thinking about the pedagogical application of critical theory. She went onto to explore the themes and programme areas in her framework in greater detail which resulted in the analytical framework depicted in Table 3.9. This version of her analytical framework examines literacy educational programmes in terms of the extent to which they reflect critical pedagogy within four degrees of critical pedagogy across six elements of education programmes. It is this latter framework that has been used in this study as it has a more generic foundation education focus than her first version (Table 3.8) which focused only on family literacy programmes. Also her later version specifies the critical constructs across more generic programme terms, for example, the "teacher-parent relationship" in her early version became the "teacher-student relationship" in her 2001 version.
	Degener (2001) argued that it is possible for a programme to have critical features and still be considered a non-critical programme. She provided an example of a programme that provided teachers with in-depth training on multiple literacies and multicultural awareness and involved its students in collaborations on assessment and programme structure, both features argued to reflect aspects of critical pedagogical practice. Despite having these critical elements, this particular programme also espoused the philosophy that learning basic literacy skills was the only mechanism needed to changing the lives of learners. This particular programme employed a curriculum that was not at all related to the lives of students but, rather, covered skills sequentially and used de-contextualised workbooks and texts. Hence, "this kind of programme could not be characterised as critical as its philosophy, curriculum, and materials anchored it at the non-critical end of the continuum" (Degener, 2001, p. 49).
Degener's (2006) doctoral research, *What's critical about family literacy? A descriptive study of critical pedagogical practices in family literacy programs.*	Degener (2006) progressed with her doctoral work to examine the actual critical and non-critical pedagogical precepts and practices of teachers in family literacy programmes from a large representative sample of programmes. She examined the 'community' of family literacy programme philosophies and teaching practice in what she perceived as a largely theoretical divide between critical and non-critical pedagogical practices and philosophies and argued that family literacy educators operate in practice across a continuum, as opposed to this divide. Guided by her analytical framework, she aimed to establish a knowledge base about the degree to which USA family literacy programmes employ critical pedagogies. Her doctoral research addressed two questions:
	1. To what extent do family literacy teachers reflect critical pedagogy in the programme areas of philosophy, structure, curriculum, teacher preparation, parent-teacher relationships and assessment? 2. What relationships exist between the pedagogical practices of family literacy programmes and the following characteristics: racial/ethnic background of families and teachers; source of funding; teachers' educational background and/or years of experience; geographic location of programme? (Degener, 2006, p. 42)

Table 3.7

Summary of Degener's' Research and the Development of her Analytical Framework
(*continued*)

Research	Description
Degener's (2006) doctoral research, *What's critical about family literacy? A descriptive study of critical pedagogical practices in family literacy programs.* (*continued*)	Briefly, her research involved a survey of 81 teachers from randomly selected family literacy programmes in 15 cities in the USA, with follow-up interviews with eight of these teachers. The survey asked about their teaching philosophy and practice in the following areas: philosophy; programme structure; curriculum; and teacher/parent relationships. Rasch analysis was used to place teachers on a continuum from less critical to more critical. Using descriptive information from the survey, regression analyses were conducted to determine which characteristics of teachers, their students, or their programmes were associated with critical pedagogical practices. The results showed that few teachers manifested highly critical or non-critical pedagogy across the different programme areas. The interviews enabled a more complete description of programme practices as well as triangulating the results of the survey. Teachers with critical philosophies did not necessarily have critical curricula. Similarly, teachers with non-critical philosophies often revealed a more critical approach to their relationships with parents. Characteristics of programmes associated with critical pedagogy included: the location of classes (e.g., at a community centre or at parents' homes); whether or not the programme had a required or prescribed curriculum; years the teacher had been at the programme; the hours per week a teacher worked; and the percentage of immigrant students in class.

Degener's (2006) doctoral work represents a significant contribution to the consideration of critical theory and pedagogy in practice in that her findings can be used to challenge assertions of critical theorists, specifically in the field of family literacy education provision, that educational provision can be divided into two camps: critical and non-critical. She posited that her research results could be used to bridge the divide between critical and liberal functionalist theorists in her area of focus. |

Table 3.8
Four Levels of Critical Pedagogy in Family Literacy Programme Philosophies

Continuum of pedagogy	Description
Highly critical:	• literacy is political – important for helping parents advocate for change in their lives; • improved literacy skills lead to personal growth and empowerment; • literacy is context-specific; and • relationship between parents and teacher is viewed as partnership.
Somewhat critical:	• primary goal is enhancing literacy skills of parents; • improved literacy skills leads to personal growth and empowerment • literacy is context-specific; and • relationship between parents and teachers is viewed as partnership.
Somewhat non-critical:	• Enhancing literacy skills of parents is primary goal; • Parents have knowledge skills and cultural practices that positively influence their children's academic development; and • Literacy development of families is a key factor in children's academic success.
Highly non-critical:	• Parents are to blame when their children have academic difficulties; • Parents don't value education; don't provide literacy rich experiences for their children; and • Reading aloud is necessary to promote children's literacy development.

Note: Adapted from Degener (2006, p. 8)

Within this study, Degener's analytical framework and critical pedagogical constructs are used to examine areas such as: the nature of the tutor and student relationship; the dynamic of the tutor as the critical educator; the extent to which foundation students are active learners; and the inclusivity of learning environments within foundation programmes. The pedagogical constructs or statements within Table 3.9, along with relevant aspects of Degener's (2006) survey and interview research instruments were used to develop the interview schedules (see Appendix D). Chapter Six presents the tenets and pedagogical approaches as described by Degener (2001) for each of the six programme areas, followed by a summary of the questions and presentation of the analysis and findings for each programme area. Chapter Eight picks up on the equivalent of Degener's (2006) recommendation for further research into "best practices" (p. 141) of family literacy provision through an examination of the findings and analysis of this study against Trewartha's (2008) success factors for foundation education provision (see Table 2.22).

Table 3.9
Four Degrees of Critical Pedagogy Across Six Elements of Adult Education Programmes

	Presuppositions, Philosophy and Goals	Structure	Curriculum and Materials	Teacher Development	Teacher – Student Relationship	Evaluation
Highly critical	Education should be used for personal growth and empowerment.	Student input is sought continually.	Emphasis is placed on reading, writing and other activities that help students deal with personal needs and concerns, at home and within the community.	Teachers are tuned into the types of literacy materials and practices that students use outside school.	Students are seen as teachers, teachers as learners. Teachers actively demonstrate their willingness to learn from students.	Greatest emphasis is placed on whether students meet goals they have set for themselves.
	Learning is a meaning-making process that takes place within specific contexts.	Students are involved in deciding when classes meet.	Writing, reading and other skills are seen as tools to help students deal with life issues and political action.	Teachers learn about issues of importance to individual students as well as community issues.	Dialogue between students and teachers helps students to discover their voices.	Students are active partners in evaluation; conferences with students take place throughout the term.
	Education is political in nature and important for enhancing students' abilities to advocate for change in their lives	Community members have a partnership role in programming planning.			Teachers and students share control of and responsibility for the programme.	Standardised tests are not used. Programme success is measured by how students use the skills they have acquired to negotiate change in their world.
					Teachers guide students toward taking action to solve problems.	

Table 3.9

Four Degrees of Critical Pedagogy Across Six Elements of Adult Education Programmes (continued)

	Presuppositions, Philosophy and Goals	Structure	Curriculum and Materials	Teacher Development	Teacher – Student Relationship	Evaluation
Somewhat Critical	Education should be used for personal growth and empowerment.	Student input is sought before the programme begins; class agendas are organised around student needs and interests.	There is no pre-set curriculum.	Teachers' belief systems are considered integral to programme success, as is the curriculum or materials being used.	Students are seen as teachers, teachers as learners. Dialogue between students and teachers helps students to discover their voices.	Portfolios may be used as part of the evaluation process; students decide on its content.
	Learning is a meaning-making process that takes place within a specific context.	Students are involved in deciding when and where classes meet.	Literacy and other basic skills are taught in the context of socially or culturally relevant activities.	Training focuses on multicultural learning styles and different literacy environments.		Students play a large role in their assessment, including setting and evaluating goals.
			Students are given choices as to which materials and activities will be used in class.			Students' ability to negotiate with social institutions outside the programme is seen as an indicator of success.
						Standardised tests may be used.

Table 3.9

Four Degrees of Critical Pedagogy Across Six Elements of Adult Education Programmes (continued)

	Presuppositions, Philosophy and Goals	Structure	Curriculum and Materials	Teacher Development	Teacher – Student Relationship	Evaluation
Somewhat Non-critical	Literacy and other basic skill development is the answer to the social and economic problems of marginalised groups.	Students are included in program initiation and are asked for input.	The curriculum is generally planned, but attempts are made to link the curriculum to students' every day experiences.	Teachers modify materials and curricula to meet student needs.	Classes are teacher directed, but teachers make an effort to tune into the life needs of students.	Heavy emphasis is placed on academic progress, measured by standardised tests.
	Students bring with them to the classroom some basic knowledge and experiences that programs build from	Students are involved in supplementary decision making.	The curriculum is modified to match students' interests or needs.	Training emphasises the importance of understanding the community in which one teaches.	Open communication between students and teachers is seen as very important.	Programme success is partially measured by the extent to which students meet their own goals.
			Students participate in discussions that help them relate the reading material to their own lives.	Training exposes teachers to theories of learning so that they have a theoretical framework on which to base their instruction.	Teachers ask students for input on the topics covered in class.	Students provide feedback throughout the term.
						Evaluation may be based on interviews with students and their self-reported success.

Table 3.9

Four Degrees of Critical Pedagogy Across Six Elements of Adult Education Programmes (continued)

	Presuppositions, Philosophy and Goals	Structure	Curriculum and Materials	Teacher Development	Teacher – Student Relationship	Evaluation
Highly non-critical	Literacy and other basic skill development is the answer to the social and economic problems of marginalised groups.	Students are not included in any part of the programme planning process.	Curricula are pre-set and unchanging, no matter what students' cultural or language needs are.	Emphasis is placed on learning to plan class time and using time wisely.	Classes are teacher directed.	Heavy emphasis is placed on academic progress, measured by standardised tests.
	Many students fail because they or their families (or both) do not value education.		The curriculum does not reflect students' interests or crucial life issues; it may reflect student skill levels.	Teachers learn specific methodologies and must have a good understanding of basic skills.	Teachers make no effort to learn about students or to modify instruction to meet student needs or interests.	Evaluation is based on programme goals and expectation, not student goals.
						Evaluation takes place only at the end of the term.

Note: Adapted from Degener (2001, pp. 50-53)

In terms of other models of education which incorporate aspects of critical pedagogy, Askew and Carnell's (1998) "transformatory approach" to learning which "integrates a focus on the learner, the group, social context and the action learning process" (p. 7), presents a typology of models of education which can be seen as complementing Degener's analytical framework. Their typology (see Figure 3.2) represents a four-fold classification based on a matrix that maps ideologies about knowledge and the role of education in society. The four educational frameworks exist on a spectrum of education for social transformation (or social change) and education for social regulation (maintaining the status quo). The typology also explores beliefs around whether knowledge is extrinsic or intrinsic (external or internal) to the individual and beliefs on whether to the task of education is to fit people into the existing society or to question the nature of that society. Functionalist education maintains the status quo while ensuring learners contribute to the needs of the economy; client-centered education maintains the status quo while raising the potential of the individual; social justice education encourages social change through collective responsibility for societal transformation; and liberatory education encourages social change through individual transformation.

Askew and Carnell (1998) argue that their transformatory approach to learning "embodies the practical application of the liberatory model of education" (p. 3). The liberatory and social justice ideologies or models can be seen as lying towards Degener's critical end of the continuum of critical pedagogy with the client centered and functionalist models lying at the non-critical end of this continuum.

Radical change

Liberatory
- bringing about individual change as a prerequisite for change in society
- facilitating interpersonal relationships
- curriculum based on developing skills of self-reflection and analysis of experiences, particularly relating to inequality

Social justice
- encouraging responsibility for changing society
- teaching based on radical analysis of social injustice in society
- curriculum based on developing skills of critical analysis and social awareness

Intrinsic knowledge ←——————————→ **Extrinsic knowledge**

Client-centred
- developing individual potential
- developing commitment to social and cultural norms through shared understanding of social values
- curriculum based on perceived needs and ability level of the individual

Functionalist
- imparting objective knowledge and skills which are useful and practically applicable in society
- reinforcing social and cultural norms through training and instruction
- curriculum based either on perceived needs of economy and society or on perceptions of 'worthwhile' knowledge

Social regulation

Figure 3.2.   Typology of models of education. (Askew & Carnell, p. 84)

In summary, Degener's analytical framework (as described in Table 3.9) has been adopted to examine both the foundation programmes at NorthTec and foundation education policy for a range of critical pedagogical practice based on her critical pedagogical constructs. Relevant aspects of her research protocols have been adapted and contextualised for the New Zealand tertiary education environment and extended to the realm of foundation education policy and practice.

3.7   New Zealand foundation education and critical theory/pedagogy

The radical transformation of New Zealand's education system that has taken place over the past 15 years has had profound effects upon the teaching profession. By placing the emphasis firmly on the economic purposes of public education, neo-liberal policies have eroded fundamental democratic values of collective responsibility, cooperation, social justice and trust. (Codd, 2005, p. 204)

As noted in Chapter One, the impact and relevance of a critical theoretical and/or critical pedagogical approach to foundation education in New Zealand has been recognised by a number of academics and researchers in the adult education field. This section provides a synopsis of existing academic discussion and/or research on the consideration of these approaches as appropriate to foundation education within three contexts, that of: foundation programmes and qualifications; professional education of tutors; and Government policy. The relevance and potential usefulness of this research against these contexts is also provided.

Foundation programmes and qualifications: Coltman (2004) observed that the critical theory approach is having a greater uptake in bridging programmes in the ITP sector, in order to develop programmes that are more responsive to changing stakeholder needs.

> The organic nature of most polytechnic based bridging programmes means that no singular theory drives their operation or structure. As they develop in response to changing institutional, community and demographic needs, theories of learning that tend more to the critical approach are emerging. The unpublished works of a number of bridging educators (Hartford, McKegg, Morgan, Pou, Trewartha) look to the deconstruction of existing theories and practices so as to embrace a more diverse student population and enable them to have access to tertiary programmes. (Coltman, 2004)

There is a lack of research within the tertiary sector (and the ITP sector in particular) on the philosophical underpinning of foundation programmes and qualifications as a whole. Benseman and Jones' (1983) research on the philosophies of WEA and tutors is one exception. However, WEA, as a voluntary tertiary agency that no longer receives Government funding, cannot be said to be representative of the tertiary sector. Also, as noted previously, much of the postgraduate work on bridging and foundation education in New Zealand, has tended to focus on specific programmes or disciplines (see Chapter Two) rather than the broad field of policy or provision.

Govers (2011a) comments that there is a dearth of research that provides an understanding of how, and on what basis, programme design decisions are made in the context of tertiary education in New Zealand. Her doctoral research based in the ITP

sector, provides various "lenses" through which to consider programme design practice which can be seen to derive from a range of philosophical approaches to adult education including that of both functionalist and critical approaches. These lenses are outlined in Table 3.10.

Table 3.10
Lenses for Programme Design Practice

Lenses	Description
Teaching and Learning	The teaching and learning lens shows how language shapes the conceptualisations of a programme and how these conceptualisations relate to views on teaching and learning.
Rational	The rational lens shows how models and frameworks influence programmes, how these models and frameworks become rationalisations that are often used unconsciously, and what the implications of this are.
Cultural	The cultural lens allows exploring what is considered normal within programme design practice and indicates how differences from the norm are being approached.
Personal Experience	The personal experience lens highlights how the personal experiences of people involved contribute to programme design considerations and decision-making.
Ethical	The ethical lens investigates how peoples' moral and professional responsibilities influence their programme design practice.
Business	The business lens illustrates the contribution of business considerations to programme design.
Social-Political	The social-political lens highlights how people's formally and informally assigned roles and responsibilities, their political responsibilities, and their negotiations between multiple responsibilities impact on programme design practice

Note: Adapted from Govers (2011a, pp. iii-iv)

Govers (2011a) believes that the most comprehensive programme design theory in adult education for an understanding of programme design practice is that of Cervero and Wilson (1994, 1998, 2001). "They argue that programme design decisions can be understood as a result of the negotiation of the power and the interests of the people involved" (Govers, 2011a, p. 46).

In terms of Degener's continuum of highly critical to highly non-critical pedagogical approaches to family literacy programmes, the social-political and cultural lens can be

seen as lying towards the critical end of the continuum with the business and rational lens lying more towards the non-critical end of the continuum. Govers' (2011a) lenses could be considered as a useful framework in the consideration of foundation programmes, which could perhaps be extended to other programme areas than just programme design practice, such as decision making practices in the six programme areas identified by Degener. A detailed examination of Govers' lenses framework within the area of foundation education is however, outside the scope of this study.

As this study purposively adopts both a critical theoretical and critical pedagogical approach to the examination of foundation programmes, it is hoped that the research findings may provide a base for robust discussion on the potential relevance of these approaches in the deliberate articulation of these programmes including their design, development, delivery and evaluation phases. Chapter Eight, section 8.2.2 outlines potential tools, methodologies and processes that could be developed from the research findings and the foundation education conceptual framework, including self-assessment and programme development and design tools.

Professional education of foundation educators: Degener (2001, 2006), argues that teachers of critical adult programmes need to be knowledgeable about the factors that contribute to social inequalities and should be educated in areas such as critical theory, critical pedagogy, educational theory, social theory, and adult literacy. Although it is beyond the scope of this study to examine in detail the extent to which the subject-areas of critical theory and pedagogy influence the curriculum of tutor qualifications or professional development opportunities, this research does examine the range of training topics and professional development experiences that foundation education tutors at NorthTec experience (see Chapter Six, section 6.6).

Denny (2008) argues that in order to inform the foundation education sector in New Zealand "there is an urgent need for research into the backgrounds and educational experiences of foundation education tutors, how they shape their teaching beliefs and practices; their pathways to practice and their current and future development needs" (p. 180).

In terms of formal teaching qualifications, NCALE (Educator) and NCALNE (Voc), developed in the mid-2000s, can be seen as the main entry level national qualifications offered within New Zealand for adult literacy and numeracy education, with NCALNE (Voc) becoming the minimum qualification requirement for those teaching NZQF Level One and Two foundation qualifications in 2015. Prior to this Government policy directive, most ITPs required, as a general minimum standard, their tutors to hold, or be working towards completing, the equivalent of NorthTec's Certificate in Adult Teaching (Level 5) (CAT), or a higher teaching qualification.

In terms of profession development, it would be fair to say that the establishment of Ako Aotearoa has provided a platform for the professionalisation of adult educators in the tertiary sector through its research, resources and communities, of which foundation education is one specific community and research focus.

Within the University sector the University of Auckland, Faculty of Education, School of Critical Studies in Education's (CRSTIE) academics and students are engaged in research and scholarship centred on the transformative potential of education with a focus on improving learner outcomes and societal opportunity. The role of centres such as CRSTIE in encouraging a critical approach to teaching and learning is important as some of these graduates may be teaching (or go on to teach) in the ITP sector. As indicated in Chapter Six, 47% of the tutors interviewed hold postgraduate and undergraduate degrees in education and teaching (see Table 6.50).

The analysis and findings from the research, as contained in Chapter Six, section 6.6, may provide a sound basis for a discussion of how tutor qualifications and professional development opportunities can embrace aspects of critical pedagogy as relevant to the learners within their programmes. Chapter Eight, section 8.8.2, proposes the development of 'professional development seminar guides' from the foundation education conceptual framework that could be used to inform foundation educators of the potential usefulness of a critical theoretical and pedagogical approach in their practice. Such an approach may go some way to recognising "the role of teachers in the reconstruction of democratic citizenship" (Codd, 2005, p. 204).

Foundation education policy: Despite the fact that neo-liberal Government policies for foundation education in New Zealand can be said to have had an increasing prominence over at least the last two decades, there has been little research on philosophical and ideological drivers for these policies. Chapter Two has provided a discussion of foundation education policy in New Zealand along with a discussion of tertiary education reforms and the TESs. It is also argued that successive neo-liberal reforms have re-engineered the funding and governance structures of both New Zealand and Australian tertiary education, which has impacted detrimentally on the concepts of academic freedom and institutional autonomy (Andrews, 2002; Zepke 2012). Ashcroft and Nairn (2004), argue that as a consequence of the tertiary education reforms, TEC will "become the panopticon 'tower' of New Zealand's tertiary education sector" (p. 44) and that rather than providing the voice of "critic and conscience", academics are likely to demonstrate "voluntary" compliance to the TEC in order to secure their careers.

> Under the recent and ongoing tertiary education reforms academics are exposed to a form of panopticism where they are constantly monitored and assessed through ongoing peer evaluations, departmental reviews, annual performance appraisals, student endorsements and by their success or failure in accessing external research funding. As a consequence of this endless scrutiny, academics begin to monitor their own activities to ensure that they constantly comply with management's various expectations of them. (Ashcroft & Nairn, 2004, p.51)

Tobias (2006), in his discussion of the transformative potential of foundation education[58] for enabling learners "to develop their capacities to challenge hegemonic discourses" (p. 4), also raises questions about the understandings or philosophies of foundation education implicit in Government policy.

> Much of the theory and research underpinning policy and practice in transition education is grounded implicitly or explicitly in technicist and liberal functionalist discourses. Under capitalism the discourses of liberal functionalism generally assume the desirability of a market model of society and, in many instances, endorse the application of a market model to education (the 'commodification' of education). Within these discourses emphasis has often been placed on the testing, diagnosis and 'treatment' or instruction of those

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[58] Tobias (2006) uses the term 'transition' education to encompass all forms of access, bridging and foundation education, including English-language programmes that enable speakers of other languages to study at tertiary education institutions in New Zealand (p. 3)

alleged to have learning difficulties or skill deficits and the development of programmes to manage the learning behaviours of individual learners. It has also been argued that the transition journey is a necessary and desirable one for those who may have 'failed' or 'dropped out of' school' or who may be unemployed and have few if any educational or occupational qualifications recognised in the labour market. (Tobias, 2006, p. 3)

In his critique of technicist and liberal functionalist discourses, which he believes are inherent in both foundation education policy and practice, Tobias (2006) argues that these discourses reduce foundation education to serving largely an ameliorative function and that foundation education can most usefully be understood as forms of critical practice. This is similar to Degener's (2001, 2006) philosophical approach in the examination of critical practice in family literacy programmes.

Tobias's (2006) analysis of criticisms of liberal functionalist discourses and policy in foundation education (Allman, 2001; Freire, 1973; Giroux, 1983; Mayo and Thompson, 1995; Peters, Olssen, and Lankshear, 2003; Wangoola and Youngman, 1996; Welton, 1995), include its failure to:

- raise questions about structured inequalities in the distribution of power in society, and the role of education in maintaining and reproducing these power relations;

- address issues arising out of imperialism and colonialism and their impact, together with patriarchal and capitalist structures, on shaping dominant forms and practices of tertiary and foundation education;

- address questions about the ways in which the forces of global capitalism have shaped dominant forms and practices of education, including foundation education; and

- recognise that there have been programmes of critical pedagogy that have played a key role in the struggles of oppressed and exploited peoples to challenge the dominant ideologies in society and to effect change in exploitative structures. (Tobias, 2006, p. 7)

Tobias (2006) also notes that there are very few foundation programmes that advocate social change and that liberal functionalist discourses and policy in foundation education

frequently accords an unwarranted degree of autonomy and capacity to bring about social change.

> Some programmes of adult education, it is argued, do contribute to social change. However, these social change-oriented programmes are few and far between. Many programmes of adult and transition education developed in recent years perform welfarist functions or functions closely related to the rapidly changing demands of the globalised labour market, while others serve functions very similar to those of formal schooling. In fact, these programmes may be more accurately reconceptualised as extensions into the adult years of the cultural reproduction, legitimation, social control, and labour market allocation functions associated with schooling. (Tobias, 2006, p. 7)

The discussion of the relevance of critical theory to the New Zealand adult education realm must be situated in the history of this essentially colonised country. Ward (2007a), states that, in New Zealand, the State has continually made and changed laws that benefit the colonising European (Pakeha) culture and penalised Māori, as the Tangata Whenua[59]. "This applies to issues of: land confiscation; educational funding; curriculum development, language protection and parliamentary legislation" (Ward, 2007a, p. 32). Ward (2007a) argues that colonisation's purpose was the acquisition of resources to fuel emerging capitalist production and capital accumulation. Christianity became the main vehicle by which Europeans' values were imposed upon indigenous peoples and its imposition through education was both "subtle and devastating" for the cosmologies and ideologies of Māori life (Ward, 2007a, p. 15). It should also be recognised that the dominant Pakeha culture and the Tangata Whenua have two different constitutional realities.

> Māori believe that the Treaty of Waitangi established a *partnership*. The Crown believes it established a *system of control*. Its intended control was already inscribed in the 1840 Treaty, where the English version specifically omits to mention the surrender of *Rangatiratanga* (Chiefly Authority), only Kawanatanga (Governance). (Ward, 2007a, p. 32)

Ward (2007a) notes that colonisation is not historical, but persists today. He gives, as an example, the changes in education funding by the Crown (around 2007) as stemming the flow of Māori access to tertiary study just when Māori were beginning to access tertiary

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[59] People of the land; original inhabitants of the country (i.e., Māori)

study in unprecedented numbers. This research acknowledges the appropriateness of the application of Māori epistemologies and pedagogies such as Kaupapa Māori and Mātauranga Māori for examining foundation education in New Zealand.

> "Kaupapa Māori theory does not depend on Critical Theory for its existence just as Critical Theory does not depend on Kaupapa Māori theory for its existence. Kaupapa Māori theory is founded in this land, Aotearoa. Critical Theory is founded in Europe. A strong Kaupapa Māori theoretical framework must be cognisant of our historical and cultural realities, in all their complexities. (Pihama, 2001, p. 88)…..Kaupapa Māori theory is driven by whānau, hapū, iwi, Māori understandings. Critical Theory is driven by European sourced philosophies and understandings. (Pihama, 2001, p. 103)." (Kaupapa Māori, n.d., p.1)

TEC has recognised that "the concepts and principles of Mātauranga Māori form a strong holistic base for teaching and learning" for the NCALE qualifications (TEC, 2009, p. 9).

Degener (2006) in her review of the literature on family literacy provision in the USA acknowledged both USA Government and state policy in this area such as: the USA Government funded programme *Project Even Start* (1989); the Kentucky based *Parent and Child Education Programme* (1985); and the *National Centre for Family Literacy* founded in 1989 (Degener, 2006, p. 13). However, her research focused on the pedagogical beliefs and practices of family literacy educators and did not include the perspectives of the policymakers in this area of provision within the USA. This study has grasped the opportunity for extending her analytical framework to consideration of the perspectives of policymakers (and those that influence policy) in foundation education in New Zealand, within the intent to explore of the utility of her analytical framework and pedagogical concepts to this level of consideration. It can be reasoned that policymakers' beliefs on foundation education, teaching and learning may have a degree of impact on how Government policy directives are articulated and operationalised throughout the tertiary sector. This was considered an area to explore within this study. As outlined in Chapter Four, ten New Zealand policymakers/influencers' were interviewed and their beliefs and opinions on foundation education policy and strategy are examined in the analysis and findings chapters.

In summary, it is proposed that this study has relevance and the potential to add to the debate on the consideration of critical theory and critical pedagogical approaches within three specific contexts for foundation education, that of: foundation programmes and qualifications; professional education of foundation tutors; and related Government policy.

3.8   Criticisms of critical theory

> These days it is far from fashionable to be a critical educator. To identify your politics as critical is to invite derision and ridicule from many quarters, including some on the left. It is to open one's work to all species of criticism, from crude hectoring to sophisticated Philippics. Charges range from being a naive leftist, to being stuck in a time warp, to being hooked on an antediluvian patriarch, to giving into cheap sentimentality or romantic utopianism. (McLaren, 2005, p. 4)

Many academics who follow a critical theory or pedagogy approach are cognisant of the criticisms that critical theorists are accused of. McLaren (2005) acknowledges criticisms that include elitism, "impenetrable esotericism," and "ivory towered activism" (p. 5). Ward (1996) expresses the need for educators to "decolonise" the complexity of academic language or "academicism" to enable the integration of critical theory and the practice of social transformation in teaching practice (p.161). While McLaren (2005) acknowledges that some of the criticism is productive and warranted, including "critique of the enciphered language of some academics and the challenge for critical educators to come up with concrete pedagogical proposals" (p. 5), he argues that much of the criticism it is "small-minded and petty" or an attempt to dismiss serious challenges to capitalism, that is "to displace work that attempts to puncture the aura of inevitability surrounding global capitalism" (p. 4).

Elias and Merriam's (2005), discussion of radical and critical adult education philosophy gives special attention to Freire's work and influence. An important point of Elias and Merriam's analysis is that they view radical education thought (within which critical theory is considered as an expansion) as standing "outside the mainstream of educational philosophy" in proposing profound changes to society (p. 147). They argue that radical or critical education has had a limited impact on the practice of adult education in the USA and cite Brookfield's (2002) observations of graduate students from the field of

education, teachers and programme developers as having dismissed the critical or radical tradition as irrelevant to their practice. Brookfield (2002), in his re-reading of the work of Erich Fromm, attributes this phenomenon to the language used which has been described by his graduates as "opaque, impenetrable, and intimidatingly unfamiliar" (p. 97). Elias and Merriam's (2005) criticisms of the critical or radical adult education philosophy are summarised in Table 3.11, alongside a brief account of the relevance of each criticism for foundation education in New Zealand.

Table 3.11
Criticisms of Critical Theory/Pedagogy in Adult Education

Criticisms	Description	Relevance for foundation education in New Zealand
Pluralistic nature of societies/cultures	Elias and Merriam's (2005) strongest criticism of radical and critical theory is its inadequacy as a unifying philosophy of adult education, particularly in its "failure to take into account the pluralistic nature of most cultures…[which] militates against the adoption of monolithic-utopian educational philosophy, such as is proposed by radical adult educational philosophy" (p. 184).	New Zealand is a culturally and politically pluralistic society, diversity of adult education philosophies are evident throughout the tertiary education sector, both in practice and policy. Elias and Merriam's insight that critical theory can be monolithic-utopian (which is in conflict with the pluralistic nature of New Zealand society) has some relevance for understanding the limited update of critical theoretical approaches for foundation education.
Institutional conservativism	The conservative nature of the institutions where adult education takes place, such as industry and Government institutions. Though adult educators express criticisms about the values and structures of these institutions, they often maintain committed to the institutions they work in and tend to advocate a mostly moderate measure of change.	Both my experiences within the tertiary sector and the findings of this research (see Chapters Six to Seven) indicate the essentially conservative nature of ITP's. Tutors are often 'committed' to their institutions (often, in my opinion, through economic necessity). Working within largely inflexible organisational systems, moderate change to foundation education policy and or programmes is often the only course of action available.
Professionalisation of education	The professionalisation of adult education within a capitalist economic system, resulting in much of the more radical tradition being pushed to the margins.	There is increasing evidence of the professionalisation of teaching foundation education qualifications, NCALE (Educator) NCALNE (Voc), and the standardisation of national qualifications in foundation and bridging education. The emphasis on functional and measurable outcomes can be seen as the dominant underpinning philosophy for these qualifications.

Table 3.11

Criticisms of Critical Theory/Pedagogy in Adult Education (continued)

Criticisms	Description	Relevance for foundation education in New Zealand
Nature of activists	The tendency for radical activities to take place in informal settings, led by those who see themselves as activists rather than educators.	My experience with the professional associations associated with foundation education is that this is a forum where more radical ideas may be raised and discussed. Some members form independent informal interest groups, whereby discussions may lead to more formal actions such as submissions to government on specific foundation education policy consultations.
Focus on the personal	The tendency for many adult educators to focus on personal and individual change rather than social or political change.	The findings of this research (see Chapters Six to Seven) reveal a strong focus on individual as opposed to societal or political change. See Chapter Six, section 6.2 *Programme philosophy, presuppositions and goals* and Tables 6.2 and 6.3.
Postmodernism[60] critique	The postmodern critique of critical or radical education is rooted in criticisms of radical thought, in particular that of Marxism. Usher, Bryant, and Johnston (1997), in their work *Adult Education and the Postmodern Challenge* have directed their criticisms particularly at critical pedagogy as influenced by the Frankfurt School and Freire's pedagogy. They view critical pedagogy as a utopian opposition to the status quo which may have become a block to exploring new social and educational contexts and they question the translation of the goal of empowering democratic citizenship into practice. Critical pedagogy "does not adequately relate these goals to contemporary educational contexts, the political realities of existing educational policies and practice and	Although this study recognises the appropriateness of critical pedagogical approaches for foundation education, there is little research that investigates the degree to which critical pedagogy is actually used within foundation education programmes. The relevance of the postmodern criticisms of critical pedagogy, in particular around the realities of achieving the goal of 'empowering democratic citizenship,' are difficult to assess without further research into the actual practices within foundation education programmes.

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[60] Postmodernism is a term widely used in many fields, such as literature, art, architecture, history, philosophy and education and by its nature is difficult to define. Elias and Merriam (2005) argue that postmodernism is a cultural movement in advanced industrial and capitalist societies which is still in its beginnings and has different meanings in different academic disciplines being "used to describe almost anything that one approves or disapproves of" (p. 217). The approach can be seen to be a rejection of modernism, in particular modern developments in science and technology and the adoption of what Elias and Merriam describe as a "mood of cultural pessimism" (p. 219). The foremost postmodern thinkers include Michel Foucault, Jacques Derrida, Jean Lyotard, Jean Baudrillard and Stanley Fish. Critics of this approach include Jurgen Habermas, Fredric Jameson and Richard Rorty.

Table 3.11
Criticisms of Critical Theory/Pedagogy in Adult Education (continued)

Criticisms	Description	Relevance for foundation education in New Zealand
Postmodernism critique (continued)	predominant cultural influences on the lives and interests of different learner citizens." (Elias & Merriam, 2005, p. 238). Some educators have attempted to combine critical pedagogy with postmodernism such as Edwards (1997), Collins (1995) and Plumb (1995) as cited in Elias and Merriam, 2005, p. 238. They note that both approaches emphasise power relations and aim to create possibilities for disempowered groups to assert themselves while attempting to "destabilize the dominant discourse of the status quo" (Elias & Merriam, 2005, p. 238).	

Note: Adapted from Elias and Merriam (2005)

Despite the criticisms of radical and critical approaches, Elias and Merriam consider this approach as an "antidote to complacency" (p. 184) which has the potential to enable adult educators to be more critical and reflective in their work and provide ideas of alternative or future possibilities. Another contribution of radical and critical approaches that these authors observe is in their challenge of the traditional view of the primary functions of education as transmitting the culture and maintaining its societal structures from generation to generation.

> There is enough truth in the radical's contention that education must be the creator rather than the *creature* of the social order to make adult educators question the basic thrust of their efforts. (Elias & Merriam, 2005, p. 184)

In summary, this chapter provides the rationale for adopting a critical theoretical and critical pedagogical approach to the examination of foundation education policy and provision in New Zealand. In particular, the appropriateness of Freirean approaches is acknowledged as relevant to the consideration of foundation education provision. Most importantly, this chapter introduces Degener's (2001, 2006) research and her analytical framework which have informed the direction of this study, in particular the concept of a

continuum of pedagogical constructs, and the application of these to foundation education programme areas and the policy arena. Criticisms of critical theory and pedagogy are discussed and acknowledged. However, despite these criticisms, it is argued, that these approaches are appropriate and relevant for investigating this research's aim and questions.

CHAPTER FOUR: THE RESEARCH PROCESS

> Qualitative research is endlessly creative and interpretive. (Denzin & Lincoln, 2000 p. 23)….[it is] an interpretative social science that blurs both the boundaries and genres. Its participants are committed to politically informed action research, inquiry directed to praxis and social change. (Denzin & Lincoln, 2000, p. 1019)

4.1   Introduction

Chapter one outlines the aim and research questions which have underpinned this research (see Table 1.1), alongside an overview of the methodologies used for this inquiry. This chapter provides the detail surrounding the research decisions and the methodologies used, including justification of the choices made for selecting methods and research strategies that would ensure the attainment of trustworthiness and authenticity criteria for qualitative research.

This study utilises constructivist grounded theory analytical strategies to address the primary aim of developing a conceptual framework for foundation education policy and provision which acknowledges a continuum of pedagogical philosophies and practice. Within this overarching methodological approach a single-case study, semi-structured interviews, documentation analysis and observation[61] are the techniques used to gather the information or data to build on and extend Degener's (2001, 2006) analytical framework that characterised family literacy programmes according to a continuum of critical pedagogy precepts and apply this to the New Zealand context of foundation education policy and practice.

Within this chapter the influences which impacted on the development of the aim and research questions are discussed, including Degener's (2001, 2006) research processes and methodologies which are summarised in section 4.3. Section 4.4 outlines and justifies constructivist grounded theory methodology as guiding the analytical strategies

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[61] Interviews were the key and appropriate source of information gathered on the perceptions and experiences of those involved in foundation education and the data that arose from the transcripts was triangulated with documentation analysis and personal observations.

used to analyse the data collected in this study and to generate theory on foundation education policy and provision. Section 4.5 provides a justification for the use of the case study design as an appropriate research approach for exploring the research questions and a description of the typology of the case study approach utilised. Efforts used within this study to attain the characteristics of an "exemplary case study" as described by Yin (2003) are outlined.

Sections 4.6 and 4.7 discuss details of the research design in terms of the research procedures, data generation, data management and analysis. Measures taken to ensure aspects of access and acceptance for the case study and from the interviewees are outlined. A discussion of biases that evolve from the reality of the researcher being a research instrument, and measures undertaken to reduce this bias, are presented. Section 4.8 presents the techniques adopted that address trustworthiness and authenticity considerations that can be considered comparable to validity and reliability measures. Ethics clearances and approvals are provided and strategies for ensuring informed consent and the confidentiality of the interviewees in the reporting of the research findings are outlined in section 4.9.

4.2   Conceptualisation of the aim and research questions

The aim and research questions addressed in this research arose from a variety of influences including: personal experiences and reflections on the quality assurance processes of foundation programmes; my involvement in operationalising Government policy in this area (see Tables 1.3 and 1.4); and a realisation of the potential utility of Degener's (2001, 2006) research and analytical framework in its application to the field of foundation education. In my reading of Degener's (2001, 2006) work, I grasped a potential theoretical framework for examining many of the issues described in Table 1.4. In particular, that an extension and development of Degener's analytical framework, contextualised for the New Zealand foundation education field, could map pedagogical approaches within foundation education policy and practice along a continuum which places critical theory or emancipatory/transformative approach at one end of the continuum and functionalist or technicist at the other end. It was within this context that

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the aim and research questions that have guided this research were developed (see Table 1.1).

The choices made about the overall research design were guided by my own ontological and epistemological[62] perspectives, which embrace the complexity of the social reality of foundation education. This underpinned my goal to examine beliefs and practices about foundation education along a continuum of critical pedagogical contracts from the multiple perspectives of the interviewees using a constructivist and qualitative research methodology approach. I bring a social constructivist worldview to the study through my belief that in seeking understandings of the world in which they live and work, individuals develop varied and multiple subjective meanings of their experiences. These subjected meaning are formed through interaction with others (social constructivism) as well as historical and cultural norms operating in individuals' lives. Thus the research needs focus as much as possible on the participants' views of foundation education and to look for the "complexity of views rather than narrow the meanings into a few categories or ideas" (Creswell, 2007, p. 21).

The research problem shapes the choice of methodology used and constructivist, qualitative methodological approach was considered appropriate as it allows for the exploration of cultural complexities and perspectives from the perspective of those involved in foundation education. My role as the researcher in this process was to address the complexity of these multiple perspectives by listening to the views of the interviewees and the meanings they assigned to them within the context of their own experiences. I considered constructivist grounded theory methodology an appropriate framework in which to address the conceptual nature of the research aim which essentially seeks out meaning and understanding in developing a conceptual framework or theory that can be used to better understand and inform foundation education policy and practice, particularly within the New Zealand tertiary education context. Constructivist grounded theory as an inductive, interactive, comparative and iterative

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[62] Ontology – to do with our assumptions about how the world is made up and the nature of things. Epistemology – to do with our beliefs about how one might discover knowldge about the world.

methodology provided a good fit with my personal ontological perspective, epistemological understandings, Degener's framework and the aim and research questions.

This chapter outlines the research methodologies, processes and strategies adopted to address the aim and research questions. Constructivist grounded theory and the case study were the overarching methodologies utilised to address both the aim and Research Question One. These qualitative methodologies were used to develop the foundation education conceptual framework (see Chapter Eight) and to illustrate how Degener's (2001, 2006) framework could be extended to foundation education programmes in New Zealand. Research Questions Two to Four involve an examination of the extent that the three main groups of interviewees (foundation education practitioners, managers and administrators and policymakers/influencers) consider critical thinking or pedagogy in their various roles. Specific research strategies used to explore these questions were the analysis of 58 interviews (see section 4.6.4), documentation analysis (see section 4.6.5 and Appendix E) and personal observation (see section 4.6.6). Chapter Eight outlines how the aim and research questions were addressed.

4.3   Degener's research methodology

Chapter Three (section 3.6), outlines Degener's (2001, 2006) research and analytical framework developed within the perspective of critical theory and critical pedagogy. A fundamental premise of this study is that it builds on, but does not replicate Degener's work. Therefore, it is considered important to outline Degener's research methodologies so a comparison of her research design and the design used in this study can be made (see Table 4.1).

As discussed in Chapter Three, Degener's research and analytical framework evolved over a period of seven years and involved: a literature review (the pilot study conducted in 1999); her published article (2001) which first presented her analytical framework; and her doctoral thesis completed in 2006. This section focuses predominately on Degener's' (2006) doctoral research methodologies in order to provide justification for

the decision to adopt qualitative methodologies to investigate the aim and research questions that have underpinned this study.

Degener (2006) used a predominately quantitative approach to investigate pedagogical practices and to successfully develop and test measures of critical pedagogy. Eighty-one teachers participated in her study. These were drawn from a significant and representative sample of family literacy programmes (a total of 300 programmes were randomly selected from family literacy programmes known to exist within 15 of the 30 largest cities within the USA). She employed two methods of data collection, a survey completed by the 81 teachers, followed up with interviews (of 30 to 45 minutes duration), with eight of the 81 teachers who had completed the survey.

Rasch analysis (using SPSS) was used to create composite measures of critical pedagogy (the dependent variables) from the teachers' responses to the largely on-line survey. Correlation analyses of the dependent and theory-driven variables or independent variables indicated many significant correlations which were used to develop regression models to test and develop the critical theory precepts as well as the relationships within these variables.   The results of the survey provided evidence of a continuum of philosophy and practice along the four levels of critical pedagogy, ranging from highly critical to highly non-critical precepts.   She recognised the limitations of a solely quantitative approach and included a small sample of follow-up interviews within her research design.

> I decided that conducting a survey of teachers at programs was the best way to get the largest amount of information. I also know that a survey cannot capture the rich kind of data that qualitative methods provide, so I thought it important to conduct follow-up interviews with teachers, to clarify their survey responses and to get a more complete perspective on their classroom practices and beliefs. (Degener, 2006, p. 40)

Degener's (2006) qualitative analysis was gained from answers to two open-ended questions in the survey and from eight teacher interviews (selected from the 81 teachers who participated in the survey that represented different places on the non-critical/critical continuum).   She posited that these interviews allowed for a more complete description of programme practices, as well as a way to triangulate the results

of the survey. The findings from this analysis supported the quantitative findings gained from her survey, and provided an insight into teachers' beliefs about family literacy, as well as their perspectives on why critical pedagogical practices are, or are not, evident in their programmes. These interviews also enabled a broader analysis of other factors that influence critical pedagogy, for example collaboration among teachers and barriers to programme participation.

Degener (2006) stated that her doctoral research "accomplished what it set out to do, in that it demonstrated that the field of family literacy is not easily categorized into two categories: critical or non-critical." (p. 127). She provided evidence of variability both among and within family literacy programmes with respect to critical pedagogy. In terms of implications for future research, Degener (2006) proposed that researchers should focus their energies on evaluating programmes that "manifest different degrees of critical pedagogy to see which have the most success in transforming the lives of students" and asks the question "is a critical pedagogy necessarily the way to go for all populations?'' (p. 141). This research, although not focused specifically on these research directions, may go some way to qualifying the usefulness of Degener's findings within the context of foundation education delivery within New Zealand and provide a similar lens for how these important queries can be considered.

Degener recognised the limitations of her doctoral research. She acknowledged that her qualitative findings were based on a small number of interviews and the constrictions of the predominately closed-ended question structure of the survey instrument that she used. This research aims to complement and broaden Degener's work by using qualitative methodologies of constructivist grounded theory and the case study approach, to adapt and extend Degener's analytical framework to the evaluation of:

- Foundation education provision within the context of New Zealand Governments' policy and strategic objectives in this area;
- NorthTec's governance, management, quality assurance systems and requirements for foundational educational programmes; and

- NorthTec's foundation educators' philosophies and practice in the delivery of foundation programmes and courses.

Qualitative research methodologies were chosen rather than quantitative methodologies for the following reasons. First, it was considered that Degener's (2006) largely quantitative research was robust and that she had developed a sound framework of critical pedagogical measures. Her research provided evidence that pedagogical approaches within family literacy programmes can be both critical and non-critical in terms of philosophies and practices used by educators. It was considered that her research could be replicated in New Zealand given the degree of similarities within western societies' educational regimes and a somewhat similar understanding of developmental education. This would have provided for validation of Degener's findings and confirmation of the reliability of the research methods that she used. However, in order to explore the dynamics of foundation policy and provision within the New Zealand tertiary environment, this research has expanded on Degener's work to include other perspectives (such as those of managers/administrators and policymakers/influencers involved in foundation education), not just the educators that were the singular focus of Degener's research.

Secondly, although Degener's quantitative research had successfully analysed relationships between variables, her small qualitative analysis of eight interviews indicated that there were other processes that were occurring within the programmes. Qualitative research focuses on the "socially constructed nature of reality" (Denzin & Lincoln, 2000, p. 8) and seeks answers to questions that stress how social experience is created and given meaning. Thus, it was considered appropriate to further investigate Degener's (2001, 2006) analytical framework using research methods that could explore these processes and would enable the gathering of rich and meaningful data. It was determined that a constructivist grounded theory approach would be appropriate to further develop the theory underpinning Degener's concept of a continuum of critical pedagogy precepts through the data collection strategies of semi-structured interviews and documentation analysis, alongside a degree of personal observation. The qualitative methodologies used in this study were purposely chosen for their potential to delve, in a

deep and meaningful way, into the pedagogical practices and perceptions of those involved in foundation education, utilising Degener's (2001, 2006) analytical framework to structure the emerging categories and her constructs as base on which to develop the interview schedules.

In essence, this research aims to complement Degener's research through the use of qualitative research methodologies to capture in-depth information on differing perceptions, practices and policies on foundation education provision, representing a methodological approach which Degener (2006) acknowledged was limited in her research design. Table 4.1 provides a comparison of the research processes adopted by Degener's research and those used in this study in order to clarify the fundamentally different but complementary approaches.

Table 4.1

Comparison of the Research Process between Degener's and Morris's research

Focus Area	Degener's Research	Morris's Research
Theoretical paradigm and perspective	• Critical theory	• Critical theory
Predominate research approach or paradigm	• Quantitative	• Qualitative • Interpretative • Naturalistic
Underlying philosophical roots of research techniques used	• Positivism • Logical empiricism	• Phenomenology • Symbolic interactionism
Goal of investigation	• Hypothesis testing • Confirmation	• Hypothesis generating • Understanding
Nature of research questions	• Inferential	• Descriptive
Focus of sampling	• Family literacy teachers	• Foundation education tutors • Managers and administrators involved in foundation education • Policymakers and influencers involved in foundation education

Table 4.1

Comparison of the Research Process between Degener's and Morris's research (continued)

Focus Area	Degener's Research	Morris's Research
Data collection techniques/methods	• Survey • Small number of interviews	• Researcher as primary research instrument • Case study • Interviews • Documentation analysis • Policy analysis
Primary data analysis methods	• Rasch analysis • Correlation • Regression analysis	• Constructivist grounded theory • Coding • Content analysis
Mode of analysis	• Deductive (by statistical methods)	• Inductive (by the researcher)
Timeframe	• Snapshot	• Historical

4.4   Constructivist grounded theory

The use of constructivist grounded theory (Chamaz, 2000, 2004, 2006, 2007) is appropriate for this research as it allows the researcher to explore dimensions of foundation education in an open manner, and allows the development of theory. Before going on to outline the history, development and characteristics of grounded theory and constructivist grounded theory, it is important to state up front that this research does not claim to adopt the theory-neutral stance recommended by Glaser and Strauss (1967), who were the classical writers of grounded theory. Specifically, Degener's (2001, 2006) analytical framework and critical pedagogical constructs were used to shape the data collection instruments for both the semi-structured interviews and the overarching approach for the documentation analysis.

The full grounded theory approach requires that initial data collection and preliminary analysis should take place before incorporating any research literature and that the researcher should delay integration of theory at the start of the analysis. This is to ensure that the analysis is grounded in the data and that pre-existing constructs do not shape the analysis and subsequent theory development. As Cohen, Manion, and

Morrison (2011) state "grounded theory starts with the data, which are then analysed and reviewed to enable the theory to be generated from them; it is rooted in the data and little else. Here the theory derives from the data – it is grounded in the data and emerges from it" (p. 599).

However, as Gibbs (2002) argues "few users of grounded theory are absolutely strict about keeping out their theoretical presuppositions at the start of analysis" (p. 166). Simons (2009), in her reflections on the experience of supervising research theses that claim to use classical grounded theory, states that "I have seen few that actually produce adequate or 'grounded' theory to explain the case through the process of grounded theory in classical texts" (p. 124). Hence, it is critical to acknowledge the analytical framework and critical pedagogy constructs used by Degener (2001, 2006) as providing: a framework for: addressing this research's aims and questions; developing the interview schedules and structuring other sources of data; and the subsequent analysis of the data.

Alternative methodological approaches were considered as possible research strategies for the study. These included Kaupapa Māori and Mātauranga Māori epistemologies, as well as critical discourse analysis[63]. These schools of thought or approaches were considered as being appropriate to examining the research questions, both as ontological and methodological frameworks. However, it is considered that constructivist grounded theory has the potential to embrace these disciplines; with the singular difference being that constructivist grounded theory has the explicit focus on the development of theory as a manifest outcome of the research process.

Acknowledging the impossibility of a theory-neutral ground, the use of other chief components of grounded theory were seen as ideal to build on and extend Degener's framework of four degrees of critical pedagogy across six elements of adult education

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[63] See glossary of Māori Terms for Kaupapa Māori or Mātauranga Māori philosophies. Critical discourse analysis is a type of discourse analytical research that primarily studies the way social power abuse, dominance, and inequality are enacted, reproduced, and resisted by text and talk in the social and political context. See http://www.discourses.org/OldArticles/Critical%20discourse%20analysis.pdf.

programmes. These components or tools of grounded theory are coding, constant comparison, and developing categories from the data, exploring the emerging relationships amongst categories, theoretical sampling and saturation (Chamaz, 2000, 2006; Cohen, 2011). The use of these components will be explained later in this chapter in section 4.7. At this point, it is necessary to describe the history and development of grounded theory as a methodology for developing theory.

Grounded theory as a research method has its origins in Glaser and Strauss' (1967) seminal work, *The discovery of grounded theory,* which sought to offer an alternative to the then predominant focus on quantitative research as the dominant form of systematic social scientific investigation (Charmaz, 2000, 2006). Glaser and Strauss (1967) presented a range of techniques which would allow social science researchers to derive theory from close analysis of data gathered in social settings. As, Charmaz (2000) noted, Glaser and Strauss (1967) took an objectivist view, in which theory was discovered from data, and this implied that there were social relationships and processes which objectively existed and could be found in the data by analysis using grounded theory methods.

Grounded theory as an inductive research methodology has evolved over the past 40 years and has been subject to reinterpretation, critical scrutiny and debate. Much has been made of the intellectual split between Strauss and Glaser. In the 1980s and 1990s, Strauss and Corbin (1990, 1994) diverged from the original version of grounded theory, introducing new techniques and validation criteria. Glaser did not accept what he saw as Strauss and Corbin's departure from the original core elements of 'classic' grounded theory. As stated by Charmaz (2006), Glaser contends "that Strauss and Corbin's procedures force data and analysis into preconceived categories and, thus, contradict fundamental tenets of grounded theory." (p. 8) Charmaz (2006) along with other scholars such as Bryant (2002, 2003) and Clarke (2003, 2005), as cited in Charmaz (2006), provide another perspective in their efforts to move grounded theory away from the positivistic aspects of Glaser's, Strauss and Corbin's versions of the method. At the same time, in the development of a constructivist approach to grounded theory, Charmaz

acknowledges the conflicts, synergies and distinctive contributions of Glaser and Strauss as the originators of grounded theory.

> Glaser imbued grounded theory with dispassionate empiricism, rigorous codified methods, emphasis on emergent discoveries, and its somewhat ambiguous specialized language that echoes quantitative methods…. Strauss brought notions of human agency, emergent process, social and subjective meanings, problem solving practices and the open-ended study of action to grounded theory. (Charmaz, 2006, p. 7)

Constructivist grounded theory, as used in this research, has its emphasis on "processes, actions and interpretation of subjective meanings" (Simons, 2009. p. 125). Charmaz (2006) views grounded theory methods as "a set of principles and practices, not as prescriptions or packages" (p. 9) that researchers should use flexibly or as guidelines to generate or construct meaning and develop theories of experiences and processes situated in time and context. My understanding of Charmaz's contribution to grounded theory is that the researcher always constructs theories though past and present involvements, interactions with colleagues and practitioners, the perspectives we bring to our professional work, and our research practices. As such, the data and theories are not 'discovered' in terms of the classical approaches to grounded theory but constructed by our realities.

> Constructivist grounded theorists take a reflexive stance toward the research process and products and consider *how* their theories evolve…both researchers and research participants interpret meanings and actions. Constructivist grounded theorists assume that both the data and analysis are social constructions that reflect what their production entailed. (Charmaz, 2006, p. 131)

In summary, the use of constructivist grounded theory is consistent with the epistemological stance which has guided my focus on the interpretation of data and the development of theory grounded in the research results. This stance acknowledges that there is no theory-neutral stance to the investigation of social and political realities with regard to foundation education. Charmaz (2006) describes four criteria for evaluating grounded theory research to which this research aims to aspire. The consideration of these criteria are summarised in Table 4.2.

Table 4.2

Criteria for Evaluating Grounded Theory and a Summary of how these Criteria have been Considered

Criteria	Description	Consideration in this study
Credibility	This includes the extent to which there is a close correlation between sufficiency of data collected and convincing development of categories and theory.	Within this research an element of credibility is assumed through Degener's doctoral work and the validity of her critical theory precepts. This credibility is reinforced by a small number of New Zealand researchers' writings on the appropriateness of critical theoretical and pedagogical approaches for foundation education (Benseman, 2008a; Tobias, 2006).
Originality	This includes the extent to which the grounded theory might challenge or extend current beliefs about the studied world.	To my knowledge there has been no in-depth research undertaken in New Zealand on the use or range of critical theory precepts or pedagogy within foundation education and learning provision. The application of constructivist grounded theory to this field of educational provision from an all-inclusive perspective from policy level to practice is considered to be unique.
Resonance	This describes the extent to which the categories presented provide an in-depth view of the studied world.	The quality and depth of the interviews and analysis of documentation provided in this study reflects the 'real life' situations of foundation tutors, managers/administrators and policymakers/influencers. Resonance is believed to be reflected in the quality of data analysis from the transcriptions of the interviews and artefact or documentation analysis, as well as the observations made by the researcher.
Usefulness	This includes the extent to which the research findings and developed theory might contribute to the wider world.	It is hoped that this study will better inform all those involved in foundation education to make more fully informed decisions on policy; funding directives; programme development and evaluation; and curriculum decisions. Ultimately at the foundation level of education it is, as I believe, about recognising that for many of the learners who engage in these programmes, educational opportunities are often about securing their (and often families) futures and livelihoods. Hence, the importance of the provision of quality foundation education policy and provision. Finally, as this research has purposefully observed, questioned and at times challenged the practice of foundation education at every level, its usefulness will be indicated by how this research can inform continued investment in this area of educational provision.

Note: Adapted from Charmaz (2006)

4.5   **Case study**

This section defines the case study within the literature. Various typologies of case studies are presented and the category of case study used in this research is described.

Efforts to achieve the characteristics of an exemplary case study as defined by Yin (2003) are presented. This section also addresses myths about case study (Simons, 2009) with respect to subjectivity, generalisation, theorising and the use of case study in policy-making.

4.5.1 Definition of case study

Confusion around definition and negative stereotypes of academic rigour exists in case study research (Merriam, 1998; Yin, 2003). Yet this method continues to be used extensively in social science research and as Merriam (1998) notes is prevalent in education. Both Merriam and Yin articulate what defines a case study as a rigorous method of research and appropriate research strategy. Both see the case study as a method of empirical enquiry, involving 'real life' description and analysis of a bounded system which can combine both qualitative and quantitative research methods (Merriam, 1998; Yin, 2003). Flyvbjerg's (2006) description of the learning that is achieved through the researchers' immersion in the process of case study research was considered to be an important and valued dynamic.

> For researchers, the closeness of the case study to real-life situations and its multiple wealth of details are important in two respects. First, it is important for the development of a nuanced view of reality, including the view that human behaviour cannot be meaningfully understood as simply the rule-governed acts found at the lowest levels of the learning process and in much theory. Second, cases are important for researchers' own learning processes in developing the skills needed to do good research. (Flyvbjerg, 2006, p. 223)

In defining case study research, aspects of both Merriam (1998) and Yin's (2003) definitions are considered valid. Merriam (1998), states that the confusion around definition arises from whether the definition focuses on the process or end product. She argues that the single most defining characteristic of case study research is the notion of a case as a bounded system or as a "unit around which there are boundaries" (p. 27). NorthTec, as the case study for this research, represents such a bounded system in that the phenomenon that is the focus of the research is bounded by finite data on foundation education and there is a limit to the number of people who are involved in this provision. The concept of the case as a bounded system has been adopted for this research and Figure 4.1 represents NorthTec as an integrated and bounded system in terms of its foundational education provision.

NorthTec

Management and Governance

Council

Senior Management Team

Chief Executive

Support Services

Academic Registry

Library

Student Support

Programme Leaders

Academic Processes and Systems

Institutional Quality

Academic Board

Academic Standards Committee

Foundation Educational Programmes and Courses
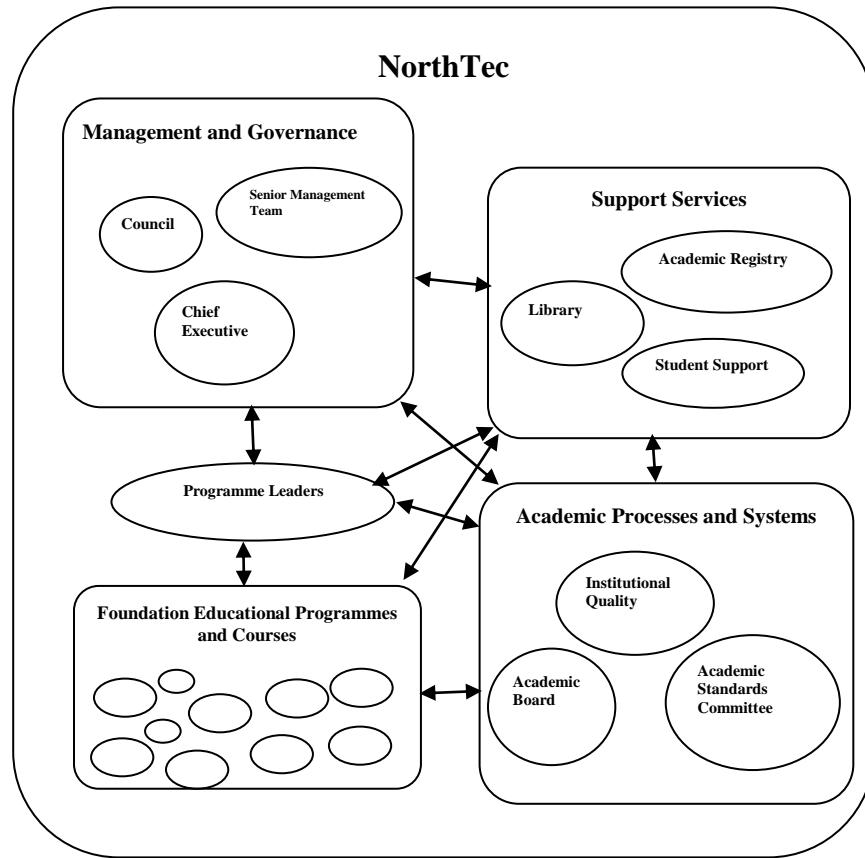
Figure 4.1.   Representation of NorthTec as a bounded system.

Simon's (2009) definition of case study has been adopted as it encompasses the purpose, process and end product of the research process and is entirely appropriate to the research aims, questions and premises.

> Case study is an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, institution, programme or system in a 'real life' context. It is research-based, inclusive of different methods and is evidence-led. The primary purpose is to generate in-depth understand of a specific topic (as in a thesis), programmes, policy, institution or system to generate knowledge and/or inform policy development, professional practice and civil or community action. (Simons, 2009, p. 21)

The case study is appropriate to this research in that the approach has the ability to recognise the complexity of foundation programmes within the New Zealand political context. In acknowledging this complexity, the case study approach was chosen as the optimal method to extend Degener's predominately survey-based research to the in-

depth study of a bounded system of foundation education provision. The case study method also lends itself well to the use of constructivist grounded theory to build theory around the critical precepts and dimensions explored in the research design.

4.5.2 Types of case study

There are many classifications of types of case studies by subject authors within this discipline (Merriam, 1998; Stake, 1995; Yin, 2003). It is considered important to acknowledge the category or type of case study used with this study, as research methods differ according to the type and the research purpose for conducting the case study.

Stake (1995, 2000) distinguishes three types of case study: *intrinsic*, where a case is studied for the intrinsic aspect in the case itself; *instrumental*, where a case is chosen to explore an issue or research questions determined on some other ground, that is, the case is chosen to gain insight or understanding into something else; and *collective*, where several cases are studies used to form a collective understanding of the issue or question (pp. 3-4). For the purposes of this research, the case used falls into the instrumental category as it explores foundation education from the perspective of critical theory.

Bassey (1999) in his categorisation of the educational case study provides a typology of case studies as "theory-seeking and theory testing, story-telling and picture-drawing and evaluative" (cited in Simons, 2009, p. 21). Within this description, this study best falls into the theory-seeking and theory-testing category as the aim of the research is to develop an analytical framework based on critical theory precepts underpinning the development and evaluation of foundation programmes.

Simons (2009) takes this typology a step further in proposing the different meanings that case studies have whether they are theory-led or theory-generating. Theory-generating is associated with the grounded theory approach and theory-led represents "exploring, or even exemplifying a case through a particular theoretical perspective" (p. 21). Within this categorisation, this research and associated case study can be said to be theory-led in its utilisation of critical theory and Degener's analytical framework to foundation

education policy and provision. However, the research and case study are also aligned with the theory-generation typology by the use of constructivist grounded theory methodologies to develop a conceptual framework or theoretical model on foundation education policy and provision. It is recognised that the approach taken for this research (both theory-led and theory-generating) may incur criticism from classical grounded theorists and researchers.

Merriam's (1998) typology of case studies is based on discipline orientation, and includes *descriptive, interpretative or evaluative* categories. The type of case study is based on its function or "whether the overall intent is to describe, interpret, or evaluate some phenomenon or to build theory" (p. 34). Within this typology, Merriam (1998) also describes the *historical* case study which, within the educational field "tend to be descriptions of institutions, programmes and practices as they have evolved over time" (p. 35). Merriam also states that case studies can be classified by their features as being *particularistic, descriptive and/or heuristic*. This research falls best into Merriam's description of the interpretative case study as these, while being descriptive of the phenomenon under investigation "are used to illustrate, support, or challenge theoretical assumptions held prior to the data gathering" (p. 38). This stance is appropriate in terms of the aim of this research to extend and develop Degener's work within an appropriate case study. Also, the mode of analysis for the interpretative case study is inductive which supports the constructivist grounded theory approach used for this research. There are aspects of the case study approach used in this research which are historical as the study traces the history of foundational education provision at NorthTec. There are also elements of the evaluative case study approach used as the case aims "to convey a holistic and dynamic rich account of an educational program" (Merriam, 1998, p. 39), or in this situation a number of programmes. Although there are evaluative aspects of the case study approach used in this research, it must also be recognised that this study does not focus on an evaluation of the effectiveness of the foundation programmes, either by EPIs or in terms of meeting valued outcomes for stakeholders.

The features of NorthTec as the case study can be described as particularistic in that the research focus is on foundation education and is also descriptive in the efforts to contain 'thick description' as described by Lincoln and Guba (1985). The main feature of this case study however, is its heuristic aspect in that the case aims to "illuminate the reader's understanding of the phenomena under study. This can bring about the discovery of new meaning, extend the reader's experience, or confirm what is known." (Merriam, 1988, p. 30)

Yin's (2003) discussion of case study within the context of evaluation research, proposes five categories of case study, *explanatory, descriptive, illustrative, exploratory and meta-evaluation*. This research has a good fit with Yin's explanatory approach in that it does investigate foundation education "in real-life interventions that are too complex for the survey or experimental strategies" (Yin, 2003, p. 15), yet there are also descriptive, illustrative and exploratory components to the research. It is similarly recognised that this study does have an evaluative component in that judgements were made on the existence and degree of critical pedagogy within foundational educational policy and provision at NorthTec. In terms of Yin's typology, the case study approach used contains an aspect of meta-evaluation in that the research is the "study of an evaluation study" (Yin, 2003, p. 15) as this case includes the collection of evidence of perceptions on evaluation processes (through the semi-structured interviews and the evaluation documentation on the foundation programmes included in the case study). Simons (2009) argues that it is necessary when evaluating public programmes that acknowledgement of the researcher's political stance is an imperative and this is reflected in "your judgement of value based on the evidence, or, if adopting a democratic or social justice perspective, it would include how different people and interest groups valued the programme" (p. 22). By recognising that education is political, and by the inclusion of policymakers/influencers outside of the NorthTec, this research aims to add this important dimension to the case study of NorthTec and its foundation programmes.

Consideration, at the conceptual phase of the research, was given to whether a multiple-case or single-case study approach (Merriam, 1998) would be most appropriate to the research aim and questions. A comparative case study approach with other ITPs would have been a possible strategy for enhancing the trustworthiness and authenticity of findings. However, it was decided that the detailed focus on a single-case study with its "sub-cases" (Merriam, 1998, p. 41) of programme areas, managers, administrators and tutors, would best provide the depth and quality of data to address the research aim and questions.

In summary, against the many classifications and categories of case study, the approach used for this research can be best described as being:

- single-case in that the case is NorthTec as bounded system;
- theory-led in its utilisation of critical theory and Degener's analytical framework to foundation education policy and provision; and
- theory-generating by the use of constructivist grounded theory methodologies to develop a conceptual framework or theoretical model on foundation education policy and provision.

4.5.3   Attainment of exemplary case study status

Significant effort was focused on ensuring the case study was an "exemplary case study" (Yin, 2003, p. 160), which goes beyond the methodological procedures to produce insights into human or social processes. Yin (2003) describes five characteristics of an exemplary case study and Table 4.3 provides a summary of on how this study is believed to have attained these features.

4.5.4   Myths regarding case study

Both Simons (2009) and Flyvbjerg (2006) address issues of subjectivity, generalisation, theorising and the use of case study in policymaking through dispelling some of the myths about case study research. These myths often arise from misunderstandings on the central precepts of this methodology. Five such misunderstandings of the case study research approach are described and addressed by Flyvbjerg are:

> *Misunderstanding 1:* General, theoretical (context-independent) knowledge is more valuable than concrete, practical (context-dependent) knowledge.

Misunderstanding 2: One cannot generalize on the basis of an individual case; therefore, the case study cannot contribute to scientific development.

Misunderstanding 3: The case study is most useful for generating hypotheses; that is, in the first stage of a total research process, whereas other methods are more suitable for hypotheses testing and theory building.

Misunderstanding 4: The case study contains a bias toward verification, that is, a tendency to confirm the researcher's preconceived notions.

Misunderstanding 5: It is often difficult to summarize and develop general propositions and theories on the basis of specific case studies. (Flyvbjerg, 2006, p. 221)

Table 4.3

Characteristics of Exemplary Case Study and a Summary of how these Characteristics have been Attained in the Study

Characteristics	Summary of Attainment
The case study is significant	The research has this characteristic in that the underlying issues are nationally important, both in theoretical terms, policy and practical terms. This research has built on and expanded Degener's analytical framework based on critical theory precepts. Foundation education has been an increasingly significant focus for successive New Zealand Governments' policy directions. The practical application of the case study is in its potential to develop evaluative approaches to the design, development and review of foundation programmes within the tertiary sector. It can also be argued that the research is revelatory as the research process enables both discovery and theory development within the case study, policy and documentation analysis.
The case study is complete	Yin (1994) specifies that the complete case study should demonstrate that the researcher has expended exhaustive effort in collecting the relevant evidence. The significant number of interviews obtained (a total of 58 interviews were achieved with 48 of these being NorthTec staff) and the breadth and depth of documented evidence from NorthTec (see Appendices E and F), demonstrate a degree of completeness required in that every relevant source of information was sought and to a large degree obtained.
The case study considers alternative perspectives	This has been achieved through the analytical mode of analysis used for the research which acknowledges different perspectives including alternative cultural views such as epistemological perspectives derived from Kaupapa Māori, Mātauranga Māori as well as more conventional approaches such as critical discourse analysis and the interpretive paradigm. The research also meets this characteristic in that variation amongst responses from the tutors, managers/administrators and policymakers/influencers were identified within the analysis of the interview transcripts.

Table 4.3

Characteristics of Exemplary Case Study and a Summary of how these Characteristics have been Attained in the Study (continued)

Characteristics	Summary of Attainment
The case study displays sufficient evidence	The focus here is to present the critical evidence, in a neutral manner, with both supporting and challenging data so that the reader can "conclude, independently, whether a particular interpretation is valid" (Yin, 2003 p. 164). This study has presented such critical evidence as opposed to the entire evidentiary base. Attention to validity is also considered a characteristic of exemplary case studies and measures to ensure validity (or aspects of trustworthiness and authenticity) are described. A third element of this characteristic is to "present enough evidence to gain the readers confidence that the investigator 'knows' his or her subject" (Yin, 2003 p. 164). It is considered that the depth, scope and quality of the analysis of the information gained from NorthTec as the case study, provides sufficient evidentiary groundwork that demonstrates an understanding of foundation education provision at this polytechnic that can be generalised within the ITP sector in New Zealand, in terms of both policy and practice, as well as existing research challenges facing the field.
The case study is composed in an engaging manner	While acknowledging that the attainment of this characteristic is subjective, it is hoped that this thesis conveys my enthusiasm, and indeed passion, for the subject area, the case study and the people that strive to make a difference in foundation education provision.

Recognising that there are strengths and weaknesses in most research approaches, Simons (2009) addresses some of the issues in case studies by focusing on the strength of the approach and dispelling related myths, a discussion which encompasses Flyvbjerg's description of misunderstandings of the case study research approach.

The myth that case studies are 'too subjective' suggests that subjectivity is something negative and should be dispelled from research. The case study explores phenomena directly experienced by the researcher and hence subjectivity is more visible in qualitative than quantitative inquiry. Simons (2009) argues it is precisely because of this attribute that case study research is an appropriate and relevant method to gain insight and understanding to the topic of the research at hand. The approach taken in this research is to recognise inherent subjectivity as well as expressing how my values, predispositions and feelings impact on the research, and acknowledging when this may become a potential bias.

The second myth that Simons (2009) examines is the argument that one cannot generalise from a case study. She argues that "the issue here is not whether one kind of data provides greater generalisability than another. It is how inferences are drawn from the data in different kinds of studies and to what validity claims they appeal." (p. 164). Within an understanding of usability of findings from the case study approach, Simons (2009) proposes six different ways of generalising from the case study as described in Table 4.4.

The third myth that Simons (2009) dispels is the perception that theory cannot be generated in case study research. She recognises that grounded theory can be used to generate theory as acknowledged within this study. Alternatively, the researcher can use a pre-existing framework to examine whether this provides a basis for explaining the data or whether it needs refining to more adequately explain understandings from the data. This is also recognised in this research in the adoption and extension of Degener's (2001, 2006) research.

Table 4.4
Approaches for Generalising from Case Study Research

Generalisation	Description and Application within this Study
Cross-case generalisation	This is commonly adopted in a multiple or collective case study approach. As this research design involves a single-case study this method of generalising is not applicable. In saying this, the review of literature and research does acknowledge case study research (including postgraduate theses) undertaken to date in the New Zealand foundation education field.
Naturalistic generalisation	This form of generalisation, largely proposed by Stake (1980, 1995) is "arrived at by recognizing similarities and differences to cases or situations with which the readers are familiar" (Simons, 2009, p. 164). With the provision of rich detail and description of vicarious experiences in the case study, the reader should be able to discern which aspects of the case they can generalise to their own context which they cannot. Simons (2009) argues that this "way of learning" is applicable in many policy and professional practice contexts and can be "educative in policy contexts to give those involved in policy-making access to the vicarious experiences of the case to inform their judgements" (p. 165).
Concept generalisation	This involves the generation of over-arching concepts from the data. Within this research the pedagogical concepts developed within the foundation education conceptual framework are an example of concept generalisation.

Table 4.4
Approaches for Generalising from Case Study Research (continued)

Generalisation	Description and Application within this Study
Process generalisation	This involves the transferability of the process used in the case study to other similar contexts. It is envisaged (and recommended in Chapter Nine), that further research could be conducted using similar processes used within this case study to examine foundation education within other comparative ITPs or TEOs in New Zealand, and perhaps Australia. This type of research would enable the aspect of process generalisation to be achieved.
Situated generalisation	This concept is similar to naturalistic generalisation in the sense that from a context, richly described and interpreted in the case study, New Zealand foundation educators may be able to generalise from the research on the basis of recognition of similarities and differences. Other foundation educators may also be able to generalise from the research on the basis of a shared understanding, collective experiences, trust in their peers, and the transparent process through which the research was validated.
In-depth particularisation and universal understanding	Simons (2009) posits that the strongest justification for gaining a general understanding from case study research is in the insights developed through the "in-depth exploration of the particular" (p. 167). There is a potential here for both discovering something unique and for recognising a universal truth. In the context of policymaking, which often seeks certainty and conclusiveness, the case study approach is important precisely because it studies the particular in-depth, and often yields outcomes that are inclusive. This can offer policymakers "opportunities to increase their understanding of complex social settings and programmes in order to inform the policy judgements they need to make" (Simons, 2009, p. 167). Simons suggests that researchers using a case study approach approximate the way of the artist in making sense of data in order to portray the essential truth about a social context such as foundation education. She acknowledges the paradox between the universal and the particular within case studies as being present in the ambiguity or conflict that this paradox presents until the researcher can reach an understanding of both the unique instance and universal understanding.

Note: Adapted from Simons (2009, pp. 164-167)

Finally, a theory or conceptual model of foundation education has been developed through the interpretative process of analysing the data and the development of a coherent 'story' in the narrative of the case of NorthTec's foundation education provision.

The fourth myth that Simons (2009) examines is that case studies are not considered useful in policymaking. Most policy contexts involve deriving scientific legitimacy from large sample designs, often survey or experimental, that offers the promise of conclusive evidence. Simons posits that case studies provide an understanding of the process and context and can be used to interpret the meaning of findings gained through

other methodologies. Also with computer-based technology such as NVivo® it is possible to collect and analyse large-scale data sets, including those contained from case studies. Simons (2009) also argues that there is "virtue in a close-up reading and immersion in the single-case study itself to inform policy decision-making" (p. 170). Through the presentation of the complex and multiple realities of foundation education policy and provision, this research potentially provides policymakers (involved in foundation education) with an opportunity to increase their understanding of particular situations and pedagogies, which may contribute to informed and sound policymaking for foundation education.

4.6 Research design, procedures, data generation and management

This section details the research design aspects of the research as they pertain to research procedures, data generation and the management of data, so that the research may be authenticated. The decision making processes and procedures used for the collection of data are described. These are semi-structured interviews, policy and documentation analysis and personal observation. Most importantly, this section outlines how access and acceptance for conducting the research was achieved from all potential participants (the details of ethics clearances and approvals are provided in section 4.9).

4.6.1 Access and acceptance

> Ethical considerations pervade the whole process of research; these will be no more so than at the stage of access and acceptance, where appropriateness of the topic, design, methods, guarantees of confidentiality, analysis and dissemination of the findings must be negotiated with relative openness, sensitivity, honesty, accuracy and scientific impartiality. (Cohen, Manion, & Morrison, 2011, p. 83)

I acknowledge that this study could only have been be undertaken by the achievement of a level of acceptance and trust from the interviewees. The journey to achieving access and acceptance and managing conflict of interest (in particular, at NorthTec as the case study) is described within other sections within this chapter (ethical considerations, acknowledgement of bias, the attainment of trustworthiness and authenticity). It is recognised that without the attainment of a degree of trust by participants in my role as the researcher, this study would not have been possible.

The high level of engagement by staff in the interview process is perhaps an indication of the efforts expended to carefully manage the relationships with the potential participants, in particular with regard to alleviating participants' fears and concerns about the research. It should also be recognised that the openness and depth of responses from all who were interviewed (as contained in the transcripts) is a reflection of the passion and drive that those interviewed (regardless of the positions that they held) brought to the various roles they have in foundation education. Access and acceptance at the policymaker/influencer level was at times challenging as the availability of these senior managers was often problematic. Great care was taken to approach these managers in a professional manner, and detailed background information about the research was provided (see Appendix B). Securing interviews with some of the managers took several months, again often due to juggling timetables, but in the end nearly all that were approached engaged in the research.

4.6.2   NorthTec as the case study

As discussed earlier NorthTec represents the single-case for this research (see Appendix G for a description and short history of NorthTec, and its foundation education provision, within its regional and demographic context). Early on in the research process, it was decided that NorthTec was a good-fit as the case study for the examining the aim and research questions. This section describes how the case study was selected and describes NorthTec as a bounded system.

NorthTec was chosen as the suitable case study due to the high number of foundation learners within the region and because it had (in the early 2000s) developed generic and centralised foundation programmes to address the needs of these foundation learners. Another factor was that at the time of candidacy approval, I was located in Northland and employed by this polytechnic. As the Academic Co-ordinator of NorthTec I was intimately involved in the development and approval processes for the establishment of these new generic foundation programmes. Given my position, there was an element of accessibility to the data which contributed to my decision to choose NorthTec as the case study and a main focus of this research. Strategies to reduce potential bias or

conflict of interest arising from my role at NorthTec are outlined in sections 4.8.1 and 4.9.4.

4.6.3   The programmes

Discussions about what programmes to target (as well as potential participants and relevant documentation) began with NorthTec's Academic Director and Academic Registrar in 2009 and 2010, as detailed information on programmes is typically held within the quality and/or academic registry functions of ITPs. I made decisions about which foundation programmes to target through consultation with relevant Programme Leaders of the foundation programme areas. As a result of successive restructuring the staff, location of programme areas and management structures had changed significantly over the course of a decade. Many senior managers were new to their roles and were responding to continual adjustments and fluctuations happening throughout the organisation. Within this context, I spent considerable time familiarising myself with the new organisational structures, foundation programmes and staff before determining which programmes to include in the research.

On-going informal discussions with the managers and programme leaders helped identify a draft list of programmes. This list included some programmes which were clearly focussed on foundation education and other programmes that were perceived to have a significant foundation education component within their design and intent. An analysis of the information about the programmes contained within the Programme Guide section of the NorthTec Academic Calendar (in particular, the programme aim, graduate profile and course prescriptors) confirmed the selection and in some cases was used to identify whether there were actually foundation education components within a programme (see Appendix F).

The first (and most obvious) programmes to be included within the research were those in the Foundation Studies programme area (as described in NorthTec's Academic Calendar and on their website). These were situated in the newly formed Creative Arts and Humanities directorate. The generic and centralised foundation programmes that were being offered at the time of data collection were the Certificate in Academic

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Studies (Level 4) and the Certificate in Foundation Studies (Level 3). These two programmes can be considered to be centralised foundation programmes in that they were located in a specific programme area or 'department' and delivered generic foundation learning with some discipline specialisation to enable pathways into higher level programmes such as the Nursing and Social Services degrees at NorthTec. Both of these programmes were local qualifications approved first by NorthTec's Academic Board and then TEC for funding purposes and NZQA for quality assurance purposes.

When the first centralised programmes were approved for delivery around 2000, the intent was that all foundation programmes would be located or centralised in one programme area. It was intended that this area would specialise in teaching generic foundation programmes with discipline based learning to provide pathways into higher level NorthTec programmes (see Appendix G). This model of delivery can be contrasted with a de-centralised model of foundation education where the foundation programmes are positioned in the discipline oriented structures within the ITP and generic and/or specialised foundation programmes are delivered within a number of programme areas (see Chapter Two, section 2.3.2 and Tables 2.16 and 2.17). Despite the original intent to provide a centralised model of delivery, over the decade other programme areas at NorthTec developed their own specialised foundation programmes (reflected in either the title or content of the programmes), while at the same time the generic foundation programmes remained in the foundation programme area (with the exception of the My Start programme, that was located in the Creative Arts and Humanities directorate, but as a separately managed programme to the other generic foundation programmes).

As NorthTec's organisation structuring of foundation education included both centralised generic programmes and de-centralised specialised programmes it was decided to include the specialised foundation programmes within the study in order to access the perceptions and experiences of staff teaching foundation learning within these mainly vocationally based programmes. The specialised foundation programmes lay within the Trades and Technology and Health and Environment directorates.

The interviews began with the programmes that could be unequivocally classified as foundation programmes, while investigation into the suitability of other programmes evolved through further discussion with relevant staff and analysis of programme content. These programmes:

- were located in the Foundation Studies programme area i.e., the Certificate in Academic Studies (Level 4) and Certificate in Foundation Studies (Level 3);

- targeted foundation learners specifically, such as My Start (Certificate in Vocational Studies) which was funded for disadvantaged youth; and

- contained the term 'foundation' within their programme title e.g. the Certificate in Foundation Forestry Skills.

As the data collection progressed, and the constant comparison of the data evolved, more information was gleaned on other programmes that had a substantial foundation component. This information came from both participants' comments and suggestions during the pre-interview process and at some of the interviews. Further analysis of programme documentation also guided the selection process. For example, the Certificate in Horticulture (Level 2) was initially not considered within the scope of the research on the advice from various academic managers. However, an examination of the programme in terms of its student base and programme content (as contained in the Academic Calendar) revealed a possible focus on building foundation skills. After detailed discussion with the relevant Programme Leader it was decided that this programme should not be included as the current intent and curriculum was not designed around foundation learning provision and that it was in a transitional phase to be redeveloped to focus explicitly on foundation learning and skills in the future.

It was decided to include the Certificate in English as a Foreign Language within the research as this programme aims to bridge learners into the achievement of IELTS grades necessary for entry into New Zealand educational programmes and to bridge migrants and new residents into New Zealand society through the attainment of English language skills and proficiencies.

The foundation programmes selected were all at certificate level and ranged from NZQF Levels Two to Four. NorthTec does not currently offer foundation or bridging programmes at NZQF Level Five and above. However, two bridging courses, *Introduction to Mathematics* and *Engineering Fundamentals* were included as they were recognised as bridging courses to higher level programmes by the Academic Registrar, previous Academic Director and the tutor in the programme area. Table 4.5 provides the categories and titles of the qualifications and courses that were included. The programmes selected represented eight programmes out of a total of 76 certificate level awards offered in 2012 as described in the 2012 NorthTec Academic Calendar. It is likely that many of the certificate programmes not selected may have contained foundation education components and/or targeted priority or foundation learners. However, these programmes were not manifestly marketed or (from the discussions held with the managers) recognised within NorthTec as foundation programmes.

Table 4.5
NorthTec Foundation Programmes and Courses Included in the Research by Category of Foundation Education Provision

Category	Qualifications/Course Titles
Centralised foundation programmes: Programmes that contain a strong foundation learning component:	• Northland Polytechnic Certificate in Academic Studies (Level 4) • Northland Polytechnic Certificate in Foundation Studies (Level 3) • Northland Polytechnic Certificate in Foundation Forestry Skills (Level 2) • Northland Polytechnic Certificate in Forestry (Forestry Industries) (Level 2) • Northland Polytechnic Certificate in Vocational Studies (Level 2) - marketed as My Start; • National Certificate in Farming Skills (Work Ready) (Level 3) • Northland Polytechnic Certificate in General Farm Skills (Level 3) • Northland Polytechnic Certificate in Elementary Construction (Level 2)
Programme with a strong bridging component: Bridging courses:	• NorthTec English Language Programme including the Certificate in English as a Foreign Language • Introduction to Mathematics (Level 3) • Engineering Fundamentals (Level 4)

The final selection of programmes focussed on those with a manifest or recognised foundation or bridging component, as evidenced by both the programme descriptions and from the perceptions of the various academic managers that I held discussions with.

4.6.4 The interviews

Semi-structured interviews were used to gain information on the perceptions and experiences of people involved in foundation education using Degener's continuum of critical pedagogical constructs as a conceptual framework to examine both foundation education programme delivery and policy. As commented on earlier, Degener's (2006) research focussed only on teachers in her data collection. In order to expand the research vertically within an educational organisational structure, and include the dimension of foundation education policy, this study targeted the following groupings within NorthTec:

- foundation educators or tutors;

- administrators or senior support persons involved in foundation education;

- Programme Leaders (a title given to staff at NorthTec who held a degree of management and leadership responsibilities for specific programme areas), middle and senior managers; and

- selected NorthTec Council members.

As this study included the extension of Degener's analytical framework to the arena of foundation education policy and strategy, interviews were sought from policymakers/influencers within the wider tertiary foundation education field in New Zealand. These interviewees were located in organisations within Government departments (MoE, TEC), research institutions (Ako Aotearoa), professional associations (FABENZ) and advisory groups (Youth Guarantee). Table 4.6 provides descriptive information about the interviewees who were organised into three groups for the purposes of the analysis of the transcripts.

It was decided, early in the research design phase, not to approach learners enrolled in NorthTec foundation programmes directly. A reason for this decision was that excluding foundation students was in line with Degener's research procedures which also did not include surveying or interviewing students. Other factors which contributed to this decision was the reluctance expressed by NorthTec management to interrupt students in their learning process and the methodological challenges of gaining

illustrative student participation in the research across all of the programmes and courses included in the research.

Table 4.6
The Groups of Interviewees

Group	Description
Group one: foundation education tutors	These interviewees were the NorthTec foundation education tutors who deliver on the foundation programmes selected for this research. Many of the tutors that were interviewed were part-time and taught across other programme areas as well as the generic and specialised foundation programmes.
Group two: managers and administrators	These were the selected NorthTec administrators and/or support persons; Programme Leaders; other middle managers; and senior managers. All of whom held a degree of responsibility for foundation education at NorthTec. Some of the managers that were interviewed were responsible for the programme areas that successful foundation students could pathway into, such as Nursing and Social Services programmes at NorthTec.
Group three: policymakers and influencers	These included selected NorthTec Council members and external policymakers/influencers within the tertiary sector who held a degree of responsibility or influence on the foundation education field in New Zealand.

However, several questions were built into the interview schedules to gauge interviewees' perceptions of their students' characteristics and experiences such as: including their needs and goals; preferred teaching activities and materials; strengths and weaknesses; ability to influence aspects of programme and curriculum development and delivery; degree to which they are self-directed and/or act as role models; the degree to which they are involved in the community; and role that students play in their assessment. The thematic analysis that arose from the responses to these questions is presented and discussed within Chapter Six. It is believed that this analysis provides an insight into the characteristics, needs and preferred delivery approaches of foundation students at NorthTec, primarily through the lens of the foundation education tutors. It was also anticipated that information about student success and their experiences could be gained through available programme data such as evaluations and programme reviews, and to a degree from tutors' responses on perceptions of their students' experiences. It is recognised that not having the learners' direct 'voice' within the

research design may be seen as a limitation and could be an area for further research and investigation (see Chapter Nine and Tables 9.2 and 9.3).

All Directors, Programme Leaders and administrators involved in foundation education delivery at NorthTec were included as potential participants in the research. Managers responsible for support functions for foundation programmes and learners included those leading the areas of student support, academic registry and institutional quality. It was decided to interview a senior manager (who had left in 2011 as a consequence of restructuring), as this person held a considerable wealth of institutional knowledge about foundation education at NorthTec that would have otherwise been unobtainable as this particular management role and responsibilities had been allocated to a number of new and existing management positions in the NorthTec organisational restructuring.

A selective approach was taken in approaching NorthTec Council members as it was deemed impractical to include all members, as they are incredibly busy people, most of whom hold a multitude of public positions in New Zealand business and society. The main factor for the selection of Council members was whether they had previous educational experience or oversight of foundation education. It was deemed that those without this experience or oversight (those with primarily business or accountancy backgrounds) may have had difficulty in being able to relate to the pedagogical concepts and practices contained within the interview protocol. This is not to say that these individuals would not have brought a useful perspective on foundation education, but that within the research design, it was considered that the Council members with strong educational experience would add the best value to the research in terms of addressing the aim and research questions. The selection process for Council members was based on their profiles posted on the NorthTec website. Their suitability for inclusion in the research was confirmed with the Chief Executive, who was also interviewed as part of the managers/administrators group. It was decided to include a longstanding member who had recently resigned from the Council for the same rationale given above for interviewing the Academic Director who had left NorthTec. It was considered that the perceptions and extensive experiences of this Council member would add great value and insight on how foundation education is perceived and governed at NorthTec. It is

recognised that the purposeful selection of Council members to those with educational experience contains an element of bias within the research.

All tutors (employed both full-time and part-time by NorthTec in 2012) who taught in any of the programmes selected were included as potential participants. The list of these tutors was provided by the respective Programme Leaders, validated by checking their information on the NorthTec internal staff portal, and was accurate at the time that the interviews were conducted.

Great care was taken to select and approach the potential interviewees for the policymakers/influencers group. A primary factor for selecting these individuals was their position or opportunity to influence the direction of foundation education in New Zealand. Given that New Zealand is a relatively small country, with a rather intimate Government policy and public sector, the sample to draw on in terms of this group was quite limited. Table 4.7 represents a summary of the participants approached and interviewed against the three main groups of interviewees.

The semi-structured interview schedules were developed from Degener's research protocols for the six programme areas. These were adapted for the context of New Zealand tertiary education in terms of language and terminology. Questions were also incorporated within the interview schedules for the following areas in foundation education:

- strategy and policy;
- future directions;
- research priorities; and
- quality assurance.

The intent of the questions within the interview protocols was to explore interviewee's philosophies, experiences and practices along a continuum of critical pedagogy. As such, the interview schedules were developed to be more neutral from any value-laden bias about different pedagogies and to investigate the social reality of interviewees' perceptions, philosophies, experiences and practices on foundation education. Leading or direct questions which asked specifically what the pedagogical approaches

interviewees' had adopted or used were not asked. Degener (2006) applied this approach in her survey and interview protocols in order to develop the critical and non-critical pedagogical constructs underlying the delivery of family literacy programmes within her doctoral research.

Table 4.7

Summary and Representation of Participants Approached and Interviewed

Role and function	Number approached	Number of interviews obtained	Number of interviews declined
Foundation education tutors	33	32	1
Managers and administrators	17	16	1
Policymakers and influencers: NorthTec Council members and Chief Executive	4	4	-
Policymakers and influencers: external to NorthTec foundation education provision	7	6	-
Total	61	58	2

Notes.
1. The total number of persons participating in the research was 55, as three NorthTec staff members approached held dual roles. Two staff members were both managers and tutors and one was both an administrator and a tutor. These three members were interviewed twice, once for each role, bringing the total number of interviews conducted to 58.
2. One of the potential participants within the policymakers/ influencers group originally agreed to participate but left the organisation they represented within the data collection phase.
3. The total response rate was 95% of those that were approached to participate in the study.

A similar approach was adopted for this study. A direct question could have been, 'do you adopt a critical or functionalist pedagogical approach in your practice? It was considered that this type of questioning would have been leading, as one of the assumptions of this research is that particular pedagogies are value-laden and that a degree of moralisation about certain pedagogies may exist. For example, some tutors (who have studied the socio-political nature of education as being good practice and more acceptable academically) may have invested in the value of a pedagogy more towards the critical end of Degener's continuum as being more appropriate for foundation students than the functionalist pedagogical approaches. Conversely, the tutors who have had more of` a vocational training background may have adopted or

internalised a functionalist type of pedagogy as being more appropriate for foundation students.

The first interview schedule that was developed was for the tutors. After this interview schedule was trialled for face validity it was used to develop and trial the other three interview schedules for: managers/administrators; managers of programmes that NorthTec foundation programmes pathway into[64]; and policymakers/influencers (see Appendix D).

Most of the potential interviewees were initially contacted by a phone call introducing myself, the research and an invitation to participate. For some of the interviewees (such as the senior managers at NorthTec), a phone call was not necessary as they already had indicated their willingness to participate in previous discussion about the research. This communication was followed up with an email to all potential participants, explaining the research in a summarised format with an attachment in Word® (see Appendix B) which introduced and outlined in detail:

- the background and aim of the research, including my impetus for embarking on the research;
- the title of the proposed thesis;
- a summary of the methodological approaches proposed;
- approvals and ethical clearances; and
- contacts for further information.

This background correspondence was modified as appropriate for the groups of interviewees. Depending on the response by participants to this email, further contact was made by phone and/or email to discuss any concerns or questions. Once the potential participant indicated a willingness to be interviewed, the participant information and consent form (see Appendix A), was sent via email along with proposed times and dates for the interview. Within NorthTec a meeting request was

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[64] This sub-group within the managers/administators group consisted of three interviewees.

simultaneously sent through Outlook®. Opportunities for discussion of any questions and concerns were made at the interview, both at the start and conclusion.

The interviews were conducted over a relatively short time period of four months in the first half of 2012. The interview process was semi-structured, using the interview schedule as a guiding and flexible framework, rather than a series of questions that were asked or delivered in a linear or exact fashion. The sequencing of the questions was dependent on the interviewees' responses and experiences. However, all question areas were covered in all of the interviews. At the level of tutors there was a degree of common experience in that they all taught foundation education at NorthTec and the sequencing of questions tended to follow a similar pattern, which was on the whole prescribed within the interview schedules. Within the managers'/administrators' and policymakers'/influencers' interviews, the variety of individual experiences were quite diverse, so the process of conducting these interviews was more fluid and contextualised about these interviewees' individual roles and responsibilities. Yet, all question areas (in six programme areas and foundation education policy and strategy) were addressed within the interviews conducted for these two groups. As the interviews progressed, I believe I became more adept at refining the sequencing of questions to suit the dynamic of the interview across the groups of interviewees, while retaining a focus on the areas of investigation or questioning.

All interviewees were encouraged to contact me after the interview if they had any further thoughts or needed any clarification. A few participants did make contact after the interviews. These were to express either positive aspects about the experience or to ask how the results of the research would be communicated. I received no criticism or concerns from the interviewees or their managers about the interview process.

Audio recordings were made of the semi-structured interviews which ranged from 40 minutes to two hours duration, but the majority of the interviews were of one hour duration. Most interviews, for the tutors and managers/administrators groups, occurred at the interviewee's place of work including NorthTec's main campuses in Whāngārei

and satellite campuses in the small towns of Kaitaia, Kerikeri and Kaikohe (see Appendix G). Where a suitable office or place to conduct the interview was not available, I conducted the interviews either at my home, or in one case, a café in Kawakawa. All of the tutors' and managers'/administrators' interviews were conducted face-to-face. As most of the policymakers/influencers were not located in Te Tai Tokerau, a number of these interviews took place via Skype®.

The interviews were transcribed through resources made available through Curtin University. I ensured the quality control of the transcripts through examining each transcript and where there were errors or gaps revisiting the original recordings. It was decided early on in the research process, not to ask the participants to check the transcripts, as in obtaining the necessary approvals for access to NorthTec staff by the Chief Executive, I had been given a clear directive not to encroach on the workload of staff. As most of the interviews were at least of one hour duration, it was considered that the interviewee's review of the transcripts would have been unduly time consuming. A research question at the end of the interview gave the participants an opportunity to state whether they were happy with what they had said and it was emphasised that they could contact me after the interview if there was anything that they wished to amend or add.

4.6.5   The documentation

Documentation analysis represents an important methodology for data collection for this study. It has been used to verify findings and/or explore contradictions in the threads and themes developed from the analysis of interview transcripts using constructivist grounded theory. Essentially, relevant documentation analysis has been undertaken at both the policy and case study level as a secondary source of data to support the findings gained from the interview process. The documents gathered and analysed included relevant: Government policy and strategic documents; professional association reports and proceedings; and national and international research institutions' publications. Included in the consent provided by the Chief Executive of NorthTec, was access to this polytechnic's information and documentation not available to the wider public. At the management level these documents included NorthTec's investment and action plans as

well as quality assurance information and reports related specifically to foundation education.   At the programme level, documents included: programme approval documents and course descriptors; programme and course evaluations; programme reviews; and associated documentation. The documents accessed were those available over the last decade of NorthTec's foundation education provision, but in particular, within the time period of 2012, when the interviews took place. Table 4.8 summarises the categories of documentation accessed and analysed including resources external to NorthTec (see Appendix E for the complete documentation accessed within NorthTec).

It is acknowledged that an analysis of the documentation in terms of evidence of a potential continuum of critical theory or pedagogical constructs could substantiate a research project in its own right. However, the documentation accessed has been used as a source of data to support emerging categories and to either validate or identify inconsistencies within the analysis of the interview transcripts (see Chapters Five to Seven.

Table 4.8
Summary of Documentation Accessed and Analysed

Documentation	Description
NorthTec programme documentation	• Programme Approval Documents[65]. • Course descriptors. • Lesson plans and curriculum documents as available on the NorthTec Staff Portal. • Annual Programme Review reports. • Course evaluation surveys. • Self-assessment reports. • Internal Audit reports.
NorthTec sectional and organisational publications and documentation	• NorthTec Annual Reports (audited). • NorthTec Academic Calendars. • NorthTec Strategic Plans. • External Evaluation and Review reports. • Organisation Review and Restructuring reports. • Selected Professional Development records. • QMS documentation (specifically Academic Statutes and Policies).

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[65] Programme Approval Documents (PADS) are formal documents which describe in detail how the organisation will meet the ITPs Academic Board and quality assurance bodies' accreditation and approval criteria for new or redeveloped educational programmes and courses.

Table 4.8
Summary of Documentation Accessed and Analysed (continued)

Documentation	Description
Government publications and documentation	• Tertiary Education Strategies and Statements of Tertiary Education Priorities. • Briefing papers to incoming Ministers. • Select Committee Reports. • TEC Monitoring Reports. • NZ Skills Strategies.
Other policy documentation:	• NZABE Conference proceedings and papers. • FABENZ Conference proceedings. • Ako Aotearoa foundation community research projects and reports. • The New Zealand Literacy portal documents and reports. • New Zealand Council for Educational Research (NZCER) documents and reports. • National Centre of Literacy and Numeracy for Adults documents and reports. • Organisation for Economic Co-operation and Development (OECD) publications relevant to New Zealand foundation learning provision.

4.6.6   The researcher as a research instrument

Merriam (1988) states that "in qualitative research the investigator is the primary instrument for gathering and analysing data and, as such, can respond to the situation by maximizing opportunities for collecting and producing meaningful information" (p. 20). Recognising this dynamic, I have brought my personal observations of the phenomenon under study to the research findings, often in terms of informal contexts arising from on-going discussions and working alongside those involved in foundation education. The data collected through observation were recorded within 'implementation plans' and regular progress reports to my supervisor. I also maintained a reflection journal which was updated weekly to help keep on track with ideas, observations and thoughts about foundation education as well as both personal and methodological stumbling blocks that had to be negotiated within the research process. This journal was useful as a means to monitor my own subjectivity, personal experiences and opinions so as to reduce bias in the data collection and analysis process. Despite efforts to minimise bias, I acknowledge that the interpretation of the data was influenced by my own experience, values and beliefs.

Within this context, Merriam (1988) notes the limitations of being a human instrument of research, where errors are made, opportunities are missed and biases occur. Merriam stresses the requirement for researchers to have tolerance for ambiguity and the need for sensitivity in engaging with participants. Both of these qualities are deemed critical to this research. An acknowledgment of the potential biases is presented in Table 1.2. Strategies to reduce this bias are discussed in section 4.8 and the degree of sensitivity demonstrated in terms of access and acceptance is discussed in section 4.6.1. However, some discussion of my approach to identifying and dealing with ambiguity and demonstrating sensitivity with the participants is considered worthy of note.

In terms of *ambiguity* Merriam (1989) notes that, "the researcher must be able to recognise that the best way to proceed will not always be the obvious" (p. 20). My initial approach to conceptualising foundational education when deciding on the research aims and question took an evaluative but predominately pragmatic approach. Specifically, research questions that I considered at the beginning stages centered on the evaluation and usefulness of foundation programmes for obtaining desired or valued outcomes, as consistent with the focus on attaining mostly objective performance criteria that I had pursued within the roles that I had held in management positions at various ITPs. The methodological approach thought best at this time was essentially quantitative and based on "post-positivism or utilitarian pragmatism epistemologies" (Simons, 2009, p. 35). As the conceptualisation of the research design progressed, I realised this approach would not add value to the increasing body of foundational education research in New Zealand on the question of 'why 'foundation programmes are increasingly in demand and continue to be required for transition to further education or employment for so many people, and at the same time (as described in Chapter Two) many individuals that need foundational skills and education do not engage in available foundational education opportunities. As such the original 'obvious' approach to the research was reconsidered in terms of appropriateness for the primary aim of the research and the methodologies used.

I also experienced an initial degree of ambiguity concerning the potential of constructivist grounded theory for developing models or conceptual frameworks for foundation education policy and provision. As Merriam (1998) adroitly describes, qualitative research "places the investigator in a largely uncharted ocean. For some it becomes an adventure full of promise for discovery: for others, it can be a disorienting and unproductive experience" (p. 21). Fortunately, my uncharted experience was a journey of discovery and the realisation of possibilities, rather than the alternative Merriam describes.

Finally, Merriam (1998) notes that the "notion of sensitivity pervades the literature on doing qualitative research of any sort" (p. 21) and the researcher must be a good communicator. I am of the opinion that sensitivity of the researcher is paramount to both quantitative and qualitative research designs. However, in the approach to this research, every effort was made to be cognisant of participants' situations, in particular at NorthTec with staff enduring successive organisational restructuring and reviews. Sound communication skills and being 'highly intuitive' or sensitive of the dynamics or situations that the interviewees came from was essential within the interviewing process, which also required the spacing or timing of the interviews to allow for personal reflection and distance before each interview.

4.7   The analysis of the data

Charmaz (2000) states that "grounded theory methods specify analytic strategies, not data collection methods" (p. 514). The approach to the data analysis is primarily based on Charmaz's (2006) guidelines or analytical strategies for achieving grounded analysis, recognising that the frame of analysis is also 'constructed' from Degener's (2001) analytical framework of four degrees of critical pedagogy across six programme areas (see Table 3.9). These analytical strategies and processes are described in Table 4.9 and Figure 4.2. Simple descriptive analysis using frequencies of responses and percentages were also used as appropriate to support the analysis and findings.

After coding and comparing the data, memos were created (using Word®) which summarised and recorded my developing thinking or conceptualisation about the data, including the evolving categories, concepts or themes made through the coding and constant comparison process. This process involved coding the interviewees' responses to the questions in the interview schedules which were grouped according to Degener's six programme areas and the area of foundation education policy. The themes and threads arising from the analysis were constantly compared to patterns which were emerging from the documentation analysis and personal observation. Diagrams were often used to explore the relationships between emerging categories and concepts. The categories used to develop the "theory" or conceptual frameworks are contained in the six programme area summaries in Chapters Six, and the summary for the policy and strategy area in Chapter Seven.

It should also be noted that the dynamic of the interview tended to vary amongst the three groups. Whilst the process for the tutors in general tended to be in more or less a linear format of questioning against the interview schedules, for the managers/administrators, and in particular for the policymakers/ influencers groups, the interview process was much more dynamic. Often in response to a single question in one area, the interviewee responses covered a number of other areas of questioning. As the researcher, I encouraged a flow of dialogue which aimed to engage each interviewee in the subject at hand, rather than mechanistically following the interview schedule. The interviews with many of the newer incumbents (to their roles in foundation education) required a degree of explanation for some areas of questioning that was not necessary with the more experienced tutors, managers/administrators and the policymakers/influencers. The coding process enabled interviewees' responses to be categorised against appropriate areas of questioning, regardless of whether the interview took a more or less linear process against the interview schedules.

Table 4.9 details the analytical strategies that have been used in this research which fundamentally are derived from Charmaz's (2000, 2006) constructivist approach to grounded theory. Figure 4.2 outlines the constructivist grounded theory process adopted

for this study. The analytical strategies used in this research were initially applied using NVivo®. It was considered that this software was appropriate for the research in that "the design of NVivo® was strongly influenced by grounded theory therefore the program gives good support for the method" (Gibbs, 2000, p. 165). Degener's framework was recreated in NVivo®, with each component or element of Degener's framework described as a separate category (or what is called a 'node' in NVivo®). Additional categories were created for the policy, strategy and other additional question areas. The analysis of the data (the interview transcripts, relevant documentation analysis and personal observations) against the framework and critical theory precepts enabled initial open coding of the data to appropriate categories or multiple categories as appropriate.

Table 4.9

Analytical Strategies used in the Research

Analytical strategy	Description
Coding and comparison	Data analysis relies on coding – the process of breaking down data into smaller components, and labelling those components – and constantly comparing data with data to understand and explain variation in the data. Codes are combined and related to one another and are referred to as categories or concepts. The coding process involved: • *Open coding*, where the text is read reflectively to identify relevant categories, both within and amongst Degener's six areas of programme delivery and other questions asked in the semi-structured interview and documentation analysis, in particular those on foundational education policy and strategy. • *Line-by-line coding* of the transcripts was also used to analysis this data for emerging threads and themes for specific question areas or categories. This type of coding to examined the words used by the participants to describe their world view – their experiences meanings and assumptions they attach to those experiences around foundation education. • *Axial coding*, where categories are refined, developed and related or inter-connected; • *Selective coding*, where the central categories that tie all other categories in the theory together into a story, are identified and related to other categories. I recorded initial reflection notes in an online 'research journal' noting the dynamic of the interviews, reoccurring topics and the similarities and differences between the groups of interviewees. Throughout the early coding process I moved quickly through the data and constantly compared data with data, making notes where the transcript analysis was supported by or contradicted documentation evidence and/or personal observations. The most frequent and significant codes were selected and then raised to tentative categories.

Table 4.9

Analytical Strategies used in the Research (continued)

Analytical strategy	Description
Memo-writing	The writing of memos (and diagrams where appropriate) throughout the analysis about events, the case study, categories, or relationships between the categories. Memos are used to stimulate and the record the researchers developing thinking including categories or concepts made through constant comparison. I would write down thoughts about what was happening in the data and how the emerging categories compared or contrasted with Degener's framework.
Theoretical sampling	Theoretical sampling is informed by coding, comparison and memo-writing. Theoretical sampling is designed to serve the developing theory. Analysis raises questions, suggests relationships, and highlights gaps in the existing data set and research what the researcher does not know. Through careful selection of participants and by modifying the questions used in the various interview schedules and themes for the documentation analysis, the research has filled gaps, clarified uncertainties, tested interpretations (in particular of Degener's critical theory precepts) and continuously built theory.
Theoretical saturation	Qualitative researchers generally seek to reach 'saturation' in the research, often interpreted as meaning that the researchers are hearing nothing new from participants. In a grounded theory approach theoretical saturation is sought which is subtly different, in which all of the concepts in the theory being developed are well understood and can be substantiated from the data. I continued to analyse the data by constantly comparing the different groups of interviewees, different accounts within documentation different experiences through interviewees' comments and personal observation. I developed a set of folders containing memos that to recorded ideas regarding emerging and related categories as well as both expected and unexpected findings. I reached saturation point when no more new themes were being raised.
Development of theory	The results of a grounded theory study are expressed as a substantive theory, that is, as a set of concepts that related to one another in a cohesive whole (see Figure 8.1). This theory is considered to fallible, dependent on context and never completely final. I able to order my memos into key categories which were used to develop the programme area summaries contained in Chapter Six and the Policy and Strategy Area summary contained in Chapter Seven. These were used to develop the Foundation Education Conceptual Framework outlined in Chapter Eight (Figure 8.1 and Tables 8.1 – 8.5 inclusive).
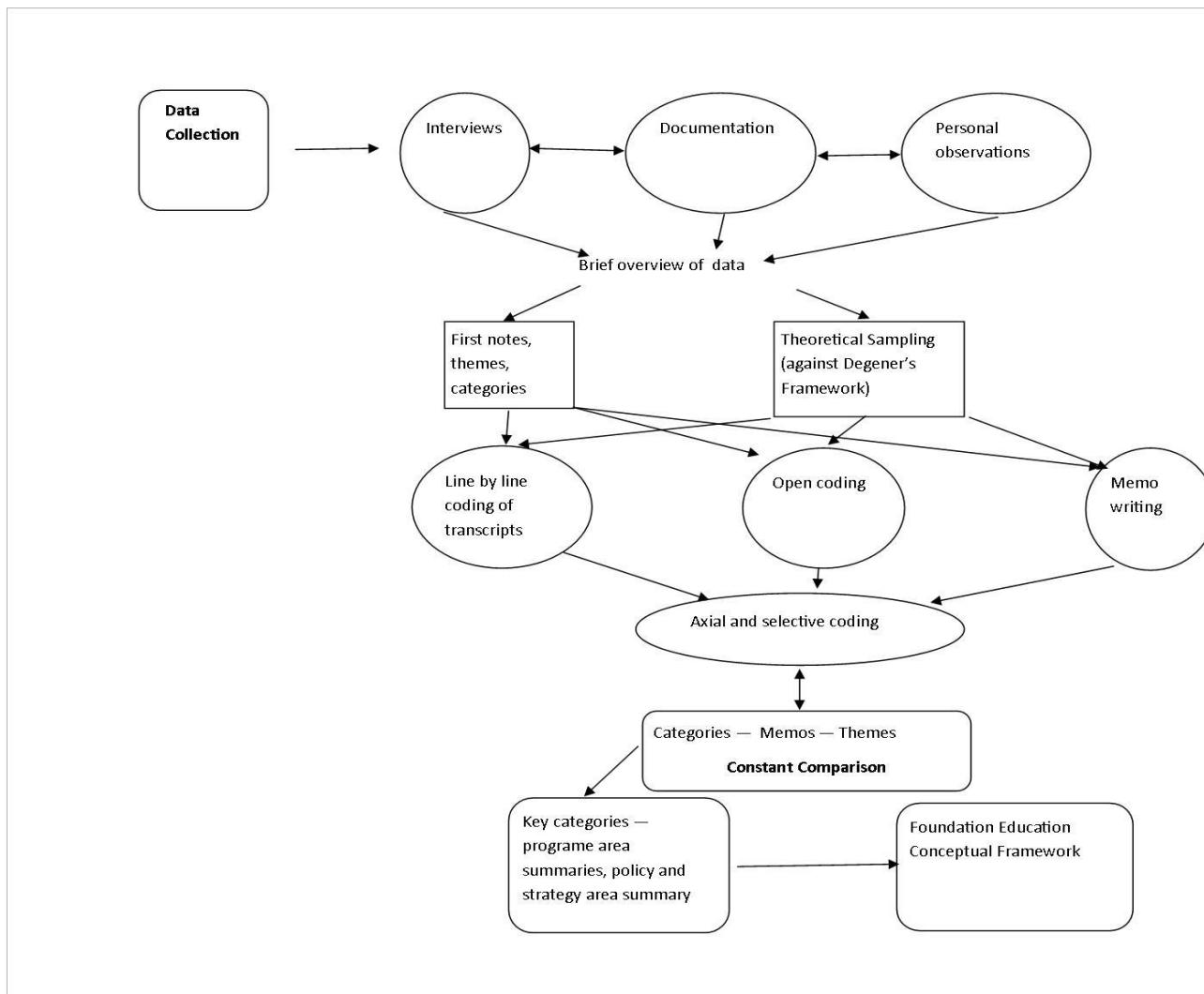
Figure 4.2.   Constructivist Grounded Theory Process.

Throughout the coding process, the category descriptions were revisited to ensure consistency in interpretation and the refinement of the description if and when required.

While the initial analysis was conducted using NVivo®, most of the analysis and comparison of the data against the three groups of interviewees and the emerging categories (within Degener's six programme areas and the policy and strategy area) was completed using Excel® initially for open coding and comparison and Word® for axial and selective coding and to build the memos). All of the interviewees' responses against each question were placed in a Word® document (some of these transcript excerpts against a specific question were of considerable length, after removing irrelevant comments). I found the analysis process more efficient using Word® (as opposed to NVivo®) in terms of examining data across multiple sources and documents (including records of my personal observations) and visualising the developing threads and themes against the transcripts.

Working with an academic research consultant (based in Auckland, New Zealand) who was experienced in NVivo®, and with guidance from my supervisor, I explored and tested the robustness and trustworthiness of the approach that I finally adopted for the analysis of the data. Regardless of the platform used, constructivist grounded theory strategies were adhered to which enabled the development of the foundation education conceptual framework.

4.8   Trustworthiness and authenticity

As described, the research methodologies used in this study are essentially qualitative with an educational focus. Miriam (1998) states that "the applied nature of educational inquiry makes it imperative that researchers and others have confidence in the conduct of the investigation and the results of any particular study" (p. 199). Lincoln and Guba (1985, 1989), in their work on developing evaluation criteria for qualitative research, introduced the concepts of trustworthiness and authenticity along with a set of criteria or techniques for achieving these aspects. These concepts are defined and the criteria discussed in section 4.8.2, along with a description of the strategies used in this study to

ensure aspects of trustworthiness and authenticity. First, an acknowledgement of the potential influence of bias is provided.

4.8.1 Recognition of potential bias

> Simultaneously research demands scepticism, commitment and detachment. To understand the object or domain of inquiry takes an intense degree of commitment and concentration. To remain open minded, alert to foreclosure and to sources of error needs some measure of detachment. As with other forms of art, research requires detachment from oneself, a willingness to look at the self and the way it influences the quality of data and reports; in particular research demands a capacity to accept and use criticism, and to be self-critical in a constructive manner. (Norris, 1997, p. 173)

A critical feature of any research design, which is perhaps more dominant in qualitative research than in quantitative or positivistic paradigms, is that researchers acknowledge the influences of their biases, values and beliefs in the research as well as those held by the individuals within the field of their research endeavour. Within Chapter One I acknowledge the personal perspective that I have brought to the study (see Tables 1.2–1.4). Section 4.6.6 acknowledges the limitations of being a human instrument of research, as described by Merriam (1998).

Throughout the research process I have employed strategies to acknowledge my personal viewpoints and motivations. The theoretical underpinnings and my personal motivations for the research were outlined in the correspondence seeking approvals to conduct the research at NorthTec (see Appendix C). Also, as stated in Section 4.6.4, all potential participants received detailed background information (see Appendix B) explaining the purpose of the research, how I had arrived at the topic as a research imperative and my personal experience within the context of foundation education in New Zealand. Finally, in terms of the interviewees, whether they were tutors, managers, administrators, policymakers or influencers, it is acknowledged that they all brought their beliefs, values and experience to this study research, and hence their own personal biases. This is entirely appropriate as this research focuses on the perception of these individuals about foundation education from their personal experiences that I had the privilege to listen to and convey in a trustworthy and authentic manner.

4.8.2   Trustworthiness and authenticity evaluative criteria

Lincoln and Guba's (1985) and Guba and Lincoln's (1989) criteria for evaluating qualitative research which are based on the concepts of trustworthiness and authenticity, have been considered. Lincoln and Guba (1985) in their influential work, *Naturalistic Inquiry,* developed four "parallel" criteria for evaluating the trustworthiness of a research study.   These criteria were more or less parallel to traditional quantitative criteria, i.e., internal and external validity, reliability, and objectivity. They are considered most useful in guiding methodological decisions and in auditing the overall research process. However, as Guba and Lincoln (2001) state "their very 'parallelism' to positivist tenets renders them less than fully adequate for determining the quality of a constructivist approach" (p. 13). These criteria for establishing the aspect of trustworthiness are:

- *credibility* - confidence in the 'truth' of the findings (this is parallel to the concept of internal validity);

- *transferability* - showing that the findings have applicability in other contexts (this is parallel to the concept of external validity);

- *dependability* - showing that the findings are consistent and could be repeated (this is parallel to the concept of reliability); and

- *confirmability* - a degree of neutrality or the extent to which the findings of a study are shaped by the respondents and not researcher bias, motivation, or interest (this is parallel to the concept of objectivity).[66]

Later, Guba and Lincoln (1989) introduced a second set of criteria for qualitative inquiry on the concept of authenticity (which includes fairness, respecting participants' perspectives and empowering them to act).

They recognised that their 'parallel criteria' still had a positivist ring. However, as Simons (2009) notes, the development of these criteria needs to be seen in the context of where the debate between quantitative versus qualitative methodologies was at this time.

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[66]   full definitions can be found in Guba and Lincoln (1989), pp. 233-43

> Whereas the parallel criteria are embedded in the assumptions of positivism, the authenticity criteria are based directly on the assumptions of constructivism and are responsive to the hermeneutic/dialectic aspects of that paradigm. (Guba & Lincoln, 2001, p. 13)

Authenticity criteria can be contrasted with trustworthiness criteria on substantive grounds as being responsive to the philosophical premises of phenomenological, constructivist or interpretivist inquiry. Authenticity criteria judge the process and outcomes of naturalistic or constructive enquiries rather than the application of methods. Lincoln and Guba (1989) describe the criteria for authenticity as being:

- *Fairness* - determined by an assessment of the extent to which all competing constructions have been accessed, exposed, and taken into account in the evaluation report, that is, in the negotiated emergent construction;

- *Ontological authenticity* - determined by an assessment of the extent to which individual constructions (including those of the evaluator) have become more informed and sophisticated;

- *Educative authenticity* - determined by an assessment of the extent to which individuals (including the evaluator) have become more understanding (even if not more tolerant) of the constructions of others;

- *Catalytic authenticity* - determined by an assessment of the extent to which action (clarifying the focus at issue, moving to eliminate or ameliorate problems, sharpening values) is stimulated and facilitated by the evaluation; and

- *Tactical authenticity* - determined by an assessment of the extent to which individuals are empowered to take the action that the evaluation implies or proposes. (Guba & Lincoln, 1989, pp. 245-250)

Tables 4.10 to 4.13 describe the techniques and efforts expended to meet Lincoln and Guba's (1985) and Guba and Lincoln's (1989) criteria for trustworthiness as appropriate to this study, followed by a description of approaches used to obtain aspects of authenticity.

Table 4.10

Strategies for Attaining Trustworthiness: Credibility

Credibility Criteria	Description
Prolonged engagement	I have had a prolonged engagement within the foundation education field of provision as a practitioner and manager of these programmes though operationalising successive New Zealand Government's policy directives on foundation education within three ITPs. Importantly I have an in-depth experience of over a decade, as both an employee and as an observer of NorthTec's foundation educational provision. This engagement has focussed on in the building of relationships, rapport and trust with the people working at NorthTec from all levels including the NorthTec Council, managers and tutors within the organisation so that the context for foundation programmes could be both appreciated and understood. The approach taken was essentially ethnographic in that my immersion within the culture and social setting of NorthTec, in particular on foundation education delivery, enabled a level of orientation around the delivery of programmes and to develop an ability to detect distortions in perceptions (through observations, interviews and documentation analysis). The level of engagement and the development of the relationships at NorthTec also enabled my ability to recognise and acknowledge personal preconceptions.
Persistent observation	*If the purpose of prolonged engagement is to render the inquirer open to the multiple influences - the mutual shapers and contextual factors - that impinge upon the phenomenon being studied, the purpose of persistent observation is to identify those characteristics and elements in the situation that are most relevant to the problem or issue being pursued and focusing on them in detail. If prolonged engagement provides scope, persistent observation provides depth (Lincoln & Guba, 1985, p. 304).* Persistent observation was achieved through the various roles that I held at NorthTec which enabled a degree of salience in identifying the boundaries for NorthTec's foundational education provision and what needed to be left out. For example although intrinsically interesting in terms of their potential for community and personal development, programmes such as the Horticulture and Sustainable Rural Development entry level certificates were excluded from the research as not being manifestly foundation programmes. This was achieved through persistent observation, checking and rechecking of facts and assumptions about these programmes.
Triangulation	Triangulation of both data collection methods and sources of information (through the interviews, observations and documentation analysis) were applied within the research design to provide evidence that the research process and findings were robust, comprehensive and credible. Triangulation was also a technique used to address the criteria of confirmability.
Negative case analysis	This involved searching for and discussing elements of the data that do not support or perhaps contradict patterns or explanations that are emerging from the data analysis. This is evident in the findings and analysis areas where I make regular reference to outlying comments within the analysis of the interview transcripts.
Referential adequacy	This involved the identification of some of the data from the interview transcripts that was retained as 'archives', but not initially analysed. I conducted the analysis on the remaining data which was used to develop preliminary findings. The research then went back to this archived data and analysed this in such a way to test the validity of the findings. An example of this is was in the approach to analysing the findings for the policy and strategy area. This data was 'archived' until the analysis of the six programme areas was complete. The process of analysing this remaining data can be seen as ensuring referential adequacy.

Table 4.10
Strategies for Attaining Trustworthiness: Credibility (continued)

Credibility Criteria	Description
Peer debriefing	*Peer debriefing as defined by Lincoln and Guba (1985) "is a process of exposing oneself to a disinterested peer in a manner paralleling an analytical sessions and for the purpose of exploring aspects of the inquiry that might otherwise remain only implicit within the inquirer's mind" (p. 308).* This technique was used at several levels. The first level was with the Programme Leader of the foundation programme area at NorthTec and the Academic Director prior to their accepting redundancy in 2010. Prior to the interview data collection phase, I asked for critical feedback on the research design from both persons. The feedback provided enabled me to keep myself 'honest' in that assumptions could be checked, facts confirmed or refuted and the credibility of the research design could be questioned. Secondly, peer debriefing also took place with several professional colleagues on the appropriateness and value of the research and provided at times the catharsis that Lincoln and Guba (1985) describe as necessary as "clearing the mind of emotions and feelings that may be clouding good judgement or preventing emergence of sensible next steps." (p. 308). This was particularly helpful both from those that had obtained doctoral degrees in education and those that were working in the foundation education field. These 'critical friends' were a great resource for challenging assumptions and at the same time providing encouragement throughout the research. The third source of peer review came from the coach employed at the latter stages of the research, where although the coach was not an academic in the field of foundation education had senior management experience in the New Zealand tertiary education environment and assisted in the development of coping strategies to progress the research.
Member checking	*Lincoln and Guba (1985) describe member checking as the most crucial technique for establishing credibility and is where the researcher will "check, whereby data, analytical categories, interpretations and conclusions are tested with members of those stakeholding groups from whom the data were originally collected." (p. 314). Whereas triangulation is directed at a judgement of the accuracy of specific data, member checking is a process to ensure the validity of the constructions that the researcher develops as representations of the stakeholder's realities.* Formal opportunities for member checking were problematic for this research given the directive from the NorthTec Chief Executive to limit any pressure on staff workloads. It was also problematic at the policymaker/influencer level as I was very grateful to have access to these incredibly busy individuals in the first place and I was conscious of the time that these people could dedicate to the research. Informal opportunities for member checking were also problematic as the sharing of and testing of interview information or even summaries between respondents was seen as breaching confidentially assurances within the research design. The environment of foundation educational provision has a political and often controversial dimension which member checking in the way that Lincoln and Guba describe ran the risk of incurring an escalation of possible adversarial positions between various stakeholders. It was decided that member checking, could cause unintentional harm to participants, in particular for the tutors, through the possibly of creating controversy on viewpoints that various individuals held which may have been seen as criticism of the organisation at the managerial level. NorthTec as described in this research has been undergoing continued restructuring and reviews, and it was determined that any strategy that would potentially threaten the security of employees was considered unsafe. In saying this, a commitment was made to report back to the participants after the research was complete in the form of a report and summary of the main findings and conclusions. In summary, member checking was considered to be to a risky technique to use for credibility purposes.

Table 4.11
Strategies for Attaining Trustworthiness: Transferability

Transferability Criteria	Description
Thick Description	Efforts to achieve this criterion have been through developing thick description (as opposed to superficial accounts) described by Lincoln and Guba (1985) as a way of achieving a type of external validity. By describing the phenomenon in sufficient detail, I aspire to eventually be able to evaluate the extent to which the conclusions draw from the research findings can be transferable to other times, settings, situations, and people. This relates to positivistic understandings of external validity that can provide precise statements on probability factors. However, with naturalistic enquiry it remains the responsibility of the researcher to provide a detailed database that makes transferability judgements possible for stakeholders in foundation education. Lincoln and Guba (1985) argue that what constitutes a thick description is "not completely resolved" (p. 316) but it is my endeavour to provide detailed information about the realities of foundational education provision within the political context and realities that were present when this research evolved. As this research has assumed external validity of Degener's largely quantitative work at the time that she conducted her doctoral work, the systematic application of the qualitative criteria of transferability is deemed of equal value. As Degener's critical theory precepts were adopted and adapted for this research, I have verified the transferability of these precepts to the New Zealand foundation education context. I conducted pilots or trials of the three main interview schedules with appropriate experts (a foundation tutor, an academic manager within the polytechnic sector and a person experienced in New Zealand education policy) which enabled checking for transferability (somewhat similar to construct validity) of the interview schedules. Feedback from the trial interviews was used to modify and amend any inconsistencies, ambiguity or duplication. Positive feedback was received from all three individuals involved in the trials on the comprehensive and penetrating nature of the questions. As the research progressed, and based on feedback from the interviewees, it was considered important to approach the programme areas that learners from foundation programmes progressed into, such as the NorthTec Nursing and Social Work degrees. The pathway interview schedule was developed at the later stage of data collection and I was confident in adapting the managers/administrators' interview schedule to suit the focus of this small group of three interviewees within the managers/administrators group. Finally, I considered the transferability of the coding approach used in the data analysis by asking selected foundation education practitioners and colleagues to code a sample of the interview data to ensure the transferability and dependability of the coding. However, I did not pursue this strategy as I concluded it would breach the aspect of confidentiality that was committed to in the participant consent form (see Appendix C).

Table 4.12

Strategies for Attaining Trustworthiness: Dependability

Dependability Criteria	Description
External Inquiry Process	Lincoln and Cuba (1985) describe this technique as involving an external inquiry audit by a researcher not involved in the study, examining both the process and product of the research. The purpose is to evaluate the accuracy of the research and whether or not the findings, interpretations and conclusions are supported by the data. As this study is at the level of a doctoral thesis, the ultimate achievement of this criterion is dependent on the evaluation from the thesis supervisors and ultimately the Examination Committee. I have also shared aspects of the research design with respected academic colleagues to gain feedback on the dependability of the research strategies, while at the same time I acknowledge that the interpretative nature of this enquiry makes it difficult for those not fully immersed in the research to understand the imperatives and context of the research if they were to be fulfilling the role of an external auditor.

As described by Yin (2003) the test of dependability or reliability is that if a later researcher followed exactly the same procedures and conducted the same case study all over again, the later researcher should arrive at the same findings and conclusions. Merriam (1998) argues that achieving reliability for qualitative research "in the traditional sense is not only fanciful but impossible" (p. 205) because human behaviour is not static nor can be isolated and what is studied in education is assumed to be "flux, multifaceted and highly contextual" (p. 206). Lincoln and Guba (1985) suggest that focusing on "dependability" or "consistency" (p. 288) of the results obtained from data is more appropriate for qualitative research than whether the findings will be found again. In ensuring that the results are consistent with the data collection the following techniques have been used:

• Explanation of my position as the researcher: This aspect has been provided for in detail throughout this study. My assumptions and personal perspectives have been acknowledged. My decisions about the research process and position as the researcher particularly in terms of access and acceptance and recognition of bias are also detailed. I describe the roles and position(s) held previously at NorthTec and other ITPs and acknowledge their influence on my thinking about foundation education. I also outline safeguards undertaken so that any conflict of interest could be minimised (see section 4.8.1 and 4.9.4).

• Triangulation: Interviews were the primary and appropriate source of information gathered on the perceptions and experience of those involved in foundation education and this information was triangulated with documented evidence on foundation programmes and policy and personal observations. In terms of the analysis, constant comparison of the perceptions of policymakers/influencers, managers/administrators and tutors enabled the development and contrast of themes and threads in terms of the continuum of critical pedagogical precepts.

• Audit trail/Case study protocol: detailed documentation on the research decisions, procedures and progress (including personal reflections) was maintained throughout the research. This represents evidence for what Merriam (1998) terms an audit trail or similar to what Yin (2003) terms as a case study protocol. The processes used for dependability overlap with the techniques adopted for confirmability. |

Table 4.13
Strategies for Attaining Trustworthiness: Confirmability

Confirmability Criteria	Description
Authentication	Authentication of how I arrived at the results was provided through maintaining the level of documentation which can also be described as an audit trail. All decisions on the research process were documented in a monthly implementation plan, which contained yearly, six monthly and monthly records and plans of all operational steps of the research. Once the details of the research process had been agreed, these records and plans were regularly sent to my supervisor for feedback and comment. The research ethics approval applications to NorthTec also contained the details of the case study protocol and information for an audit trail of the research processes. Triangulation is also recognised as a technique for establishing confirmability in that is recognised that a single method will not be able to shed light on a phenomenon. Denzin (1970) identified four types of triangulation which to a degree overlap with Lincoln and Guba's (1985) criteria for establishing dependability. These are: • methodological triangulation: checking out the consistency of findings generated by using more than one method for gathering the data; • data triangulation - this entails gathering data through several sampling strategies, so that slices of data at different times and social situations, as well as on a variety of people are gathered; • investigator triangulation - using more than one researcher in the field to gather and/or interpret the data; and • theoretical triangulation - using more than one or multiple theoretical perspectives to examine and interpret the data. This research design of the study utilises aspects of both methodological and data triangulation approaches. Methodological triangulation was sought through the use documentation analysis and observation to verify or contest the findings from the semi-structured interviews. Data triangulation involved the interviewing approach to the three different groups or layers of participants involved in foundation education provision and/or policy. In terms of theoretical triangulation, although the conceptual framework used is developed from critical theory and critical pedagogy, other theoretical interpretations have been acknowledged as relevant to addressing the research questions, specifically Kaupapa Māori and Mātauranga Māori epistemologies and critical discourse analysis. However, as the primary aim of this study is to develop a model or theory of foundation education policy and provision it was determined that the exploration of critical theory and pedagogical constructs using constructivist grounded theory strategies was ultimately the more appropriate theoretical approach. It is recognised that the data generated from this study could, at a later stage, be re-interpreted within other theoretical paradigms. Investigator triangulation was deemed inappropriate for this research for similar reasons described earlier for why member checking was considered problematic for this study. Also the ethics clearances and access approvals gained were granted on the basis that only I was the researcher.

As described by Lincoln and Guba (1989) authenticity criteria judge the process and outcomes of naturalistic or constructive enquiries rather than the application of methods. Table 4.14 provides illustrations on how these criteria have been addressed in this study.

Table 4.14

Description of how Authenticity Criteria have been Addressed in the Study

Criteria	Description on how criteria has been addressed
Fairness	This research attempts to meet this criterion through a balanced representation of the multiple realities of foundation education provision from both functionalist and critical theory perspectives, as well as from the perspectives of the range of interviewees involved in foundation education from the level of national policy leadership to the educational practitioners in the field.
Ontological authenticity	It is the intent of this study to provide an original conceptual framework of foundation education policy and provision within a continuum of pedagogical perspectives. As stated in Chapter Three, there is a dearth of research from this perspective (Benseman, 2008a; Tobias, 2006).
Educative authenticity	It is hoped that the research findings, foundation education conceptual framework and conclusions will raise an awareness of the range of actual pedagogical practice within foundation education policy and provision in the New Zealand tertiary environment, and thus reflect a degree of educative authenticity.
Catalytic authenticity	This criterion describes the extent to which action is promoted by the research process. The foundation education conceptual framework developed within this study has implications for 'action' that could be considered by policymakers, managers, programme and curriculum developers in their various roles in foundation education, as well as informing teaching practices and educators professional development programmes. This research also presents an examination of the findings the study against twelve recognised factors leading to successful bridging and/or foundation programmes, including suggestions for implementing change strategies that may be applicable to all TEOs that provide foundation programmes. Finally, suggestions for future research which are derived from the findings and analysis are described.
Tacitical authenticity:	This criterion for beneficence, or bringing benefit to all, fits well within the critical theoretical and pedagogical approach adopted in this study. It is an aspirational hope that the research findings and foundation education conceptual framework may be used for action predicated on creating the capacity for the participants involved in the research to consider positive changes in foundation education provision based on a more emancipatory than a singularly functionalist approach. I have made a commitment (with the support of NorthTec's Chief Executive) to provide feedback to the interviewees at NorthTec, through the reporting back of significant findings from the study, once it is complete.

Finally, this study acknowledges Lincoln's (1995) 'emerging' criteria for quality in qualitative and interpretative research that reflect the interpersonal nature of qualitative inquiry and sometimes the political intent to improve people's lives. These criteria

recognise researchers' commitments "to new and emergent relations with respondents; second, to a set of stances-professional, personal, and political-toward the uses of inquiry and toward its ability to foster action; and finally, to a vision of research that enables and promotes social justice, community, diversity, civic discourse, and caring" (Lincoln, 1995, p. 227). The criteria considered of pertinence to the context of this research are: giving voice to marginalised groups; critical subjectivity and reflexivity of the research; and reciprocity.

4.8.3 Validity and reliability of Degener's research

This study has made certain assumptions in terms of the rigour of Degener's (2001, 2006) doctoral work and analytical framework, particularly in terms of the validity and reliability of her critical pedagogical precepts. In terms of face validity, the application of Degener's (2001, 2006) analytical framework to foundation programmes at NorthTec was considered appropriate as, based on my understanding of their programmes, I could perceive how critical and non-critical features within the six programme areas as designated by Degener could be described. Prior to the data collection phase I informally discussed and outlined Degener's framework (as portrayed in Table 3.9) to NorthTec's Academic Director and Programme Manager for the generic foundation programmes. Their feedback was that they could see how their foundation programmes could lie across such a continuum and that this analysis would add value to a better understanding of the programmes at all levels within the polytechnic.

Degener (2006) addressed content validity by developing her research instruments from recognised critical theory tenets and pedagogical concepts. The interview schedules were based on Degener's survey questions and interview protocols, but were also contextualised for foundation programmes (as opposed to family literacy programmes) and the New Zealand tertiary education environment. It is a crucial premise that the robustness and quality of Degener's research design can be assumed, both in terms of the quality of information provided within her thesis and the ultimate attainment of a doctoral award through Harvard Graduate School of Education.

Degener (2006) addressed content validity in her main research instrument, that of her survey tool, by developing the questions around critical theory tenets and feedback from educators and researchers familiar with critical pedagogy and family literacy. Furthermore, as outlined in her thesis, the piloting of the survey tool for construct validity indicated that the pilot questions did capture pedagogical beliefs and practices accurately. Teacher interviews were then used to triangulate qualitative and quantitative findings. In terms of reliability, after asking family literacy teachers to talk through their interpretation of each survey question, Degener modified questions as perceived as ambiguous or judgemental. The survey measures were checked for reliability using Rasch analysis to test whether survey items in a single measure where actually tapping into the same concept. Finally, Degener also had an independent researcher code a sample of interview data to ensure the reliability of her coding (Degener, 2006).

4.9   Ethical considerations

> Qualitative researchers are quests in the private spaces of the world. Their manners should be good and their code of ethics strict. (Stake, 2000, p. 447)

4.9.1   Ethical clearances and approvals

Ethics clearance for this research was gained within my candidacy approval and the research was considered of minimal risk. A copy of the letter of confirming this clearance is contained in Appendix C. The endorsement of this ethics clearance, research application (developed for the NorthTec Research Committee) and the Chief Executive's approval for access to NorthTec for research purposes was received and accepted by the NorthTec Research Committee on October 13, 2011 (see Appendix C for the relevant extract from NorthTec's Research Committee's minutes). In terms of meeting protocol and as I was a member of the Research Committee in my role of Research Co-ordinator for NorthTec at this time, I physically withdrew from this agenda item at the meeting while the committee assessed the research application and supporting documentation.

4.9.2   Informed consent

Every effort was made to ensure that risk was minimalised for those participating in the research. As discussed in section 4.6.4, the potential participants were approached initially via a phone call or email with attached background letters explaining the

research in detail. The email was followed up with further emails and/or phone calls to allow for participants to voice any concerns and ask any questions about the research. Once individuals agreed to participate in the research, the participant information and consent form were sent with the confirmation of the interview time and place. I informed all participants that I was available at any time prior to and after the interview to answer any questions or address any concerns. All such correspondence contained my contact details and provided my Supervisor's contact details, both in the participant information and consent forms as well as in the background letters.

Initial emails, background letters, participant information and consent forms (see Appendices A and B) communicated that participation was voluntary and that the confidentiality of participants would be maintained. Participants were informed that they could withdraw from the research at any time. Within the introductory correspondence and conversations with potential participants, it was stated that the research had not been commissioned by management at NorthTec. As NorthTec was undergoing a series of organisation reviews at the time of the data collection phase of the research, the reassurance of potential participants (in particular the tutors) regarding the independence of the research as a doctoral thesis was considered critical and this fact was communicated at every stage of contact with the potential participants, and most importantly at the commencement of the interviews.

4.9.3 Reporting of the findings of the research

Reporting this research has required ethical considerations to protect the participants and NorthTec as the case study from potential harm. At every stage of the research I was up-front with the fact that I had worked for NorthTec and I have acknowledged the potential bias or conflict of interest arising from this relationship throughout this study.

Early on in the research design it was decided to name NorthTec within the study as the polytechnic representing the case study. Factors for this decision were the importance of providing a description of the socio-economic demographics in Te Tai Tokerau (as important contextual factors for foundation education in this region) and the description of the local programmes that NorthTec provides. Given that one of the potential

audiences for the research findings is the ITP sector and that regional demographics could easily be identified, it was determined that masking the origin of the case study was redundant.

At the programme level, it was decided to name the qualifications or awards associated with the selected foundation programmes at NorthTec in their entirety, as this description was considered of value in illustrating the centralised and decentralised organisational structures or models of foundation education provision that existed within NorthTec at the time of the data collection. Also, the title of a programme often goes a long way to defining it as a foundation programme, and these titles for local programmes are easily recognisable as having been developed by NorthTec. Finally, programme structure is one of the six programme areas within Degener's analytical framework (see Table 3.9). This necessitated the examination and articulation of the NorthTec foundation programmes and course structures as part of the documentation analysis (see Appendix F). Within the analysis of the interviewees' responses to question areas about programme and course structure, common threads and generalisations are made across a number of programmes. At times specific foundation programmes are identified by name or title to illustrate interviewees' responses along a particular theme or thread.

Confidentiality of the interviewees' identities was assured and maintained, within all reporting of the research findings, through the following three strategies.

1. Each interviewee was assigned a three digit number. The first number represented which of the three groups an interviewee's role within foundation education best represented (tutor, manager/administrator or policymaker/influencer). The other two numbers represented their interviewee number.

2. At the beginning of each interview, I informed the interviewee that the confidentiality of their identity and their responses would be maintained (reinforcing the statements contained in the participant information sheet and consent form). I explained that their answers to questions would be combined with others and never

identified as theirs. I also stated that, within the thesis, relevant excerpts from the interviews may be used to illustrate certain points, but they would not personally be identified.

3. Within the analysis and findings chapters (chapters five to seven), excerpts from the interview transcripts were purposely selected to elucidate key findings or themes. Individual interviewees are not identified and the term "Tutor comment," "manager/administrator comment" or "policymaker/influencer comment" are used as pseudonyms for each quote as relevant. Any potential identifiers within these excerpts are withheld.

4.9.4 Managing conflict of interest

As a former employee of NorthTec I acknowledge potential conflict of interest that may lead to bias and loss of objectivity as a researcher. Strategies to minimise conflict of interest have been discussed earlier in this Chapter and can be summarised as follows:

- Explanation of my position as the researcher in all communications with NorthTec staff and the interviewees, including communicating that the research had not been commissioned by NorthTec;

- Referring to appropriate NorthTec management to identify potential interviewees;

- Working closely with appropriate NorthTec staff to ensure access and acceptance for the research was achieved and maintained at all times;

- Attainment of all ethic clearances required by NorthTec and not taking part in the Research Committee meeting where the research application was assessed;

- Acknowledgement of experiences and perspectives in background letter to potential interviewees (see Appendix B); and

- Acknowledgement of assumptions, personal perspectives and motivations within this thesis.

CHAPTER FIVE: THE ANALYSIS AND FINDINGS - PART ONE: DESCRIPTIVE INFORMATION ON THE INTERVIEWEES

> The grounded theorist's analysis tells a story about people, social processes, and situations. The researcher composes the story; it does not simply unfold before the eyes of an objective viewer. This story reflects the viewer as well as the viewed. (Charmaz, 2000, p. 522)

5.1 Overview of the analysis and findings chapters

The analysis of the data and research findings have been organised into three parts as described in Table 5.1.

Table 5.1
Organisation of Analysis and Findings

Part	Description
The analysis and findings: Part one	This chapter provides an analysis of the attributes or descriptive information on the interviewees in terms of: • gender and ethnicity of the foundation education tutors, managers/administrators and policymakers/influencers; • background questions asked of the foundation education tutors; • characteristics or attributes of foundation education students as perceived and experienced by the foundation education tutors; • background questions asked of the managers/administrators; and • background questions asked of the policymakers/influencers.
The analysis and findings: Part two	Chapter Six provides the analysis of the experiences, practices and opinions of the interviewees along a highly non-critical to highly critical continuum of pedagogical constructs utilising Degener's (2001) conceptual framework of a continuum of critical pedagogical constructs across six areas of adult education programmes which are: • programme philosophy, presuppositions and goals; • programme structure; • curriculum and materials; • student and tutor relationship; • tutor professional development; and • assessment and evaluation. Documentation analysis and personal observations were used to verify findings and/or explore contradictions in the threads and themes developed from the analysis of interview transcripts.

Table 5.1
Organisation of Analysis and Findings (continued)

Part	Description
The analysis and findings: Part three	Chapter Seven provides the analysis of the interviewees' perceptions on policy and strategy aspects of foundation education, including research priorities and possible future research directions. These findings are also mapped against the critical pedagogy continuum to demonstrate elements or patterns of critical pedagogical thinking for these areas, recognising that this extension of Degener's (2001, 2006) continuum of critical pedagogical constructs to the arena of policy and strategy has been, to my knowledge, unexplored.
	Documentation analysis and personal observations were used to verify findings and/or explore contradictions in the threads and themes developed from the analysis of interview transcripts.

The organisation of the findings allows for the portrayal of how the conceptual model evolved from the data using constructivist theory analytical strategies (see Table 4.9 and Figure 4.2) to examine the data arising from the interviews, documentation analysis and personal observation, illustrating how the aim of the study was achieved. Chapter Six, in particular, addresses Research Question One in demonstrating how the study applied Degener's (2001, 2006) framework to the six programme areas. The thematic analysis contained within Chapters Six and Seven enables Research Questions Two to Four to be addressed. This involved an examination of the extent that the three main groups of interviewees (foundation education practitioners, managers and administrators and policymakers/influencers) consider critical thinking or pedagogy in their various roles. The findings in this area are summarised in Chapter Eight, section 8.3.

5.2 Overview of descriptive information

In order to 'paint a picture' of the characteristics of the interviewees, this chapter provides descriptive information and attributes of interviewees organised according to the three groups interviewees, that of foundation education tutors; managers/ administrators; and policymakers/influencers. A summary of characteristics is provided for **all** interviewees on:

- gender;

- ethnicity;

- educational background (both qualifications and experience)[67]; and

- roles and/or involvement in the foundation education field.

The tutors, managers/administrators and policymakers/influencers were asked to provide background information on a number of other question areas including questions about their roles and perceptions of foundation students. A summary of the questions asked of each group of interviewees is provided at the beginning of each of the main sections within this chapter.

5.3   Gender and ethnicity

This section provides information on the gender and ethnicity characteristics of the interviewees (see Tables 5.2 and 5.3). Overall, there is a predominance of both New Zealand Europeans and male representation across the three groups of interviewees, with the exception of the managers/administrators group of which nine of the interviewees or 56% were female. Within the managers/administrators group, the four senior management roles represented were all held by men and the administration and support roles were held predominately by women.

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[67] See Chapter Six for the analysis of foundation education tutors' qualifications and professional development experiences.

Table 5.2
All Interviewees: Gender Representation

Role and function	Number of interviewees	Male		Female	
		Number	Percentage	Number	Percentage
Group one: foundation education tutors	32	18	56	14	44
Group two: managers and administrators	16	7	44	9	56
Group three: policymakers and influencers (positions held by NorthTec Council members and the Executive)	4	3	75	1	25
Group three: policymakers and influencers (positions held external to NorthTec)	6	3	50	3	50
Total	58	31	53	27	47

Note. The actual number of persons participating in the research was 55 as three NorthTec staff members held dual roles, i.e., two staff were both managers and tutors and one was both an administrator and tutor. These three members were interviewed twice, once for each role or group, bringing the total number of interviews conducted to 58.

Table 5.3
All Interviewees: Ethnicity

Ethnicity	Foundation education tutors		Managers and administrators		Policymakers and influencers	
	Number	Percentage	Number	Percentage	Number	Percentage
New Zealand European	15	47	11	69	6	60
Māori	7	22	-	-	1	10
Māori and New Zealand European	2	6	-	-	1	10
New Zealand European and Samoan	1	3	-	-	-	-
Māori and Rarotongan	1	3	-	-	-	-
British	2	6	3	19	1	10
South African	1	3	1	6	-	-
Zimbabwean	2	6	-	-	-	-
European	1	3	-	-	1	10
Australian	-	-	1	6	-	-
Total	32	100	16	100	10	100

Note. Ethnicity was self-identified by the interviewees.

The gender and ethnicity characteristics of the managers/administrators and the policymakers/influencers are discussed in sections 5.6.1 and 5.7.1, respectively. The

following sections provide further commentary on the gender and ethnicity characteristics of the tutors in relation to the research available.

5.3.1   Gender characteristics of foundation education tutors

The total female staff employed at NorthTec in 2011, represented 52% of the total staff. This is comparable to the MoE statistics for the percentage of females among academic staff by ITPs as 52% in 2009 (New Zealand Government, n.d.)

Benseman, Sutton, and Lander (2003c) noted that the workforce of the LLN area of provision in New Zealand "typically has been female" (p. 30) with representation ranging from 60% to 85% in the data sources that they researched which included results from Benseman and Russ' (2001, 2003) national bridging educators survey as well as other available sources of information on LLN provision. Females made up only 44% of the tutors group, but it should be noted that this study defines foundation education as more than just LLN provision.

Further investigation of the gender representation of tutors against the type of NorthTec foundation programme was undertaken and is contained in Table 5.4. NorthTec's de-centralised and specialised foundation programmes that focus on forestry, farming and construction (in terms of vocational outcomes), were taught predominately by male tutors. Given that these work sectors traditionally employ a predominance of males, it is perhaps not surprising that male tutors are more evident in these programmes. Within the generic foundation programmes (the Certificate in Academic Studies and Certificate in Foundation Studies), the gender representation was more equal. The NorthTec English Language programme was taught by females only.

Table 5.4

Foundation Education Tutors: Gender Representation across Foundation Programmes and Courses

Type of programme	Programme/course title	Number of tutors delivering on programmes/courses as percentage of total number of foundation education tutors interviewed (#32)	Male tutors delivering on programmes/courses and percentage of male tutors in terms of total interviews (#32)	Female tutors delivering on programmes/courses and percentage of female tutors in terms of total interviews (#32)	Number of tutors interviewed against the number of tutors teaching on the selected programme/courses at the time of interviews
Centralised foundation programmes	Certificate in Academic Studies (Level 4)	9 (28%)	4 (13%)	5 (16%)	9 out of 9 (100%)
	Certificate in Foundation Studies (Level 3)	11 (34%)	5 (16%)	6 (19%)	11 out of 11 (100%)
Programmes that contain a strong foundation learning component	Certificate in Foundation Forestry Skills	2 (6%)	2 (6%)	-	2 out of 2 (100%)
	Certificate in Forestry (Forestry Industries) Level 2	2 (6%)	2 (6%)	-	2 out of 2 (100%)
	My Start (Certificate in Vocational Studies)	14 (44%)	8 (25%)	6 (19%)	14 out of 16 (94%)
	National Certificate in Farming Skills (Work Ready) Level 3	2 (6%)	2 (6%)	-	2 out of 3 (67%)
	Certificate in General Farm Skills (Level 3)	2 (6%)	2 (6%)	-	2 out of 3 (67%)
	Certificate in Elementary Construction	1 (3%)	1 (3%)	-	1 out of 1 (100%)
Programmes with a strong bridging component:	Certificate in English as a Foreign Language	3 (9%)	0 (0%)	3 (9%)	3 out of 3 (100%)
Bridging courses	Introduction to mathematics	1 (3%)	1 (3%)	-	3 out of 3 (100%)
	Engineering fundamentals	1 (3%)	1 (3%)	-	3 out of 3 (100%)

Notes.

1.   16 of the 32 tutors interviewed teach on more than one programme therefore the representation of the tutors across selected foundation programmes is more than 32.

2.   All tutors within the selected programmes were approached to participate in the interviews. The names of the tutors were provided by the Programme Leaders and/or Directors of the specific programme areas.

Within the larger programmes there can be seen a degree of gender alignment with more traditional gender roles. The Youth Guarantee funded programme, known as My Start, contains a core of 'essential skills' with a number of vocational strands. The Essential Skills course curriculum is focussed on academic skills, LLN and personal development skills and the tutor(s) of this course are delegated responsibility for pastoral care of the students. In terms of gender, the Essential Skills course tutors within the My Start programme were all female. The vocational strands of automotive, forestry and sport were all taught by male tutors. The hospitality strand was taught by both a male and female tutor.

In summary, women foundation education tutors at NorthTec are somewhat under-represented in terms of the research available from the LLN field. The gender of tutors within the foundation programmes can also be considered in terms of their vocational strands and traditional gender representation. There is a traditionally male predominance in the New Zealand workforce in areas such as automotive, forestry, farming and carpentry skills. It is therefore understandable that industry-experienced tutors in these areas would tend to be male.

5.3.2 Ethnicity characteristics of foundation education tutors

Fifteen or 47% of the tutors interviewed self-identified as New Zealand European (or Paheka), with only 10 (31%) of the tutors identifying themselves as Māori or Māori with another ethnicity (see Table 5.3).

At NorthTec, information on individual staff ethnicity is gathered on a voluntarily basis by the Human Resources service area. Consequently, an exact comparison of the ethnicity characteristics of foundation education tutors to the ethnicity characteristics of staff in other programme areas was problematic. Staff employed at NorthTec in 2012 who had voluntarily identified themselves as Māori represented 48% of total staff.

Benseman, Sutton, and Lander's (2003c) research into the socio-demographics of LLN tutors indicated that "of the approximately 5,000 tutors for whom some ethnicity data was available, 65% were Paheka" (p. 30). As noted previously, included in their analysis of ethnicity is the data made available through Benseman and Russ' (2001, 2003) national bridging educator survey conducted in 2002, where

67% of the tutors surveyed were New Zealand European with Māori bridging educators making up 20% of those surveyed.

In summary, the number of tutors who identified themselves as Māori or Māori with another ethnicity was lower than the total percentage of self-reported Māori ethnicity at NorthTec in 2012, but higher than the ratio identified in Benseman and Russ' (2001, 2003) research. Section 5.5.3 discusses the tutors' understanding of the proportion of students who identify themselves as Māori within their foundation programmes.

5.4 Background information on the foundation education tutors

In terms of response rate, 33 tutors were approached to participate in the research and 32 undertook the interview, representing a 96% response rate for this group. Table 5.5 provides a summary of the 'background' questions areas asked of this group.

Table 5.5
Summary of Descriptive Areas for Foundation Education Tutors

Descriptive Areas: Foundation Education Tutors
The foundation programmes and courses that they delivered on at the time of the interview.
The length of time that they had been teaching on these programmes or courses.
Whether they were teaching on other non-foundation programmes at the same time as teaching on foundation programmes and courses.
The primary geographical areas within Northland where they deliver NorthTec foundation programmes.
The length of time that they had been a tutor.
Previous work and/or teaching experiences.
The languages that they speak other than English.
The extent to which they communicate with their students in Te Reo Māori while they are teaching and whether they felt they should be communicating more in Te Reo.
How they came to be involved in foundation education.

All of the tutors that taught on the programmes and courses included in this research were approached to participate in the study (see Chapter Four, sections 4.6.3 and

4.6.4). A comparison of the numbers or characteristics of foundation tutors with other programme areas within NorthTec was not possible to achieve.[68]

Table 5.6 provides a comparison of Benseman and Russ' (2003a) findings on the characteristics of foundation educators and similar characteristics of foundation education tutors within NorthTec. This comparison reveals that, within this case study this group is represented by a: higher proportion of males; higher number of those identifying themselves as of Māori ethnicity; and a greater proportion reporting a longer time working in the foundation field than the educators described in Benseman and Russ' research.

Table 5.6
Foundation Educators Characteristics: Comparison of findings from Benseman and Russ' (2003a) National Survey of Bridging Education Programmes and NorthTec as the Case Study

Foundation educators characteristics	Benseman and Russ' national survey findings (% of total response)	NorthTec case study findings (% total of response)
Gender – male	41.5	56.0
Gender – female	59.5	44.0
Ethnicity – Pakeha	67.0	47.0
Ethnicity – Māori	5.50	22.0
Age range 25 to 50 years of age	65.4	-
Length of time in field – more than four years	50.0	63.0

Note. Age range was not asked of foundation education tutors at NorthTec.

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[68] The 2012 NorthTec Annual Report (covering the financial year in which the interviews were conducted stated the total number of full time equivalent tutors (FTE) as 213 FTE, representing a growth of 17% from the 2011 NorthTec Annual Report figure of 182 FTE. The 2011 FTE represented a 14.6% decline in the total tutor FTE from 2007 from 213 FTE, as a consequence of on-going restructuring and operational efficiency measures during these years. Information on the growth or decline of the FTE of foundation education tutors (delivering in all of the programmes and courses that were included in this research) against the total FTE of NorthTec was not available at the time of the data collection, as advised by the human resources and academic registry functions at NorthTec who hold information around staffing. Nor was it possible to glean information or data to compare the characteristics or ratios of foundation education tutors in terms of factors such as gender and ethnicity against other programme areas at NorthTec.

Given the diversity of programmes in the field and regional differences in the demand for foundation education, the differences described in Table 5.6 are not surprising.

The following sections provide descriptive information on the unique characteristics of tutors within this case study as gained from the question areas for this group described earlier.

5.4.1 Programmes and courses that foundation education tutors teach on

Table 4.5 and Appendix F details the programmes and courses that the 32 tutors teach. Sixteen of the tutors interviewed taught on more than one foundation programme, therefore the representation of the tutors across selected foundation programmes were more than the total number of tutors interviewed. Most of the tutors, that is 20 or (63%), taught on the two generic centralised foundation programmes with 14 (44%) of the tutors teaching on the My Start programme (see Table 5.4). The My Start programme's curriculum does contain general foundation skills, but as it targets youth and does not sit alongside the generic foundation programmes in the NorthTec organisational structure, it was classified in this research as a specialised foundation programme. The other specialised foundation programmes were delivered by between one to three tutors. Most tutors, 27 (84%), did not teach on non-foundation programmes at NorthTec at the time of the interviews, although two tutors were also employed in a learner advisor role (at 0.6 FTE) within the NorthTec Student Support Services area. Five or 16% of the tutors taught concurrently on non-foundation programmes at NorthTec.[69]

5.4.2 Geographical areas where the tutors teach foundation education

As depicted in Table 5.7, most or 25 (78%) of the tutors were based at NorthTec's main campuses in Whāngārei, although some of these tutors did travel to other campuses to deliver foundation programmes on NorthTec's satellite campuses as required. The remaining seven tutors were based in the small Northland towns of Kawakawa, Kerikeri, Kaikohe and Kaitaia (Appendix G for regional map of Te Tai Tokerau).

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[69] Two foundation education tutors taught on Adult Community Education (ACE) or Secondary Tertiary Alignment Resource (STAR) programmes; one foundation education tutor taught on apprenticeship level automotive programmes; one foundation education tutor taught higher level forestry programmes; and one foundation education tutor taught statistics, business analysis and project management at the Diploma and Degree level.

Table 5.7
Foundation Education Tutors: Primary Delivery Regions within Northland

Regional areas/towns that tutors were based in	Combined number of interviewees		Male interviewees		Female interviewees	
	Response	Percentage	Response	Percentage	Response	Percentage
Whāngārei	25	78	15	47	10	31
Kawakawa	1	3	1	3	-	-
Kerikeri	1	3	-	-	1	3
Kaikohe	1	3	1	3	-	-
Kaitaia	4	13	1	3	3	9
Total	32	100	18	56	14	44

Note. Some of the Whāngārei based tutors deliver throughout the region at satellite campuses on a needs-based approach. Tutors located in the satellite campuses tend to deliver within their regional area.

A number of interviewees from both the managers/administrators and tutors groups commented on the challenges of delivering foundation programmes across a large geographical spread in Northland. Issues and concerns raised by interviewees are summarised in Table 5.8 and are discussed further in Chapter Six, particularly in the analysis of tutors' comments on curriculum/materials, assessment/evaluation and tutor professional development.

Table 5.8
Summary of Issues Identified by Interviews in the Delivery of Foundation Programmes

Issues
The isolation of the satellite campuses from the administrative hub of the main NorthTec campus located in Whāngārei where most of the students' support services were located.
Difficulties in interfacing or communicating with management staff who were primarily located at the Whāngārei campuses.
Potential issues and errors in moderation and assessment regimes due to the perception of a lack of communication of standards and academic support structures for the tutors in the satellite campuses.
A perceived lack of equivalent physical resources to deliver to the foundation programmes in satellite campuses compared to those available at the main Whāngārei campus in the suburb of Raumanga. This was felt particularly true for courses that require a high level of physical resources such as hospitality, where kitchen and catering resources are needed to meet the required standards for delivery and assessment of these courses.
A perceived disadvantage for staff based in satellite or remote areas in accessing professional development opportunities organised through the Whāngārei main campus.

5.4.3 Languages spoken by the tutors and the use of Te Reo Māori

Given the high proportion of Māori students within most of NorthTec foundation programmes, it was considered relevant to ask questions about the tutors' familiarity with other languages and the use of Te Reo Māori. As discussed in Chapter Three, critical pedagogical approaches, in particular those of Freire (1970, 2005), consider the socio-cultural relevance of the curriculum for the students with the languages of the indigenous students being an important factor for relevance, in particular around literacy provision.[70] Tutors were asked what languages they spoke other than English. However, their degree of fluency in these languages was not investigated. The range of languages spoken by the tutors and the numbers of tutors who speak these languages is summarised in Table 5.9.

Most of the tutors, 18 or (56%), stated that they speak only English. However, as Table 5.9 shows, many of the tutors were familiar with a wide range of other languages. Six (19%) commented that they can either speak Te Reo Māori or some Te Reo. As depicted in Table 5.3, ten (31%) of the tutors stated their ethnicity as Māori or Māori with another ethnicity, which would indicate that four (13%) of the tutors who identified their ethnicity, or part of their ethnicity as Māori, do not consider Te Reo as a language that they speak. As the degree of fluency in speaking other languages was not asked, it was not possible to glean whether these tutors had more than a basic understanding of the more colloquially used Māori words or phrases that have found their way into the everyday use of the English language in New Zealand, such as those used for generic greetings, concepts, body parts, people and their groups and listed on websites such as New Zealand History Online, http://www.nzhistory.net.nz/culture/maori-language-week/100-maori-words.

A note of caution in terms of generalising about the degree of tutors' fluency in Te Reo needs to be made, as a lack of ability to speak this language does not mean that the tutors have a lack of understanding of the Māori culture or Tikanga (Māori

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[70] NorthTec's QMS contains two policies specifically for Māori. *Policy: Treaty of Waitangi (13.007)* – this policy applies to all area of NorthTec's operation and states that NorthTec is committed to acknowledging and giving effect to the principles of the Treaty of Waitangi in carrying out its functions. *Policy: Tikanga Māori (01.003)* - this policy applies to all area of NorthTec's operation and states that NorthTec shall operate in a manner that acknowledges Tikanga Māori as a valid set of principles and create a learning environment that is conducive to promoting academic excellence for Māori. This policy has implications for curriculum development and management responsibilities in the area of foundation education.

customs, etiquette and traditional cultural processes). It also needs to be recognised that the opportunities for learning Te Reo Māori as a spoken and recognised national language of New Zealand may not have been available as a formative educational experience for many of the older tutors. Opportunities for learning Te Reo for these tutors would probably mostly have come from their whanau (family) rather than any formal pre-school education[71] or primary/secondary schooling experiences where Te Reo has only relatively recently become an accepted academic option within compulsory pre-tertiary curriculum.

Table 5.9
Foundation Education Tutors: Languages Spoken

Languages	Foundation education tutors	
	Response	Percentage
English only	18	56
Te Reo Māori	3	9
Te Reo Māori, Samoan	1	3
Te Reo Māori, French	1	3
Portuguese, Spanish, a little bit of Yugoslav or Croatian and some Te Reo Māori.	1	3
French	1	3
Italian	1	3
German	1	3
French, German, Tongan	1	3
South African; Zulu; German; Japanese	1	3
French, Japanese	1	3
Portuguese, Welsh	1	3
Spanish, Japanese	1	3
Total	32	100

Note. Spoken languages were self-identified by interviewees.

The tutors were asked if they used Te Reo Māori in the classroom setting. This question was asked as the colloquial 'Kiwi' or New Zealand language is 'peppered' with Māori words, phrases and concepts (see glossary of Māori terms used within this thesis). On reflection, this question area could have also investigated the degree that Māori phrases, words and concepts were used within the classroom setting as well as fluency in Te Reo Māori.

Eighteen (56%) of the tutors commented that they do not use Te Reo in the classroom setting, although some expressed a desire to be able to do so.

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[71] Te Kōhanga Reo National Trust which works to enable total immersion in Te Reo was established in 1982, Retrieved 11 November, 2013 from http://www.kohanga.ac.nz/

> *No basically [I do not speak Te Reo] but I would like to. When I get the time I'd do a course and learn it perhaps in pronunciation and getting names right, place names using a bit as I go. (Tutor comment).*
> *I try to incorporate Tikanga but I do not speak Te Reo. (Tutor comment).*
> *No, I don't think it is necessary but in some regards I see myself as having a benefit that I do speak [Te Reo], and if it comes to that and I feel I need to use it I will but it hasn't been necessary. It is interesting because a lot of people pepper their teaching practice with Te Reo, and the way that we use Whakapapa instead of genealogy. I find that I have that benefit, being Māori, I can relate to them. They see me as Māori and they come and relate to me, and we probably are related somehow. If I see them struggling I will take them aside as a Māori and have a few words to them. (Tutor comment).*

Thirteen (41%) of the tutors commented that they use some Te Reo words and phrases in the classroom, mostly as a means to relating to their students.

> *Sometimes I do. I use basic words. It's useful, I think it is really essential to try and talk to them at their level. So I spend quite a bit of time on the first day trying to introduce myself in the way that I would were I a Māori. I talk about my own son and my background. It's useful for me because my mother didn't go to high school and my father left when he was twelve so it's kind of useful to me to show them that I understand some of their backgrounds as part of connections and it works. (Tutor comment)*

One tutor commented on their use of Te Reo within the concept of parallel pedagogy as appropriate to Māori culture and language.

> *Well I have what I call a 'parallel pedagogy' so that when I'm teaching something, we obviously start off with a karakia or a prayer. We also look at a Māori perspective and a non-Māori perspective. So, it's integrated. (Tutor comment)*

Only two (6%) of the tutors said that they use Te Reo Māori as 'much as they can'. These tutors considered this language as important in engaging with the students and expressed a desire to use Te Reo more if they could. In saying this, there was also an awareness from these tutors that the purpose of their foundation programme was not to teach Te Reo, but to improve, in particular, the English language skills of their students so that they could succeed in their educational or vocational goals.

In summary, over half of the tutors speak only English. However, there are a range of other languages spoken by the remainder of the tutors. There is an understanding

amongst the tutors of the importance of relating, in particular, to Māori students with a degree of understanding of Te Reo Māori and Tikanga Māori. Many tutors expressed a desire both to increase their knowledge and be able to engage with students in these areas.

5.4.4 Tutoring and work experiences of the foundation education tutors

Chapter Six, section 6.6 outlines the background of the tutors in terms of professional development and educational experiences and qualifications (see Tables 6.50 and 6.51). As illustrated in Table 5.10, 19 or 59% of the tutors had been teaching on their current foundation programmes or courses for less than two years. This finding indicates that many of the tutors are new in their current roles, although 63% of the tutors had been working in the field of foundation education for more than four years. Twenty-seven or 84% of the tutors had been a tutor for more than three years with 13 or 41% having been a tutor for more than 11 years.

Table 5.10

Foundation Education Tutors: Length of Time Delivering on Current Foundation Programmes/Courses and Length of Time Employed as a Tutor

Time periods	Length of time delivering current foundation programmes and courses		Length of time employed as tutor in the foundation education field	
	Responses	Percentage	Responses	Percentage
Less than one year	9	28	6	19
One to two years	10	31	4	13
Three to four years	2	6	2	6
Five to 10 years	6	19	7	22
Eleven to fifteen years	2	6	5	16
Sixteen to twenty years	3	9	3	9
Twenty one years to thirty-eight years	-	-	5	16
Total	32	100	32	100

Note. Length of time as a tutor is not always linear as some interviewees often work for periods in industry and return to tutoring at various stages of their career which was not necessarily in foundation education provision.

Tutors were also asked to describe any previous work-related experiences. As indicated in Table 5.11, the tutors had a wide and varied range of industry, management and/or teaching experiences. The industry experiences described related closely to the foundation courses that the relevant tutors taught on. Five of the tutors had held middle or senior management roles. Ten of the tutors had formal school teaching experiences with seven tutors having other tertiary tutor experiences. A number of other teaching/mentoring experiences were described including English

language teaching, LLN teaching and youth tutoring. Two of the tutors came directly into tutoring through their student experiences.

Table 5.11
Foundation Education Tutors: Previous Work Experiences

Category of experience	Specific field of experience	Number of interviewees describing experience
Industry	Forestry	3
	Carpentry	1
	Farming	2
	Heavy Diesel Mechanic	1
	Mechanic	1
	Hospitality – cookery	2
	Sport and Recreation	2
	Sales and Marketing	2
	Medical Lab Technician	1
Sub-total		15
Management	Health Sector – Middle Management	1
	Small Business Owner	2
	Forestry Business	1
	Primary School Principal	1
Sub-total		5
Education/Teaching	Secondary School Teaching	7
	Primary School Teaching	2
	Intermediate School Teaching	1
	English Language Teaching	4
	Tertiary Tutoring	7
	Community Teaching	1
	Learning Coach Mentor	1
	Literacy Tutor	1
	Training Advisor	1
	Youth Tutor	1
Sub-total		26
Student	Tertiary Student	2

Note. The total range of experience is greater than the number of interviewees (# 32) as the tutors described a range of industry, management and/or teaching experiences.

Tutors were asked to describe how they came to be involved in foundation education. The following themes were identified and ranked in the highest to lowest frequency of comments on a particular theme. Within a single comment from the tutors there was, at times, more than one theme identified.

Theme one: Asked directly to take on the role in the foundation programmes – Thirteen or 41% of the tutors were approached directly and were requested to take on a foundation tutoring role.

> *Basically I was just asked at the beginning of this year if I wanted to teach on that [programme] and I said 'Yeah' and I just went on it. (Tutor comment)*
>
> *When there was restructuring in 2004 they were short-staffed and I got asked if I could go teach in foundation programme the next day and I agreed. (Tutor comment)*

Theme two: Tutors were employed in another role at NorthTec and were either offered or asked to apply for the role - Nine or 28% of the tutors evolved into the role through other positions that they had held at NorthTec. Some had filled in for temporary foundation tutoring gaps in staffing and this had led them to taking on the role on a more permanent basis.

> *I actually worked here in another role working with [name withheld] and they were taking some leave and I'd done the tutor training modules and was asked to fill in for him. So I filled in for him on the nursing bridging programme and that's where I got my interest in foundation education. (Tutor comment)*

Others developed an interest specifically in foundation education through gaining an understanding of the needs of foundation students identified in teaching in other areas and/or their previous experiences.

> *When I came to NorthTec, I was teaching in the [name of Department withheld] and one of the things that I was really concerned about was the lack of attention in teaching that was going on for our… first year students, who often had quite major literacy issues. So at one point, I was really interested in numeracy and literacy. And then a position came up for me … at the foundation programme. I applied, and I got it. That's how I got involved. I guess my whole background in education has been about students who don't quite fit. When I was teaching in [area withheld], I was teaching dyslexic kids. My work as a [position withheld] was working with teenagers who often didn't fit in the education system. (Tutor comment)*

Theme three: Came into the role from a teaching position outside of NorthTec - Seven or 22% of the tutors came into the role from other teaching roles outside of NorthTec, mostly from teaching at New Zealand Secondary Schools. These tutors were mostly approached directly to express an interest in teaching in specific foundation courses such as mathematics and literacy. One tutor with a background in literacy tutoring, who was also an adult student at NorthTec, described how she came into teaching foundation education through contacts at NorthTec.

> *I was actually a student [name of course withheld] and the NorthTec tutor there told me they were looking for a tutor there for academic skills and because of the Speld tutoring I was doing she thought that would be a good thing to move in that way. (Tutor comment)*

Theme four: Applied for the role through the advertisement of the position – Six or 19% of the tutors saw the role advertised and were successful in their application. Most of these tutors provided little comment on why they applied. Although a couple of tutors did express an aspect of passion or need in teaching in this area.

> *I just applied for the job. The job was advertised on the internet so I applied for it and was accepted (Tutor comment)*
>
> *The job became available when I was coming here but it is an area I am passionate about because of the transformative nature of it. (Tutor comment)*

Theme five: Applied for the role directly from working in industry – Five or 16% of the tutors described how they took on the role of foundation tutor directly from their roles in industry such as forestry, farming or sales/marketing.

> *I've been in forestry work for eighteen years and I knew people who were working here and they asked me to come and stand-in at first and then it mushroomed. (Tutors comment)*
>
> *With My Start, I grew up not too far from how these boys have grown up. When I was in industry I loved working for the first ten years, I loved my job. For the last five years I hated it, and then I wanted to give something back to the industry because I have had a brilliant lifestyle out of it, travelled the world. So that's what I did and came in and started teaching, and they had some tutors on their [industry] programmes and they were just the wrong people. They didn't understand the students and I don't understand them fully, but I grew up exactly like them, I know what they are thinking sort of and that why I went into and spoke to [name withheld] at NorthTec. (Tutor comment)*

In summary, the tutors came from a wide range of work and teaching experiences. Overall, their descriptions of how they came into foundation education expressed a high degree of empathy or identification with the needs of their students and/or issues, particularly in terms of the need to address the learning needs of their students so that they could progress towards higher level programmes and qualifications. In becoming foundation education tutors many of the interviewees described an element of opportunity being presented to them (perhaps best described as 'being in the right

place at the right time') for those who were approached directly by NorthTec to take on a tutoring role.

5.5 Background information on the foundation students

Table 5.12 provides the question areas asked of the tutors in describing characteristics of their students.

Table 5.12
Summary of Question Areas asked of Foundation Education Tutors regarding their Students

Summary of Question Areas
The number of students they teach.
The age range of the students.
The socio-economic level of the communities that the students' come from.
Whether they were aware if their students received financial assistance such as Study Link student loans and allowances or special assistance from agencies such as WINZ.
How most students came to be in the programme or course, for example, if they were referred by agencies/teachers or enrolled voluntarily.
The number of their students that are immigrants or international students.
The number of their students that do not speak English as their first language.
The numbers of students who identify themselves as Māori, Pacific Islanders (Pasifika) and/or New Zealand European (Pakeha).

The tutors' perception of gender aspects of the foundation students was not asked as a specific question. Retrospectively, this would have been a useful area to have asked for detailed information. However, tutor's responses around gender representation for various programmes and courses indicated that males were more represented in the programmes that led to the more traditionally male dominated vocations, such as automotive, forestry and farming. Female students were more represented in the classes that led to more traditionally female dominated vocations such as nursing.

5.5.1 Number of students taught by the foundation education tutors
Tutors were asked how many foundation students they work with and their responses are summarised in Table 5.13. On reflection, it would have been useful to have also

asked how many classes they teach and if there were a maximum number of students per class. From the responses provided by the tutors, a proportion of them taught on a number of classes, some on the same subject or strand and some in different subject areas. A few of the tutors commented that their maximum class size was that of 12 students, others did not seem be aware of any minimum or maximum class size. Some of the tutors were teaching large class sizes of up to 30 students. NorthTec's PADs contain information on the tutor/student ratio. For the generic foundation programmes the recommended tutor/student ratio is 1:14 (one tutor to 14 students). For other programmes such as the NorthTec English Language programme there are no recommended tutor/student ratios as this programme is designed to be flexible for both small and large groups of students. NorthTec information on the maximum and minimum number of students per intake and enrolment in courses was available through NorthTec's Student Management System, Artena®. However, access to this database was not included in the permissions granted for conducting this research.

The size of the class has implications for the learning experience and the one-on-one attention that the tutors can have with the students. Monks and Schmidt's (2010) research on the impact of class size on student outcomes in tertiary education indicates that large classes and heavy student loads are deleterious to student assessments and outcomes. My experience in designing programmes within the ITP sector is to keep class sizes small within reason, yet there is always the pressure of funding and EFTs targets that affect actual class sizes. Foundation programmes and courses are designed in particular for smaller class sizes to enable the individual attention needed by students. This is in line with international trends, for example according to Boylan, Bonham, Jackson, and Saxon's (1995) work with the USA NCDE, developmental or remedial courses tend to have smaller enrolments than college-level courses because of this increased need for individual attention. From the tutors' responses, the class size range for the programme and courses included in this study appear to be varied, but some of tutors expressed an understanding that the desirable class size is about 12 students per class.

Table 5.13

Foundation Education Tutors: Number of Foundation Students that Tutors Currently Teach

Ranges of the total number of students that tutors worked with in 2012	Number of tutors reporting against the range	Percentage of tutors reporting against the range
5-8	2	6
10-14	8	25
15-20	7	22
21-30	7	22
31-50	6	19
50 plus	2	6
Total	**32**	**100**

5.5.2 Foundation education tutors' understanding of students ages, socio-economic status, financial support available and how the students came to be on the programme

Tutors were asked a range of questions aimed at exploring their understanding of their students' characteristics. Table 5.14 summarises three of these characteristics, namely, students' age, socio-economic status and availability of financial support, against the relevant programme or course. The age range varies greatly for most of the programmes and courses with the exception of the My Start programme which has an age restriction of 16-17 year olds. The Certificate in Foundation Forestry Skills and the Certificate in Elementary Construction have a younger age range than the other programmes.

Tutors' understanding of the socio-economic level of the students is from low to middle class with the exception of the Certificate in English as a Foreign Language which attracts students from a variety of socio-economic levels. Many of the English language students are international students who can afford the full student fees and associated course costs. However, this programme also targets migrants or new residents, many of whom come from a lower socio-economic bracket.

Tutors were asked if they were aware of any financial assistance available to their students. Twenty-three or 72% of the tutors were aware of different types or sources of financial support available (for example, Study Link student loans and allowances).

Of the nine or 28% of tutors who were not aware of the financial support available, a number expressed that they felt they were too new in the role to have developed this awareness as of yet. A number of tutors were aware of the conditions where funding was not available. For example, students under 18 years of age are not eligible for Study Link student loans and allowances. There was comment on the financial difficulty that this causes for their students who come from low socio-economic backgrounds.

> *The students I've got, the younger ones can't get a study link. The older ones 18 plus can, so the younger ones struggle. The best thing about it is this course is free to them. They don't get paid to do anything on the course but they can achieve the Unit Standards that we do give them, so that's a start for them and then the next semester they can take out a student loan where they can go into the forestry and get jobs. (Tutor comment)*

One tutor commented on how the funding structure of the programmes can affect the type of the student who enrols in the programme or courses and the need for some research into the impact of various funding options.

> *I think they just changed in foundation studies when they changed to make it a fee paying course and a lot more students were able to get student loans or assistance with that. Previously they didn't so we had more students. I just think there was more of a drop off once they started actually getting fees paying and students could apply for student loans. Then they'd register for the course, come for the first few weeks and not come after that. I would like to have done research on that to prove if that was actually true. I think it was the end of 2010 or the beginning of 2011, the Foundation Level Three programme and Level Four. It was open entry so there were no course fees and so the students couldn't get any allowances or anything. I think that changed the type of client that we had. (Tutor comment)*

Table 5.14

Foundation Education Tutors: Understanding of Students' Ages, Socio-economic Status and Financial Support Available

Type of programme	Programme/course title	Age range of students	Tutors understanding of socio-economic level of students	Financial support available
Centralised foundation programmes	Certificate in Academic Studies (Level 4)	18-55	Mostly low to middle class	Student loans and allowances
	Certificate in Foundation Studies (Level 3)	18-55	Mostly low to middle class	Student loans and allowances
Programmes that contain a strong foundation learning component	Certificate in Foundation Forestry Skills	16-18	Low class	None (programme is fees free. However, under 18 year olds cannot get student loans or allowances)
	Certificate in Forestry (Forestry Industries) Level 2	16-42	Low class	Student loans and allowances
	My Start (Certificate in Vocational Studies)	16-17	Low class	None (programme is fees free. However, under 18 year olds cannot get student loans or allowances)
	National Certificate in Farming Skills (Work Ready) Level 3	16-60	Low class	Student loans and allowances
	Certificate in General Farm Skills (Level 3)	16-60	Low class	Student loans and allowances
	Certificate in Elementary Construction	16-26	Low to middle class	Student loans and allowances
Programme that has a strong bridging component	Certificate in English as a Foreign Language	16-65	Varies (Usually quite high socio-economic standards in the younger students. Many migrants come from low socio-economic level.)	Student loans and allowances for permanent residents only
Bridging courses	Introduction to mathematics	18-45	Middle class	Student loans and allowances or paid by employers to study
	Engineering fundamentals	18-45	Middle class	Student loans and allowances or paid by employers to study

Tutors were also asked to describe their knowledge of how students came to be on the programme. The modes by which students came to be on the programme indicate a range and mix of methods as described in Table 5.15.

Table 5.15
Foundation Education Tutors: Awareness of how Students came to be on their Foundation Programme or Course

Method of introduction to programme/course	Number of tutors commenting (#32)	Percentage of tutors commenting
Word of mouth (including peers)	7	22
Through individual initiative/self-directed	6	19
Referred by one of more of the following: parents; agencies (WINZ, Youth Transition Services, Child, Youth and Family, Salvation Army, Police); employers; schools; and other educational providers	13	41
Through NorthTec marketing (advertisements, internet, agents (for international students)	6	19
Do not know	5	16

Note. A number of tutors described more than one method of introduction.

While the highest mode of how students came onto the programme was perceived to be that of referral (41%), a number of the tutors described several methods, typically including promotional or referral initiatives, as well as through individual initiative.

There was a degree of concern on how some of the My Start students were coming onto the programme in such a way that they are directed to enrol rather than coming onto the programme through personal choice, as reflected in the third comment on the next page. A number of issues and concerns about the My Start programme (mostly around addressing the challenges and maturity level of these younger students) came through the interview transcripts and are analysed as appropriate in Chapter Six.

The five or 16% of tutors who commented that they did not know where their students were coming from taught in a range of programmes and included tutors who had experienced a reasonable length of time as tutors (not just the newer tutors,

where it would be expected that these would probably not yet have gained knowledge of how students came to be on their programme or course).

> *It's a mixture, because we have quite good relationships with the Youth Transition service and Child, Youth and Family would refer some to us. We also have partnerships with Kamo High [School], which is quite an unusual relationship in that, if students aren't fitting into their school system they will say, maybe you would be better doing the My Start programme because it is more vocational based. Whereas a lot of the other high schools won't let us in because it is like competition for the same students, Whereas Kamo realises, 'We can't meet the needs of these learners, and the My Start programme would be more beneficial for them.' But then there are others who just come to us. We do road shows at the start of the year and others come through marketing from the road shows. Some of them haven't been in school for a couple of years, so this is a last chance opportunity for them. (Tutor comment)*
>
> *We just asked that question the other day and the oldest one I've got on the course, he came into the course by searching on the internet. He was looking for a change of direction from the automotive industry. He's been out of school for two or three years. Most of the others have come through promotions through the schools. (Tutor comment)*
>
> *The My Start kids, I guess basically they've fallen off the wagon and they're picked up by the cops and chucked here. They're told you have to go and do a course through the courts and they get put through into NorthTec or are referred by parents and WINZ. (Tutor comment)*

5.5.3 Foundation education tutors' understanding of students' ethnicity, residential status and languages spoken

Tutors were asked questions aimed at exploring their understanding of their students' characteristics in terms of ethnicity, residential status and languages spoken. Table 5.16 summarises these against the relevant programme or course.

Most of the generic and specialised foundation programmes and courses had either none or very few (less than 5%) immigrant or international students, as described by the tutors. The NorthTec English Language programme targeted specifically immigrant and/or international students and as such these students made up the student intake for this programme. The only other programmes that had students with English as second language were the centralised or generic foundation programmes and this was described as being at less than five percent of the intake.

Table 5.16

Foundation Education Tutors: Understanding of Students' Ethnicity, Residential Status and Languages Spoken

Type of programme	Programme/course title	Percentage of immigrants/international students	Percentage of students with English as a second language	Percentage of Māori Students	Percentage of Pasifika Students	Percentage NZ European Students
Centralised Foundation Programmes	Certificate in Academic Studies (Level 4)	Less than 5	Less than 5	60-70	Less than 3	30-40
	Certificate in Foundation Studies (Level 3)	Less than 5	Less than 5	60-70	Less than 3	30-40
Programmes that contain a strong foundation learning component	Certificate in Foundation Forestry Skills	-	-	80-100	1	0-20
	Certificate in Forestry (Forestry Industries) Level 2	-	-	80-100	1	0-20
	My Start (Certificate in Vocational Studies)	-	-	90-100	-	0-10
	National Certificate in Farming Skills (Work Ready) Level 3	-	-	90	-	0-10
	Certificate in General Farm Skills (Level 3)	-	-	90	-	0-10
	Certificate in Elementary Construction	-	-	90	-	0-10
Programme that has a strong bridging component	NorthTec English Language Programme including the Certificate in English as a Foreign Language	95-100	95-100	-	-	-
Bridging courses	Introduction to mathematics	One or two	-	25	-	75
	Engineering fundamentals	One or two	-	25	-	75

Note. The number of Māori students may vary from class to class from 40–100% in the centralised foundation programmes.

Although aggregated information the ethnicity of students enrolled at NorthTec was available through NorthTec's Annual Reports, data on the ethnicity of students within each NorthTec foundation programme or course included in this research was not available at the time of the data collection phase. However, the tutors were asked to describe their perception of the number of Māori students within their foundation programmes or courses. As depicted in Table 5.16, the numbers of Māori students were perceived as being a very high percentage for both the generic and specialised programmes. The two bridging courses had the lowest representation of Māori enrolled at approximately 25%. The NorthTec English Language programme had no students who identified themselves as Māori enrolled at the time of conducting the interviews, which is in line with the purpose and intent of the programme in targeting immigrant and/or international students.

At the moment, 100% of our students are non-New Zealanders. We are very different, because we don't have courses as such; students come and leave according to their needs. Just in these last three months, we had a class of six people from five different nationalities doing a summer school. Three of them had come from overseas for a holiday; two were finishing off their course from last year; and one was starting. Then we went straight into tour groups. We had two tour groups from Japan University that were here for months, mixed in with a couple of international students and about four or five permanent residents. We had two classes running then and we have two classes running now. The core would be about six in each class. One class was about two-thirds permanent residents; the other class about one-third. But we have been swamped with a Chinese tour group coming in now. So we have got thirty Chinese students for three weeks. When they go, we will carry on with our classes. (Tutor comment)

The high proportion of Māori students in the generic and specialised foundation programmes (as described by the tutors), is not surprising given the high proportion of Māori within Northland and the high proportion of students who identified themselves as Māori enrolled at NorthTec (see Appendix G). Also, as stated by NorthTec (n.d.-a) in its publication on Māori at this polytechnic, three of the foundation programmes investigated were in the top ten programmes enrolled in by Māori students in 2012. These were the Certificate in Foundation Studies (Level 3), Certificate in Elementary Construction and the Certificate in General Farm Skills (Level 3).

Given the high population of Māori within Northland[72], it follows that NorthTec would have a proportionally high number of Māori students enrolled in its programmes. As reported in the *2012 NorthTec Annual Report*, 54% of the student population was enrolled as being of Māori ethnicity with 55% of students identifying themselves as European (students can identify as more than one ethnicity).[73] Although exact information on the ratio of Māori foundation education tutors to the number of Māori students that they teach was not possible to obtain, the information available indicates that the ratio is relatively low. As described in section 5.3.2, only ten or 31% of the tutors identified themselves as Māori or Māori with another ethnicity (see Table 5.3). This has possible implications for the delivery of curriculum in a manner which is culturally relevant to Māori as discussed later in this research.

The number of students who were perceived to be of Pasifika ethnicity was very low within the foundation programmes and courses included in this research (from 0 to 3%). This is perhaps not surprising given the relatively low population of Pasifika peoples residing in Northland[74]. As described by the tutors, New Zealand European students made up the remainder of the classes in terms of ethnicity (from 0 to 40%), with the exception of the two bridging programmes which had 75% New Zealand European enrolments (see Table 5.16). Their representation is relatively low given that the 2013 Census data for ethnic groups that refer to themselves as Europeans or New Zealanders make up 74% of New Zealand's total population (2013 Census, n.d.).

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[72] The 2013 Census data indicates that Northland's Māori population ranks fifth in size out of the 16 regions in New Zealand and 7.5 % (44,931 individuals) of New Zealand's Māori population usually live in Northland Region (retrieved 4 December, 2013, from http://www.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-about-maori-english.aspx).

[73] NorthTec has a higher proportion of Māori enrolments than ITPs located in regions with a lower Māori population. Māori tertiary education students made up 18% of the total students enrolled in tertiary education in New Zealand in 2012, compared to Europeans students who represented 55% of the total enrolled students. A high proportion of Māori students (43%) were enrolled in NQF Level One to Three certificates throughout New Zealand in 2012, which is the level of most foundation programmes (retrieved 8 November 2013, from
http://www.educationcounts.govt.nz/statistics/maori_education/tertiary-education).

[74] The 2013 Census data indicates that Pasifika peoples make up only 2.8% of the ethnic groups in the Northland Region compared to 7.4% for the whole of New Zealand (retrieved, 4 December, 2013, from http://www.stats.govt.nz/browse_for_stats/people_and_communities/pacific_peoples.aspx). Students, who identify themselves as Pasifika in terms of ethnicity, made up 15.8% of total domestic student enrolment in tertiary education in New Zealand in 2010 (retrieved, 22 November, 2013 from http://www.educationcounts.govt.nz/statistics/pasifika_education/tertiary-education).

5.6   Background information on the managers and administrators

Table 5.17 summarises the background questions asked of the managers/administrators group of interviewees.

Table 5.17
Summary of Background Questions asked of Managers and Administrators

Summary of Question Areas
The length of time they had been in their role(s).
Roles they held in managing or supporting foundation education.
How effective they felt they were in their role(s).
Whether they felt supported in their role(s).
Whether they had any direct contact with students.
Their understanding of the demographics of foundation students.
Their understanding of the socio-economic level of the communities that the NorthTec foundation students came from.
Whether they knew if NorthTec foundation students were receiving any financial or special assistance from agencies such as Study Link or WINZ.
Their understanding of how most students came to be on a foundation programme or course, for example, if they were referred by agencies/teachers or enrolled voluntarily.

5.6.1   Ethnicity, gender and qualifications characteristics of the managers and administrators

The managers/administrators who participated in the interviews were those who were involved in foundation education at NorthTec as described in Chapter Four, section 4.6.4). Seventeen managers/administrators were identified through the selection process, of these only one declined to be interviewed. This represented a very positive response rate of 94% for this group. In terms of gender representation, seven or 44% of the managers/administrators were male and nine or 56% were female (see Table 5.2). As commented on earlier, the four senior management roles were held by men and the administration and support roles were held predominately by women.   In terms of ethnicity, 11 or 69% of the managers/administrators self-identified as New Zealand

European and three or 19% identified themselves as British (see Table 5.3). There were no managers or administrators who identified themselves of Māori ethnicity.

As discussed in section 5.4.3, managers have a responsibility for ensuring that Tikanga Māori and the principles of the Treaty of Waitangi contained in the associated NorthTec policies are adhered to (see Appendix E). The managers should be supported in these areas by NorthTec's Kaumātau (Māori Elder), Director Māori, Te Puna Programme Area and/or Māori Academic Committee. As stated in NorthTec's Academic Board Committees Policy (01.007) the Māori Academic Committee is responsible to NorthTec's Academic Board for encouraging and assisting programme areas with the development of Tikanga Māori in their programmes (see to Appendix E). The role of NorthTec's Māori Academic Committee in the inclusion of Tikanga Māori within course curriculum is discussed in Chapter Six, section 6.4.

In terms of the highest qualification achieved: seven (44%) of the managers/administrators group held postgraduate qualifications; five (31%) held Bachelor degrees; two (13%) held Diploma level qualifications; with one of this group's (6%) highest level of qualification being at the certificate level. Additionally, one manager's education and experience was through military training and related progression. Subject areas within the managers'/administrators' qualifications varied, but most held qualifications in education and/or teaching as well as specialist subjects.

5.6.2   Roles held by the managers and administrators
Table 5.18 summarises the roles that the managers/administrators held at the time of the interviews. The managers/administrators were asked to describe the various roles that they held in relation to foundation education at NorthTec. A display card (see Appendix D) containing was used to help prompt the interviewees in this area.

Table 5.18
Summary of Roles Held by Managers and Administrators

Roles	Areas
Senior Management	• Of the programme area that most of the foundation programmes were located in; and • Of the programme area that the generic foundation programmes fed into.
Middle Management	• Programme Leaders of Foundation Programmes; and • Programme Leaders and senior staff of NorthTec programmes that the foundation programmes fed into.
Administrators	• Of foundation programmes.
Support areas	• Academic Registry; • Student Support; • Institutional Quality; • Library; and • Staff Development.

Table 5.18 indicates that most of the managers/administrators fulfilled roles in foundation education including: support services to students; administrative support; and the development of quality assurance policy and practice in foundation programmes. A high number, or ten (63%) of the managers/administrators were involved in the evaluation of foundation programmes. About half of the managers/administrators had a role in the overview of foundation programmes through NorthTec's Academic Committees responsible for programme development and approval. Seven (44%) of the managers had line management or staffing responsibilities.

In terms of 'other' roles individual managers/administrators provided the following areas that they had either responsibility for or input into:

• contracts, for example contractual arrangements with other providers;
• publicity;
• relationships with schools;
• strategy and policy through Academic Board;
• strategy and planning on the future development of youth training at NorthTec; and

- the Local Advisory Committee[75], a committee representing the local community and industry interests in the outcomes of the centralised or generic foundation programmes. Although it was noted that this committee had only met once.

Table 5.19

Managers and Administrators: Description of Roles in Foundation Education Provision at NorthTec

Roles	Managers/administrators responses	Managers/administrators percentage
Management of foundation education staff	7	44
Input into foundation programmes through AQA	7	44
Input into foundation programmes through Academic Board	8	50
Support services to foundation students	13	81
Support services to foundation education tutors	9	56
Administrative support for foundation programmes	13	81
Development of quality assurance policy and practice in foundation programmes	12	75
Evaluation of foundation education Programmes	10	63
Total interviewees who responded to this question	16 out of 16 interviewees	16 out of 16 interviewees

The managers/administrators were also asked how long they had been in their role. Five or 31% said they had been in their current role for less than a year and the same number said they had been in the role between one and two years. Six or 38% of the managers/administrators had been in their role for more than three years. Thus, most of the managers/administrators could be considered quite new to their roles in foundation education, which could have implications for a need to receive the required support and/or professional development to fulfil their roles. Although the tutors were asked

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[75] All major programmes at NorthTec have an Advisory Process that conforms to Northland Polytechnic's Academic Statute and Academic Policy 02.004: Advisory Processes. (see Appendix E)

about their professional development activities, this was not asked of the managers/administrators and may be an area for further research.

The managers/administrators were asked to describe how effective they perceived themselves to be in their roles. Only four (25%) felt they were effective in their roles.

> *Yes, I guess initially my initial involvement with foundation education was teaching on the foundation programme. And I felt really quite effective in doing that, I think I had a good rapport with students, got results, and then I guess my other involvement with the foundation programmes was as the [title of management position withheld], and re-development of the foundation programmes and overseeing that, and was I effective in that, I probably could have been more effective I think. I think, probably I let personalities get in the way too much. During the development, some people who were involved had their own agenda and I probably allowed too much of that to come through in the final qualification. (Manager/administrator comment)*

Most of the comments made by the managers/administrators in terms of their perception of not being effective in their role related to: a lack of support; a lack of resources; poor communication; and a lack of decision making or financial authority. This feedback was included in the analysis of the subsequent question on whether this group felt they had the necessary support to perform effectively in their roles. Again only four (25%) felt supported in their role and were given the autonomy to do the job.

> *Well I feel that I'm very, very lucky because I have a Director who has really given me a lot of autonomy and allows me autonomy but he also insures that there are certain boundaries just to guide me so I don't go whistling off down the wrong track. He sort of allows me enough autonomy to do what I need to do but also guides me within the bureaucracy of NorthTec. (Manager/ administrator comment)*
>
> *Yeah. I think so. I think with this job, because it's new and nobody's kind of done this job before I've been given a bit of a blank canvas so I've been given a bit of a free hand. So I've sort of developed the role myself. Which has been really good, you know, I've really enjoyed that. I've always had [name withheld] in terms of the administration side of it and then to help me with the curriculum side which I've probably taken on more than was my role for that. So yes, I do feel pretty supported. (Manager/administrator comment)*

In terms of the responses from managers/administrators who did not feel supported in their role, the high degree of autonomy was seen as problematic by some.

> *As a tutor I was supported I think in that foundation role and in the management role probably not supported much at all really, it was just sort of do it and sink and swim. (Manager/administrator comment)*

Comments on lack of support included lack of resources, poor organisational communication, and the need for support dealing with excessive bureaucracy. The budgetary and financial pressures were seen as a particular issue by a number of this group.

> *Do I have the necessary support to perform effectively in the role? No, no I don't. It's really interesting because we seem to have evolved into money being very important at the expense of students and a way of illustrating that is I was told at the end of last year that actually your course doesn't earn a lot of money therefore we need to cut the numbers back because we have low fees and the SAC funding is not as high as degree courses and the staff are required to work really long hours because again, its money. I think that one of the difficulties is the climate that we are in economically where Polytechnics are required to make money and I think that there sometimes there is a feeling that if we had more degrees, we had more diploma courses we would be seen to be more successful and it does come down to dollars. (Manager/administrator comment)*
>
> *The fact that I don't have one cent of financial authority, means that any staff employment or any expenditure is just a source of real frustration for me. So a lot of that operational stuff is time consuming, extremely bureaucratic and frustrating. (Manager/administrator comment)*
>
> *I think with the current status of education as being the economic dog of neo-liberal arguments the problem you always have is that cost cutting, the way that they expect the public sector to save means you are never effective, you never can be effective and that's probably my answer to that question. In the current climate in particular, policies and government – I could spend all my time on foundation. (Manager/administrator comment)*

Further analysis of the problems and issues that the managers/administrators face with regard to foundation education provision, and what needs to change, is discussed in Chapter Six, in particular in sections 6.2.9 and 6.4.6.

5.6.3 Managers' and administrators' understanding of the characteristics of foundation students

In order to gauge the managers'/administrators' understanding of the nature and characteristics of foundation students, a number of questions similar to the questions asked of tutors in this area were asked. The managers/administrators were first asked if they had any direct contact with foundation students. Nine (56%) had direct contact with the students through: teaching, support services (library and learning support; and administrative support); student evaluations; and/or the TEC mandated Literacy and Numeracy for Adults Assessment Tool[76]. One senior manager made a conscious effort to make contact with students by randomly visiting classes in progress, while recognising that this could be problematic for both tutors and students alike.

> *My contact with students is probably a thing that's not much liked. I will walk into classes sometimes and that can be a bit off-putting for everyone, teacher and student. I get invited into classes by students and teachers. I personally know some of the students whom I've been keeping tabs on all year. Since I arrived I picked three who were doing the academic studies to nursing and I've been following them and I'm still in touch with them to see how well they are doing in nursing. Because I'm just curious and they are three Māori kids and I chose them because I know that particular year group had been excluded from education for various reasons. (Manager/administrator comment)*

Seven (44%) of the managers/administrators had no or very limited contact with foundation students. This had implications for these interviewees' ability to respond to subsequent questions regarding foundation student characteristics and a number could not comment. Where the manager or administrator could comment, questions were asked regarding their perceptions of foundation students, even if they did not have direct contact with them.

The managers'/administrators' understanding of the demographics of foundation students was mostly aligned with that of the tutors in terms of the wide range of ages, the high proportion of Māori students, the low socio-economic environment that many of the students come from and the challenges that arise from this environment.

> *Well, I know what the Polytechnic statistic is. Forty to fifty percent of our students are Māori. I know what the Northland demographics are in respect to overall what the TEC say about our demographics and that is that compared nationally we're in the lower quartile in respect to socio-economic levels and achievements within those levels as well for Māori and Pacific Islanders and I'm not quite sure about Asian and Pakeha but I would suggest I'd be looking at those as being quite low as well. Unemployment is probably in the lower quartile as well for Northland. So, that's what I sort of understand. (Manager/administrator comment)*
>
> *I think it's [the demographic is] quite mixed actually although predominantly the rhetoric that I hear from Programme Leaders and teachers is that they come from generations of unemployment. We have done no analysis that would be able to confirm that that is the case except the anecdotal stuff. From what I do know about the foundation students they tend to come from some element of dis-functionality within the society that they've grown up in so it might be that the husband is in prison. (Manager/administrator comment)*

A number of managers commented that many of the foundation students are those who have not achieved or had a bad experience at school. Only a few of the managers were aware of the specific financial assistance available to foundation students, although there was a strong understanding of the Government funding categories for foundation students, in particular Youth Guarantee funding.

> *The Māori students would have been advised by student support services on all the grants available to them. The Pakeha students and Māori would also have access to whatever WINZ is doing for training allowances and what not. We used to run a lot of those programmes fees free which did help but I think that's all but I think that's all gone by the way now. (Manager/administrator comment)*

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[76] See Chapter Six, Section 6.7.3 for a discussion of the Literacy and Numeracy for Adults Assessment Tool, known colloquially as the 'Assessment Tool.'

Of the managers/administrators who were able to comment on how students came to be on the foundation programmes, most commented on a similar range of processes as had the tutors. For example, referrals from parents, marketing or recruitment campaigns, self-directed or voluntary, and via word of mouth.

5.7 Background information on the policymakers and influencers

Policymakers/influencers were asked the following background questions:

- the length of time they had been in their role(s);
- roles they hold in managing or supporting foundation education;
- how effective they felt they were in their role(s);
- whether they felt supported in their role(s);
- their understanding of the demographics and socio-economic level of the communities that foundation students come from; and
- whether they had any work related experiences or contact with NorthTec.

5.7.1 Policymakers' and influencers' ethnicity/gender characteristics and roles

The policymakers/influencers who participated in the interviews included selected NorthTec Council members and purposefully selected individuals working within the tertiary sector. These individuals were identified has having a degree of responsibility or influence on the foundation education field in New Zealand. They were selected through my discussions with colleagues within the foundation education field as well as my personal knowledge and networks. The foundation education policy area is quite small and intimate within New Zealand and the range of policymakers/influencers interviewed can be considered representative of the foundation education area with the exception of the Government Ministers responsible for tertiary education.

Eleven policymakers/influencers were approached to participate in the research and ten undertook the interview representing a 91% response rate for this group. One of the potential participants at the policymakers and influencer's level originally agreed to participate but left the organisation they represented within the data collection phase of the research and hence was not interviewed.

In terms of gender, six (60%) were male and four (40%) were female (see Table 5.2). In terms of ethnicity, six (60%) self-identified as New Zealand European, two (20%) as Māori or Māori/New Zealand European, three (3%) as British and one (10%) as European of Dutch descent (see Table 5.3). The roles that the policymakers/influencers held included:

- two professional foundation educators who held senior roles within FABENZ;
- chief advisor on strategy from TEC;
- Chief Executive of an ITP;
- Three Council members of an ITP;
- Director of a research institution focusing on tertiary education and professional development;
- Deputy Principal of a low decile secondary school; and
- Manager of a network focussing on youth.

Given that the policymakers/influencers group were quite diverse in terms of their positions, their responses to questions regarding their roles were equally diverse. The length of time that they had been in the roles held at the time of the interviews ranged from three months to seven years, with most holding their current role for two years. In terms of experience and level of educational achievement, all of this group were experienced professionals and most held postgraduate degrees. Four (40%) held doctoral level qualifications; Five (50%) held postgraduate level qualifications at the Masters level and only one (10%) had no formal qualifications. Many held postgraduate qualifications in education. None of these interviewees had ever considered themselves as being a foundation student. Half of the policymakers/influencers had had direct experience in either developing or teaching on foundation education type programmes. All had management experience (in a number of different areas) in the tertiary education sector. The types of roles that this group held with regard to foundation education were varied as described in Table 5.20. In terms of the policymakers'/influencers'

perceptions of their effectiveness in their roles, the responses were quite varied and complex. Common themes which affected their sense of effectiveness in their role were:

- determining what is or should be a foundation programme;

- a perception of 'contested space' between Government departments for effective policy development and implementation; and

- a concern regarding the quality of the information or research to enable effective policy making.

Table 5.20
Policymakers and Influencers: Description of Roles in Foundation Education Provision at NorthTec

Roles
Developing high level policy and strategic planning for the foundation education area for Government Ministers and/or Government Departments with tertiary education responsibilities, for example, LLN, Youth Guarantee and vocational pathways.
Leading teams with responsibility for putting high level policy for foundation education into operation.
Development of foundation education strategies and plans for specific tertiary education institutions.
Co-ordinating and disseminating foundation education research.
People management of foundation programme areas, departments and/or sections within ITPs.
Leadership of foundation education professional bodies such as FABENZ.
Influencing the direction or strategic planning of foundation programmes through ITPs' Academic Boards and/or Councils.

The following excerpt exemplifies the issues around inter-departmental conflict or 'contested space' and the quality of information.

> *Well, in the policymaking one I have to say pretty ineffective because policy making is quite chaotic in New Zealand. One of the key issues is several policy disconnects, my perspective in the New Zealand government, with a small 'g', there's a real contested space for policymaking between the Ministry of Education and TEC which hasn't actually gone away. There is a disenchant between the TEC's strategic planning and information group and the investment group and then I also think there is a disenchant between the investment group and the providers, so, if you talk about policy development, implementational operationalisation, none of that works smoothly and it's an incredibly complicated space and the data is really quite poor. You can't interrogate the data in a way which tells you about students' success in different types of foundation qualifications; it's very difficult to work through. (Policymaker/influencer comment)*

The issues around foundation education policy and strategy that the policymakers/ influencers face are analysed and discussed in Chapter Seven. Most of this group felt supported in their role and/or they had the ability or authority to create the support needed.

> *I guess I can call on people who, you know, in terms of my peers at TEC, that are focused on this literacy and numeracy for example or policy rolling out for vulnerable populations of people, so in that sense, yes. And I guess I have the ability to talk with or get pieces of work done by people who have greater experience than you and I do. (Policymaker/influencer comment)*
>
> *I have to create that support. So the answer is yes, if I build the alliances and networks and understandings that will allow me to be supported otherwise it gets lost in the machinery of Government in a mixture of political imperatives which are short term or crisis driven and structures and silos and patch protections of a big bureaucracy so you've got to build the permission. It's like any other change thing. I'm changing the external world of education to the Ministry but to achieve that I've got to also change the internal world so that it can face the external world in a way that is completive. (Policymaker/influencer comment)*

There was both criticism and praise for the support provided at the NorthTec Council level from those interviewees who were involved with NorthTec. Concern was voiced about decision making processes. However, there was positive comment on perceived improvements in the way NorthTec Council was operating more strategically than it had in the past.

> *I think we have got quite a good working relationship with the Council now and senior management. The Council now is far more intimately involved in the business of the institution so historically they have been spectators, sitting there, watching and they have been after the event, kind of, participants. So the reports would have come back and people would have looked at those but they would not have been intimately involved in them, in driving the organisation and the direction that they seek, so the strategic planning that was done was pretty thin and it wasn't as directive as it is now. (Policymaker/influencer comment)*
>
> *Council wasn't the easiest place to work. You are one voice and it's very hard to bring in changes when you are one person and unless you are a super whizz kid at finance it's very hard to take the big boys on that know all the answers. And I'm not sure how most Councils work but certainly some work where there are a number of decisions made with very few people. (Policymaker/influencer comment)*

Of the policymakers/influencers who were external to NorthTec, all had awareness of NorthTec in general terms. With the exception of one policymaker working with NorthTec management strategically with the Youth Guarantee related initiatives, most had had minimal personal experience in working with this polytechnic.

> *Well I wouldn't know how successful they [NorthTec] are but I certainly see them engaging with the challenges of dealing with a highly dispersed population with significant disadvantage, yes, and certainly tackling the issues, how effectively I don't know, I mean we have had contact recently about how better to support Māori learners. (Policymaker/influencer comment)*

5.7.2 Policymakers' and influencers' understanding of characteristics of foundation education students

Given that most of the policymakers/influencers had little direct on-going interaction with NorthTec's operations, their awareness of the characteristics of the foundation students at this specific polytechnic was limited. Rather than asking this group their awareness of the demographics of NorthTec foundation students, they were instead asked what their perceptions of the demographics and socio-economic status of New Zealand foundation students are in overall terms.

Common themes described were the perception that foundation students tend to be represented by a higher proportion of female (than male students), including women returning to the workforce or wanting to bridge into professions such as nursing. In terms of ethnicity, they perceived foundation students as being more likely to be of Māori or Pasifika descent. One policymaker commented that access to foundation programmes may be more problematic for those of Māori or Pasifika descent due to their being in often lower socio-economic environments which prevent some from even hearing about various foundation programme options. The age range varied from youth through to mature adults. There was recognition that many come from low socio-economic environments or below the poverty line.

> *In New Zealand it's become more and more of a defining factor as to why people don't succeed in education because they are on the poverty line. Some are on that poverty line spectrum. I think they are often kids who have had family problems. Certainly a lot of them have drug and alcohol problems, mental health problems, there are a lot of those sorts of issues that affect students, students often have learning difficulties. And often they are kids who just don't fit the traditional student pattern. And there are older students who have missed out. They have had hard lives a lot of them, and they've worked hard and they've done, or they've sort of messed up their lives at some point and then they've realised that and they want to change. They now want some education so they come to a foundation programme to get there. (Policymaker/influencer comment)*

A number commented on the social responsibility or social justice aspect of foundation education, that is, the ethical obligation to provide foundation education to address societal problems arising from poor schooling experiences/outcomes, unemployment and lack of literacy skills. There was an awareness of the acute demographics and low socio-economic conditions in Northland and the importance of the role that NorthTec has to play in foundation education in this region.

> *We haven't got a university that's based up here so really NorthTec's got a much more important role to play up here than the ITPs in many other regions in New Zealand where there are alternative providers of tertiary training. I don't think that is the case up here so combine that with, as I say the demographics in terms of just how many people there are in Northland who have got very low or no educational attainment at all, and there isn't a culture of education being important. I think it's important that we keep focussing on that lower level of study and where we need to get better is actually making it clear, easy and obvious for those students that are studying as to where their pathways are beyond the initial study. I think that is one of our problems at the moment, we have not thought through what is the pathway for somebody to travel once they have completed. (Policymaker/influencer comment)*

As with the managers/administrators there was an understanding within this group of interviewees of how students came to be on the foundation programmes. That is, through referrals (from schools, career advisers, peers, family), word of mouth and from advertising and/or marketing promotions.

Further discussion of policymakers/influencers perceptions of foundation education students is provided in Chapter Seven in the thematic analysis of the interview questions on foundation education policy and strategy.

5.8   Summary of findings for descriptive information

This chapter has endeavoured to provide descriptive information of selected attributes of those that participated in the interviews. This has also included the interviewees' perceptions of the characteristics of foundation students, mostly from the tutors who were considered to be in the best position to comment. It is intended that this information will enable a clear understanding of selected attributes of the interviewees pertaining to their various roles in foundation education. This analysis has attempted in particular, to provide a unique insight into the characteristics of foundation education tutors and the managers/administrators at NorthTec. Research on the characteristics of tutors within foundation education in the NZ tertiary sector is limited and is arguably non-existent for the other two groups of interviewees. A comparative analysis of the characteristics of the NorthTec interviewees with foundation education staff at other regional or metropolitan ITPs was not possible within this study. This could be an area for future research. Regardless, the main characteristics of each of the groups of interviewees are summarised in Table 5.21.

Table 5.21

Summary of Characteristics of the Three Groups of Interviewees

Group	Summary of Characteristics
Foundation Education Tutors	• there is a higher proportion of male foundation education tutors to female tutors; • there are a low number of tutors who identify themselves as Māori and/or speak Te Reo Māori; • tutors deliver both centralised generic foundation programmes and decentralised specialised programmes with a wide range of class sizes; • the delivery site(s) for the foundation programmes included in this study are mostly based at NorthTec's Whāngārei campuses; • a high proportion of tutors have taught on their programmes and courses for less than two years; • the tutors have a wide range of previous work and/or teaching experiences; and • the tutors have an understanding of their foundation students as: • varying widely in age ranges with a high proportion on Māori students; • understanding that many students come from a low socio-economic environment and receive financial assistance; and • recognising that students come into the programme(s) from a wide range of processes such as referrals, marketing recruitment strategies, word of mouth and/or self-directed.
Managers and Administrators	• there is a higher proportion of female managers/administrators, who are mostly of New Zealand European self-identified ethnicity; • most had been in their current role for less than three years; • most hold either postgraduate or undergraduate degrees and many hold education and/or teaching qualifications; • they provide a diverse range of roles in foundation learning provision at NorthTec; • a low proportion felt either effective or supported in their roles; and • they have an understanding of foundation student characteristics that are closely aligned with that of the foundation education tutors.
Policymakers and influencers	• there is a higher proportion of male policymakers/influencers, who were mostly of New Zealand European self-identified ethnicity; • almost all had a very high level of educational attainment at postgraduate level; • all had management experience (in a number of different areas) in the tertiary education sector; • they represented a diverse range of roles in foundation learning provision throughout New Zealand; • half of this group had had direct experience in either developing or teaching on foundation education type programmes; • most had been in their current role for a period of two years; • most had minimal personal experience in working with NorthTec; • they were varied in their perception of their effectiveness in their role, most felt supported in their roles; and • revealed an understanding of foundation student demographics and characteristics that was closely aligned with that of the NorthTec's managers, administrators and tutors.

CHAPTER SIX: THE ANALYSIS AND FINDINGS - PART TWO: THE PROGRAMME AREAS

> Given the several complex components of adult education programs - philosophy, structure, curriculum, teacher development, teacher-student relationship, and evaluation - it would be very hard for any program to reflect critical pedagogy to the highest degree in all of them. For the most part, adult education programs must work within a system that does not support or even understand critical pedagogy. It is unrealistic to expect programs to become entirely critical. Instead, if a program were interested in becoming more critical, it would be more helpful for program staff to begin to think of critical pedagogy as something they can work toward over time, in different aspects of their program. (Degener, 2001, p. 56)

6.1   Introduction

This chapter provides an analysis of experiences, practices and opinions of the interviewees along a critical to non-critical continuum using the six programme areas described by Degener (2001, 2006) which have been used to structure the findings around these areas.

6.2   Programme philosophy, presuppositions and goals

Degener's (2001, 2006) central tenet of critical pedagogy is the idea that education is political and that this is essential to the basic philosophy behind a critical adult education programme, with all other features of the programme likely to stem from this belief. Table 6.1 outlines Degener's (2001) levels of critical pedagogy and the kinds of beliefs held by educators for the programme area - philosophy, presuppositions and goals. This table also presents the questions used to examine interviewees' presuppositions and beliefs for this programme area.

6.2.1   The purpose of foundation programmes

In developing the themes from the interviews, a number of categories or threads were identified for interviewees' perceptions of the purpose of foundation education.

Table 6.1

Pedagogical Beliefs and Questions regarding Philosophy, Presuppositions and Goals

Level of Pedagogy	Beliefs	Questions
Highly critical	- education should be used for personal growth and empowerment; - learning is a meaning-making process that takes place within specific contexts; and - education is political in nature and important for enhancing students' abilities to advocate for change in their lives.	- the purpose of foundation programmes; - how participating in foundation programmes is different from participating in other programmes; - perceptions on the main goals of the students in the foundation education programme; - perceptions on the main needs of the majority of their students e.g. literacy, numeracy, life skills and/or confidence; - opinions on whether foundation programmes work; - opinions on what kinds of students their foundation programmes are most successful or least successful for; - opinions on why some students start tertiary courses less ready than others and how foundation programmes can help these students; - opinions on the best part/aspect of the programme; - opinions on areas for improvement in the programme; - who or what has been the most influential in their thinking about foundation education; and - whether interviewees' thinking about foundation education has changed over time.
Somewhat critical	- education should be used for personal growth and empowerment; and - learning is a meaning-making process that takes place within a specific context.	
Somewhat non-critical	- literacy and other basic skill development is the answer to the social and economic problems of marginalised groups; and - students bring with them to the classroom some basic knowledge and experiences that programmes build from.	
Highly non-critical	- literacy and other basic skill development is the answer to the social and economic problems of marginalised groups; and - many students fail because they or their families (or both) do not value education.	

Table 6.2 presents these threads in a descending order from more to less critical in terms of the purpose of foundation education, alongside the frequency of responses from each group of interviewees. The largest grouping of themes from the tutors was progression or bridging to further education/qualifications at nine or (28%). This is in line with EAWG's (2012) and Ako Aotearoa's (2011a, 2011b, 2014) reports, which emphasise that "the primary purpose of foundation education is progression" (Ako Aotearoa, 2014, p. 1).

Gaining employment and functional skills were the second largest groupings, both at six (19%), which can best be placed on the somewhat non-critical end of the continuum. This large clustering is perhaps not surprising given the stated purposes of the programmes in the programme documents, messages from management, the reported needs of the community and the funding directives from Government.

Only two (6%) of the tutors commented that they saw increasing literacy and numeracy as the purpose of foundation education, which is perhaps surprising given the significant investment of Government in funding and promoting the Adult Literacy and Numeracy Learning Progressions and the Literacy and Numeracy for Adults Assessment Tool. There was no comment in this area associated with the view that students fail because they do not value education, a premise of Degener's description of highly non-critical programmes.

At the more critical end of the scale, the strongest theme was on the building of student confidence with five (16%) of the foundation tutors commenting in this area. Other smaller themes included learning how to learn, career development, goal setting and second-chance opportunities.

Another theme that evolved from the interviews was a small group of four (13%) of tutors who displayed an understanding that the purpose of foundation education is both multi-dimensional and complex.

> *I think it's quite a multipurpose for Māori. I think that self-esteem is the one that comes pinging out and they get that though from turning up on time, from baby steps towards being an independent individual. So at the end of the year I would like them to be independent enough so that they can manage living on their own, and know how to seek support when they need it, know how to manage their finances, their health, their career goals- have some career goals and how to manage them. (Tutor comment)*
>
> *I think the purpose is multidimensional but it's to enable those who have not succeeded in education and life circumstances as such, that they want to go on to get employment, get into another job, feel good about themselves, all of those sorts of things. This is important because otherwise they are just stuck, without a job, without an education. (Tutor comment)*

Table 6.2

All Interviewees: Perceptions of the Purpose of Foundation Education

Continuum of critical pedagogy	Themes on the purpose of foundation education	Foundation education tutors		Managers and administrators		Policymakers and influencers	
		Response	Percentage	Response	Percentage	Response	Percentage
More critical	Multi-dimensional, complex	4	13	5	31	2	20
	About building confidence in students	5	16	1	6	-	-
	Enabling students to learn how to learn	1	3	2	13	1	1
	About exploring and enabling possible career directions for students	2	6	1	6	-	-
	About enabling students to set goals for themselves	2	6	-	-	-	-
	About providing second-chance educational opportunities	1	3	-	-	3	30
	About enabling progression or bridging to further education/qualifications	9	28	7	44	3	30
	About providing skills. knowledge and attitudes leading to employment opportunities	6	19	-	-	2	20
	About increasing literacy and numeracy skills	2	6	-	-	-	-
Less critical	About provision of functional skills specific for industry areas	6	19	1	-	1	1

Note. Some interviewees' responses within each group covered more than one thread or category

An outlying theme that came through from a small group of four (13%) of tutors (not included in Table 6.2) can be best described as cynical with regard to the purpose of foundation programmes. This cynicism was not present in the responses from managers/administrators or policymakers/influencers for this particular question area.

> *We are just going to get them off the street and keep them interested. It is that simple? Well that is basically the guidelines that we got. (Tutor comment)*
> *It seems to me it is almost like a babysitting service, if I am honest. (Tutor comment)*
> *To me looking outside in, I think the purpose of all these programmes is for funding, money, bums on seats, honestly, you know, it comes down to 'look we've got 20 students ye-ha we're the bomb! (Tutor comment)*

With regard to the managers'/administrators' responses on the purpose of foundation education, by far the strongest response was for progression or bridging to further education and/or qualifications at seven (44%) of comments.

> *I suppose for me I have never really liked the term foundation. For me its transition education, so it's about taking students from a position of non-achieving to a position where they can achieve, where education doesn't become a barrier to getting where they want to in life. (Manager/administrator comment)*

Within this group there was very little focus on purely functional or LLN skills, rather there was a strong awareness of the multi-dimensional and complex nature of the field at 5 (31%) of responses and comments in this theme included an awareness of the definitional issues and challenges.

> *It's an interesting word, foundation, and bridging in itself. So, whether you call it bridging or foundation [education]? It's interesting in England they call it Access. So I've been involved in Access education for a long, long time (over twenty years now) and literacy programmes and critical literacy programmes. I think it's quite hard to come up with a single definition. I suppose I would stick to the more British tradition and suggest that foundation programmes are about reengaging people who have been excluded by their education (not necessarily a week ago or a month ago) in some way and reengaging them with education on their basis but also about showing them what education can be used for in the wider sense, not just in terms of getting jobs and things like that but in terms of what they can access in their life. (Manager/administrator comment)*

With regard to the policymakers'/influencers' responses on the purpose of foundation education, the strongest themes (both at three or 30%) were about progression or bridging to further education/qualifications and the provision of second-chance educational opportunities.

> *[Foundation] education gives people an opportunity, a second chance at education for people who don't have the qualifications to get into degree or diploma programmes or for people who want to change or for people who want a change of direction in their careers particularly where they don't have qualifications. (Policymaker/influencer comment)*

The policymakers/influencers did make many references to LLN, basic or functional skills and educational outcomes, yet all within the context of enabling further, higher educational opportunities. Two or (20%) of this group commented on the multi-dimensional or complex nature of the purpose of foundation education. One interviewee did take a broader perspective as follows.

> *My definition of it [foundation education] is life education, life development. Everything you need it to be, and civic participation. Being a good citizen, which includes the culture and language. If you drill it down, most people think it's [about] literacy and reading and numeracy but that's so boring. (Policymaker/influencer comment)*

Most of the PADs available for the programmes selected (see Appendices E and F) contained short statements on the aim and philosophy of the programme as a requirement in the standard template. These statements tend to be skills or outcome focused with reference to the practical nature of the teaching approaches and/or the goal of meeting students' need. There was, however, little reference to either specific or preferred pedagogical approaches in these documents with the exception of the Certificate in Forestry (Forestry Industries), Level 2 which stated that the qualification was grounded in Abraham Maslow's hierarchy of needs and was about assuring a student's sense of security while introducing them appropriately to the Forestry industry's communities of practice (see Appendix F). NorthTec (2012b) also has equity statements which specify the purpose of generic foundation programmes as "assisting groups disadvantaged in their ability to attend the institution" and specialised foundation programmes as "pre-entry programmes" for

those that do not meet the entry criteria for a given programme (pp. 97-99). See Appendix G for further details on these equity statements.

In summary, the overall perception of the purpose of foundation education can be seen as progression or bridging to further education/qualifications, which has a more functional or 'somewhat non-critical' focus in terms of Degener's continuum. A number of interviewees across all three groups perceived the purpose of foundation education as multi-dimensional and complex with would indicate an understanding that a singular focus for foundation education (such as LLN provision) could be problematic and can be seen to lie more towards the 'somewhat critical' end of the Degener's continuum of critical pedagogy.

6.2.2 How foundation programmes are different from other programmes

All interviewees were asked to give their opinions on how participating in foundation education differs from other tertiary education programmes. Table 6.3 presents the themes arising from the tutors' comments in descending order from more to less reflective of critical pedagogy. Five (16%) of the tutors commented that they were too new and/or had no other experiences of delivering other tertiary education programmes to be able to assess the difference between foundation programmes and other programmes. Only two (6%) of the tutors commented that they felt there is no difference or that there should not be any difference between the delivery of foundation programmes and other programmes.

> *My other recent teaching has been at pre-trade level and that has been odds and sods. I don't think those students have any different characteristics whether they are in a foundation course or pre-trade Level Three and Four, the important characteristics are all the same. I guess the major difference is that in a pre-trade course the majority of students will be male and under 50, whereas in the foundation course, the majority will be female and will have some kids and therefore from a motivational point of view the students come with a real desire to learn. Whether or not they have those skills to learn is another issue. (Tutor comment)*

The managers'/administrators' comments on how foundation programmes differ from other programmes varied. The strongest theme was that the outcome of foundation programmes is typically to enable student progression to higher NZQF levels of programmes, whereas most other programmes (particularly at NorthTec) lead to employment opportunities. Although it was recognised by one manager, that

foundation programmes do also enable the acquisition of skills necessary for a starting or entry role in employment. Another manager commented that the NorthTec Te Puna programme area (consisting of two certificate level programmes focusing on Te Reo Māori and Tikanga) differed from other programmes "where it's generally a cultural engagement rather than a vocational outcome students are looking for" (Manager/administrator comment).

Table 6.3

Summary of Themes: How Foundation Programmes are Different from Other Programmes: Foundation Education Tutors

Themes	Analysis	Relevant Excerpts from Interviews
Foundation programmes are more student-centred or student-focused	This theme was identified by six or (19%) of the tutors. Most of the comments centered on meeting students' needs (in terms of learning needs, goals and personal development needs).	*In other NorthTec programmes, I think that they teach a course, there is a syllabus that is going to be delivered within a specific time with specific outcomes. What we do is, we teach student [to their] needs. So we are constantly evaluating what the student need is at the time and meeting that. We can't prepare a course in advance. We teach as we go because we are constantly modifying. (Tutor comment)*
Focus on teaching and learning with a relatively flexible delivery process	Seven (22%) of the tutors comments lay within this theme. The responses focused on the flexibility, relevance and meaningfulness of the way that the programme can be delivered as opposed to the more traditional content driven, chalk- and-talk and academically focussed type of delivery.	*I think we have a freedom to cover those environmental issues and in terms of why you are learning and what is your motivation, rather than it being about the content. I know a lot of courses are very content and achievement driven. Necessarily by the amount they have to get through in the time framework, we have a freedom within the course. Okay, we have got assessments to get through, but we can embed those within a lot of other discussion and learning. (Tutor comment)* *The way that the programme is delivered, the resources that you use, the way that you choose your assessments and the things that you do, have to be very meaningful and relevant. I know that kind of approach should be for other courses as well, but I think it is particular to foundation studies. If students don't see a reason immediately or they can't achieve it then they give up. (Tutor comment)* *It's got to be less academic. The issue that I am having with my learners at the moment, I've only been in there a month, and they just hate sitting in the classroom and I've already been talking to [the Programme Leader] about this, about rehashing the programme to make it more project based. They don't necessarily want to sit down and write and do maths. Already I am working with my students to organise an event. I'm trying to get them to realise that what they are doing in organising this event is being assessed and that they are getting literacy and numeracy benefits from what they are doing, and communication skills and all those sorts of things. So it needs to be definitely more project-based. (Tutor comment)*

Table 6.3

Summary of Themes: How Foundation Programmes are Different from Other Programmes: Foundation Education Tutors (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Focus on foundation practical and/or basic skills	This theme was the strongest thread with 11 (34%) of the tutors' comments falling into this thread. The key aspect was the focus on delivering the basic or core skills that students need to progress towards higher programmes or employment. These skills include LLN, computer skills, research skills and other academic skills. Basic skills were also seen as including personal development or life skills such as motivation, self-discipline and confidence. Comment was also made on the often practical nature of the courses which regularly involves project or activity-based learning opportunities.	*I think because there is not as much expectation on them academically, it's more about being here regularly and developing sort of good work habits and life skills so you as a tutor can make it more fun and enjoyable, and try not to track them, but try to get them committed through participating in enjoyable activities, and then through that try and sneak in some academic work, you could call it scaffolding, but it is almost sneaking sometimes literally, minute bits of academic work in there. Like today we had a 20 minutes theory session that was literally just a discussion, they didn't have to write anything down. (Tutor comment)*
Nature of relationship between tutors and students	Another, smaller theme that came through the analysis from three (9%) of the tutors was on the special nature of the tutor and the student as being a relationship of trust that tutors need to build with their students. This theme is discussed in section 6.5 in the discussion of the student-tutor relationship.	*You have to have a different type of tutor. You cannot have a survivalist tutor in foundation in my view. What I mean by that is someone who says that he just has a job to do, it seems bad to me. You need to have supportive tutors who make it clear that they are interested in the student and that they are there to support their learning process. Personally, I think you need that in all programmes. (Tutor comment)* *The thing with the introductory courses, your mode of operandi is different, but what I would say is extremely important in these courses is that the tutor must never ever take the attitude of "Oh, you mean you don't know that?" You have got to be prepared to go right back to kindergarten level and you've got to be very careful that no sort of sign of this rubs off. That "Oh, you are a hopeless case, because you don't know what 2 + 2 makes." I don't think I have ever had any a student that bad, but close to it. (Tutor comment)*

Alongside this perception of the bridging nature of the foundation programmes, most managers/administrators commented on the need for good tutors, a higher proportion of pastoral care and academic support to deliver a curriculum which is more practical and applied (as opposed to a strong focus on theory) than in other, higher NZQF level programmes.

Two (13%) of the managers/administrators commented that foundation programmes should not 'really' be different from other programmes in that students enrol to achieve a goal such as a qualification or progress to other levels of education. One manager/administrator commented that they perceived that foundation programmes, as they were delivered at NorthTec, were too focused on content than the teaching and learning aspect. This was a comment that contradicted the perceptions of the tutors in this area.

> *I think it [foundation education] should be broader than it is. I think that foundation tends to be a bit narrow and it could be more of the other things like, including things like career education and capability education, capability skills education. I sense probably that it is a bit too focused on content rather than other learning skills. (Manager/administrator comment)*

The other manager/administrator who commented that foundation programmes should not be different from others, talked about the resourcing issues and/or the perception of lack of resourcing for the programmes.

> *It shouldn't really be different but we talk around the coffee table and we have discussions around resources, the struggles that some of the tutors have to get vans and that to pick up students. It seems to be a discussion about not having as many resources as they should have. I mean, we're a small Polytechnic and you just can't throw thousands of dollars every time a person puts their hand up and wants a resource. But it tends to be, what I do hear is one group that do talk about needing more resources. I think they refer to it as we're getting more money for these students but we can't seem to use the extra money for the resources. That's what I have heard and I'm not quite sure how much we get. I think it's more for some of these programmes and that has been talked about quite a bit. (Manager/administrator comment)*

Lastly, one manager/administrator's comment in this area revealed a degree of critical pedagogical thinking about foundation education in that just by being enrolled in a foundation programme, students can be perceived in a deficit way. Also, that there is a political dimension to foundation education provision.

> *I'm going to say something really terrible now but I think it's true. Participating in a foundation programme I think already labels you within a deficit climate. I think if you're doing it as a student whether you know it's your way out or not I think most people see themselves as not quite reaching something. Not quite there and I think that's always in the negative. It assumes your lacking something and we're going to fill that gap type of mentality. When they do foundation they see it as making up for something that they should have had but they haven't got. I often see that. For example, I observed a student in class, a young Māori who applied for the nursing degree two years in a row and got rejected so he decided to do the foundation course. He started at Level Three and went on to Academic Studies. He would frequently come to talk to me saying that the system was racist against him. That's what he kept saying and saying. The nurses don't like me because they're racist. So, in terms of his goal he understood his situation as being politically motivated. He understood he had a role. He was being politicised, whether it was true or not his perception was that. But did he have a political goal? He never expressed to me that he wanted to change the political circumstance for Māori. What he expressed to me was that he wanted to change things for himself. So it's an interesting distinction. I've been following him and now he's in the nursing course. He will get through it but he is struggling. (Manager/administrator comment)*

Five of the policymakers/influencers (50%), felt unable to comment in this area. Of those who did comment, four commented on the more student centred or student focused nature of foundation programmes, which tend to have a more holistic approach with a strong teacher-student relationship.

> *Participating is different. I think it is different over different subject areas, because if you had foundation programmes that are vocationally oriented. I am thinking of automotive engineering or something in the hospitality area, they are very subject focused in general and it's the same in higher level programmes because they tend to be (if you think about diplomas and degrees) very subject focused. So it's about teaching the subject and it's about learning the subject, while if you have a more generic foundation programmes and probably the more socially oriented as well, they tend to be more around the students' personal development and in a much more holistic way and I am not saying....it wouldn't hurt if some of that would change in terms of the vocationally oriented programs becomes a bit more holistic because that's what I think is missing in our education. (Policy/maker influencer comment)*
>
> *Well, I'd see all certificate programmes as foundation programmes to some extent. I suppose the difference is really a labelled foundation is that they are more inclined to have literacy and numeracy and academic literacy skills. But nowadays these are supposed to be embedded in all Level One to Three certificate programmes. That means they shouldn't in a lot of ways be that different but I think the difference is that the lecturers support the students in a whole lot of different ways like they support their emotional development and personal development a lot more than they do say in a trades programme which is a certificate programme. There is more awareness of those sorts of needs in the students I think. (Policy/maker influencer comment)*

Two policymakers/influencers commented on the focus of foundation programmes to be that of progression to higher qualification as the main objective and difference.

> *It really is just about you being a teacher, you know, a teacher is a teacher, is a teacher, you are not only teaching stuff, you are teaching the student and what you are doing for foundation courses you are engaging that student so that they can feel confident after they have finished your programme to go on and progress to the next stage, so that's your sole objective really, to get them there, no matter how, no matter what you have got to do to achieve that. (Policy/maker influencer comment)*

One policymaker/influencer commented that the main difference was to do with status and they perceived foundation programmes to have the lowest status or 'at the bottom' of the hierarchy of foundation programmes.

6.2.3   Perceptions on the main goals of foundation students

Degener notes that foundation educators who adopt a critical pedagogical approach understand their students' needs and goals.   Accordingly, the interviewees were asked what they thought the needs and goals of their students were using a display card (see Appendix D).   All of the tutors interviewed contributed to this question. Ten of the 16 managers/administrators commented, while only half of the policymakers/influencers felt able to comment.   Table 6.4 summarises these perceptions of the goals of foundation students in descending order of less to more critical pedagogical thinking.

The feedback from the tutors reflected both critical and non-critical pedagogical thinking in that the strongest themes were about progression and employment (at around 80%), yet at the same time becoming empowered was also considered an important goal by 15 (47%) of the tutors. Three tutors commented that sometimes students do not know what their goals are until they are actually on the programme and are engaged in learning.

> *Sometimes they don't know they are actually learning these other things.   They don't know they are learning the process, skills and things like that, but it just happens [through] being a student. (Tutor comment)*

Table 6.4

Foundation Education Tutors and Managers/Administrators: Perceptions of the Goals of Foundation Students

Student Goals	Tutors		Managers /Administrators		Policymakers /Influencers	
	Response	Percentage	Response	Percentage	Response	Percentage
Acquire the skills necessary for employment	27	84	7	70	3	60
Become more literate	21	66	6	60	2	40
Go on to further education	26	81	8	80	3	60
Gain more personal development skills	19	59	5	50	1	20
Forge stronger relationships with employers, schools and other institutions.	9	28	2	20	-	-
Learn to act politically	5	16	3	30	1	20
Become empowered	15	47	3	30	3	60
Total interviewees who responded to this question	32 out of 32	100	10 out of 16	62.5	5 out of 10	50

Notes.
1. Six managers/administrators and five of the policymakers/influencers did not complete the display card as felt they were not in a position to comment on what foundation students' goals were.
2. The tutors provided the following additional goals: gaining confidence; obtaining a career; reaching self-autonomy; self-actualisation and personal fulfilment.

This stance was reinforced by the following statement from a manager/administrator.

> *Definitely [the students' goal is to] acquire the skills necessary for employment but become empowered with them? I don't think they make a conscious decision to do that but they realise after they have done it that's what has happened to them. I don't see it as a student goal. I think it's a by-product of their goals. (Manager/administrator comment)*

Another manager/administrator commented that the students who are referred from WINZ are told to be on the programme and this affects their goals negatively. They saw the foundation programmes as providing something students have to get out of bed for. This stance can be perceived as viewing foundation programmes as a mechanism for keeping people off the streets, or unemployment, rather than for the purpose of learning and personal development. It was a theme that did appear in the transcripts in response to other questions and reflects the previously mentioned

degree of cynicism from some of the interviewees regarding the purpose of foundation education.

In terms of both the tutors' and managers'/administrators' perceptions of the main goals of the students, there was an alignment in the ranking in that progression to higher or further education and attaining skills necessary for employment was by far the highest perceived goal. The area of greatest discrepancy was around the goal of the students being empowered, fifteen (47%) of the tutors perceived this as foundation students' goals while only three (30%) of managers/administrators who responded to this question, perceived this as the students' goal. The discrepancies may indicate an overall difference of perception of students' goals along a critical to non-critical continuum.[77] The student goal of 'learning to act politically' was perceived as a lesser goal by both tutors and managers, however, it remains that learning to act politically was considered to be a potential a goal of students by some of the interviewees.

Policymakers'/influencers' comments on this question focused mainly around the goals of going onto further education and acquiring the skills necessary for employment. As with the responses from the foundation tutors, some of the policymakers/influencers viewed empowerment as being a student goal and this included expanding horizons and exploring opportunities.

> *I think we are seeing a shift to a more meaningful understanding of what progression means. I think there is a move to encourage the autonomy of learners, which is part of the empowerment story. I mean a foundation course can create a dependency in its own way. Whereas the aim of the foundation programme, as much as anything should encourage individuals to learn how to learn and begin [to be] autonomous learners, they're not going to do this all in one go. But it is about having people take power over their own lives. It's the happy and fulfilled lives bit. So I think there is now more understanding of that. (Policymaker/influencer comment)*

In a vein similar to the managers'/administrators' comments regarding WINZ referred students, two policymakers/influencers commented that a goal of students

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[77] This study does not explore statistically significant differences between the groups of interviewee responses and this could be an area for further research.

could be to keep receiving a benefit or allowance as they were referred to the programme by WINZ. Only one policymaker/influencer saw the students' goal as 'learning to act politically.' Another policymaker/influencer commented on their perception of incongruence between the goals of the student and the goals of the tertiary institutions.

> *The goals of the students within the system are not congruent with the goals of the institutions who run the programmes. We're talking like two different energies here. So we as tutors and institutionalists call it literacy 101, numeracy, reading for work or whatever they are. The people who are enrolling on our programmes they don't see it like that. They see it as, 'I have to do this so I can get somewhere.' Or, you're lucky, they are really motivated to do it for their own personal benefit or their own learning, or those sorts of ethereal goals, but actually people want to do something to get somewhere. Or they want to do something because they've seen someone else who's done it [foundation education] has got somewhere. (Policymaker/influencer comment)*

In summary, the response from the interviewees on their perception of the goals of foundation students reflected a pragmatic or functional focus in the objectives of gaining employment and progressing to further qualifications across the three groups. Yet at the same time there was a more critical theme of the goal of empowerment, in particular from the tutors and managers groups. Learning to act politically (which can be viewed as more highly critical) was considered to be a lesser important goal across all three groups.

6.2.4   Perceptions on the main needs of foundation students

As stated earlier, alongside asking about perceptions of student goals, interviewees were asked what they thought the main needs of the students were. Table 6.5 summarises the themes identified and are ranked in order of highest occurrence in terms of response by the tutors, all of whom responded to this question. For each theme, supporting comments by the managers/administrators (ten responded to this question) and policymakers/influencers (six responded) are provided. The strongest theme from all three groups of interviewees was on the need for foundation students to have a positive educational experience, followed by the need for support and care. These two themes can be seen as lying toward the more critical end of Degener's continuum, with the more non-critical theme of technical education aspects taking less precedence than these two themes.

Table 6.5
Summary of Themes: Main Needs of Foundation Students

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: The need for a positive educational experience	This theme was commented on by eight (25%) of the tutors and included the need for building confidence and self-esteem. The role of the tutor in giving the foundation students the attention and direction they needed was also commented on by a number of tutors. This theme, in particular on the building of confidence, was reinforced by seven of the managers' / administrators' and six of the policymakers' /influencers' comments who responded to this question, making this theme the strongest for all groups.	*I think they need a good educational experience because a lot of them have had negative educational experiences. They've come from school where they've been told they're stupid and what-not and coming here they're adults and they get treated quite differently from what they did at school. I think a positive educational experience is really important. It's the most important thing. (Tutor comment)* *There isn't one particular social need. Coming from a culture where they have not succeeded. I am talking about the culture of education, these are people who have not succeeded at being integrated into the culture of education which would enable them to do whatever they need to do, whether it is to get employment, or it's to feel better about themselves, whatever it is, but it is a huge step to go from a non-success culture into a culture of education. (Tutor comment)* *I think the need in terms of being students and preparing for tertiary education, it is probably literacy, numeracy, reading and writing that's the key sort of academic need. But I think there are a myriad of other needs and I guess one of them is just confidence. (Manager/administrator comment)*
Theme Two: Support and care	Eight (25%) of the tutors also commented on the students' needs for support and care, including the provision of a safe and stable environment, not just to learn in, but to develop acceptance and a sense of security and belonging. One manager's comment was in alignment with this theme as well as two of the policymakers and influencers.	*I think they want acceptance. They want to know someone cares about them. That's the way I see it. They are there because they feel safe in that environment. (Tutor comment)* *That's probably a million dollar question. The need, it's a hard question. It all comes down to the family with me. That family unit that has a basic family structure of love and respect. But a lot of the family units have broken up. What I find is the need of students here is respect and awareness of what they are missing. Love and care, that's basically it, because love and care opens up for everything else, responsibility comes from love and care, time management comes from love and care. Knowing that someone cares for you, even in a youth programme come from that. The need for me is to make sure they are aware that they can go somewhere and receive that love and care if they need to. I mean there are plenty of other needs out there but it starts from that. (Tutor comment)* *I think that its security and foundation students just need to feel that they are important, that they are wanted, that they are part of a community and that they can be successful. There are those critical factors around really appropriate and effective student/teacher relationship stuff. So you are there with a focus of educating the whole person. (Policymaker/influencer comment)*

Table 6.5

Summary of Themes: Main Needs of Foundation Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Three: Technical educational aspects	Six (19%) of the tutors' comments focused on technical or functional needs of students and/or filling in gaps in their learning. Tutors listed these as being, in particular, academic skills, academic writing and LLN. Again, one manager's comment was in alignment with this theme as well as two of the policymakers'/influencers 'comments.	
Theme Four: Career direction and goal setting	Four (13%) of the tutors commented on the need for students to develop a career direction or goal through the personal development aspects of the programme(s). One manager/administrator's comments fell into this area. There was no comment from policymakers/influencers for this theme.	*They need a path to follow, because they've got nothing. They just go in any way they want. (Tutor comment)*
Theme Five: Structure and discipline	Three (9%) of the tutors commented on the need for students to have a structured and disciplined environment within which to learn, this included time management skills. One manager/administrator's comments fell into this area on the need for discipline. Again there was no comment from policymakers/influencers in regard to this theme.	
Theme Six – Food and financial support	Three (9%) of the tutors commented on these basic needs as being essential for the students to stay within the course and learn. Two of the managers also felt that these basic needs were important. None of the policymakers/influencers comments fell into this specific theme for this question. However, the need to address basic needs was commented on in other parts of the transcripts by this group. One tutor commented on the cultural aspect of food (especially for Māori students). This particular tutor also provided food for their students out of their own personal pocket.	*I know food is important to them because if they're not full they're not happy and they can't learn. I shouted them lunch last Friday because I could tell they were feeling a bit lethargic and getting a bit distracted and that so I got them some chips and some pies and took them back. Soon as they'd finished that I had their full attention. I know what food can do for people. I know in our Māori culture, a lot of it is built around food. We create relationships around food – it seems to a release a happy environment that had been just before straightforward and strict. I've just bought them some of those noodles in the boxes because they are on special at the moment for 75 cents at the Supermarket. I've got a microwave, a toaster and a jug and I'm just waiting on a fridge so they can prepare their own food. Because they get up and come to class (some of them come from as far away as Kawakawa) and some haven't had breakfast, and some of them haven't made their lunch either. I can tell when they come in hungry because they're like fidgety, sighing, and a bit anxious but as soon as they get food in them, they're fine, happy. (Tutor comment)*

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6.2.5 Perceptions on whether foundation programmes work

Tutors and managers/administrators were asked whether they thought foundation programmes work. It was anticipated that the responses to this question may reveal these interviewees' value assumptions on the effectiveness of the programmes. Most of the policymakers/influencers did not respond specifically to this question. On reflection, this may have been due to the context of the research focusing on NorthTec's foundation programmes and this question could have been better presented for this particular group to relate to foundation programmes in general. However, comments were made by the policymakers/influencers group about perceived effectiveness of foundation programmes in response to other questions. Many of these comments related to policy and strategy and are discussed in Chapter Seven.

Table 6.6 indicates a strong difference in perception between the tutors and managers/administrators in that almost 70% of the tutors felt the foundation programmes did work compared to only 31% of the managers/administrators. However, none of either group felt that foundation programmes categorically did not work. Rather, a number of interviewees within both groups felt that that there were aspects of foundation programmes that did work and other aspects (or areas) that did not, with the strongest response in this category being that of the managers/administrators, with 7 (44%) of this group commenting that foundation programmes both do and do not 'work.'

The size of this discrepancy was rather surprising given that throughout the analysis of the findings, managers/administrators' comments and themes indicated, in general, a strong understanding of intrinsic value of the programmes as well as their specific strengths. The reasons for the discrepancy were not explored and could be an area for further research (see Table 9.2). There could be many reasons for this discrepancy. Tutors and the direct line-managers have an intrinsic investment through their employment contracts or performance measures to ensure that their programmes and courses 'work.'

Table 6.6

Foundation Education Tutors and Managers/Administrators: Opinions on whether Foundation Programmes Work

Perception on whether foundation programmes work	Tutors		Managers/Administrators	
	Response	Percentage	Response	Percentage
Yes	22	69	5	31
Yes and No	7	22	7	44
Don't know	3	9	4	25
Total	32	100	16	100

A lack of awareness of the Educational Performance Indicators (EPI)[78] drivers and data for foundation education at NorthTec by some of the tutors and even some of the managers/administrators could also exist. Thus, the perception of valued outcomes for the programmes and/or student success may differ between managers/administrators and tutors. Managers, (as part of their personal performance management regime) are often driven by EPIs such as qualification completion and progression to higher levels of study. Tutors however, may perceive the success of students attaining their personal goals (which is not directly referred to in the EPIs) as just as important as the summative or measured outcomes or EPIs for the programme they deliver on. This perception is reflected in some of the comments of the tutors for this question area.

> *I think every programme works; it's just the level that it works at. This is early in the start of the second term. You could ask me that question in twelve months and I'll say yeah or nay. I think that they really work. I always say to the students if you learn one thing today, sweet, if you learn two things, that's a bonus. So the aim of everyday learning is to learn one thing. (Tutor comment)*
>
> *They work for some. Actually they work for all of them but they are not all totally successful at it because the success goal for them is that you get a job, you're getting paid from what they've learnt. But every one of them learns something on the way up whether or not they finish it [the programme]. (Tutor comment).*

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[78] Educational performance indicators: the key measures that the Tertiary Education Commission uses to assess the annual contribution of each tertiary organisation to achieving the priorities set out in the Tertiary Education Strategy.

> *I think if you can get one student to move onto the next level then it is a success. Especially for our students, because they don't fit into our school system and they hate the authoritarian nature of the school system. If we can approach it from a different point of view where it is more relaxed and they are treated more as adults, and given more responsibility, and getting them to learn in a different way it is a success. Getting them to realise that they can achieve success, even though it may not be academic success, then we are achieving what we set out to do. We quite often say with the My Start students it is all about this assessment and academic success and I say, 'If we've got a student who never went to school, yet turns up here every day and turns up on time, then that has got to be a huge success criteria.' That has got to be a measurement of success for that learner. They are learning that they have to get out of bed every day, whether they want to or not, and they have a commitment to come to class and stuff like that. (Tutor comment)*

However, many of the comments by the tutors who felt that foundation programmes worked cited the evidence of the summative outcomes and/or results, which perhaps indicates a lack of communication or understanding of the success of foundation programmes within NorthTec, in particular between the managers and tutors. A number of tutors commented that the foundation students' progression to the NorthTec nursing degree was an area of strong success. The courses within the generic foundation programmes of human biology, information technology and academic skills were cited as courses that in particular, enabled foundation students who had gained entry into the degree to cope with the challenges of the first year degree papers.

> *I think that they do work and the evidence of that is that the number who have gone on to higher education. With the last lot of nursing graduates fifty percent of them started off at foundation. (Tutor comment)*
> *They do [succeed], look at the results. I'd have to say very, very well. [It is] one of the reasons why I like being here. You have this sort of feeling of empathy for want of a better word with the students and then show them that they can do it. I've just marked this test and I think I knew one or two people getting less than fifty and people who were convinced that they could not do maths were getting seventies and eighties and a few nineties. (Tutor comment)*
> *I do. Definitely do. I see students out in the work force now. I had a stint in hospital last year. Three of the nurses that I had were previous students. I mean, it's just so rewarding. They go on. The ones who want to get ahead go on and finish their nursing or finish social services. I've had people who finished teaching, who are now out there teaching. The ones with the goal, they go ahead and do it. It's awesome, it's just really rewarding. A lot say they would never have done anything if they hadn't have done the foundation programme. (Tutor comment)*

For the tutors who commented both 'yes and no' on whether foundation programmes work, a number of comments were made regarding the lack of planning, resourcing and facilities for their programme and/or course.

I think they can do. They have worked in other places. I was a little bit disappointed when I came into Foundation Level Two that there was no actual assessments written up and the course work wasn't planned as well. I was told it was all there but it wasn't. The programme was just a drop off Level Three, but it wasn't set up properly. And the same when I set up [name of programme withheld] the PAD document was written by somebody who had cut and pasted a whole lot of environmental stuff but the assessments weren't sorted and it wasn't really worked out what the proper objectives we were supposed to teach were. And they had included all these Unit Standards. Yet it had passed and gone through quality. (Tutor comment)

We try very hard to make them work. We are restricted a lot by our facilities and numbers, and the economic side. The resourcing? Yeah, it is terrible. (Tutor comment)

It does work but the statistics that they want are unachievable... like the Government. I don't know what the statistics are but they want so many percent going onto mainstream or full-time employment. But you've got to look at what you are dealing with. You are not dealing with people on mainstream courses that are coming into start their apprenticeships. These boys are just like a second chance maybe. But, it's going to be less than fifty percent progression and I would say more around twenty or thirty percent realistically, because you have got to be realistic. (Tutor comment)

One policymaker/influencer who commented in this area, expounded on the need to be aware of the students' backgrounds and situations in order to measure success in terms of what the foundation programme goals are. It was recognised that there are boundaries or limits to what foundation programmes can provide for students.

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> *It depends what you are aiming for, because if the goal is to get into further study, hmm. However, there are so many issues around student's home situations that students can't always commit and that's I think a big issue. I think belonging helps in making them commit but the other aspect is the whole home situation of people and they can't get away [from this] enough to fully engage with the programme. So it works for the people who have that opportunity to fully engage. For other students it's really, really hard. For the students that complete I think they are empowered, they are ready for the next step...so yeah I think they work. But there is something around a student's home situation that we don't take into account in many of our programmes and I'm not sure whether we can. To what extent do our programmes include the rest of the lives of the students, or not, so where does education stop and when that does their home life begin. That is a tricky boundary I find in foundation education. How far should we go in foundation education as an organisation? Should we feed the students for example? It's an issue that has come up, because a lot of the students come and they haven't eaten. Should we feed them? (Policymaker/influencer comment)*

As discussed in Chapter Two, in terms of students' experiences of whether foundation programmes 'work' for them, Zepke, Leach, and Isaacs's (2008) research investigated how ITP foundation learners experience their learning and what they consider to be success. Also, what personal experiences enabled them to identify such success and how institutional and non-institutional factors contribute to their sense of success. The findings indicate that although Government policy emphasises measurable 'hard' outcomes such as retention, completion and progression, "overwhelmingly, when asked to talk about how they understood success and what they had achieved, these students [interviewed] referred to 'soft' outcomes" (p. 54). In terms of further research into opinions on whether foundation programmes 'work' or not both the students' voice and 'soft' measures of success should be considered.

In summary, there was quite a strong discrepancy between the tutors and managers/administrators to the general question on whether foundation programmes at NorthTec work, with most of the tutors commenting that they felt they did work, which was often validated by considerations of graduate success that were not always linked to EPIs such as progression, but rather by measures which consider individual students' needs and goals (which suggests that the tutors take more a critical stance to meeting students' needs than the managers/administrators). Further investigation of this discrepancy is needed.

6.2.6 Perceptions on whom foundation programmes are successful for

Tutors and managers/administrators were asked what kinds of students they think their programme is most or least successful for.   This question was aimed at delving into the interviewees' perceptions of the potential gap between programme aims and the characteristics of students who are enrolled in these programmes. This was an area of questioning that was not asked directly of policymakers/influencers as most had commented earlier that they were not directly involved with foundation students at the time of the interview. Eighteen (56%) of the tutors commented that foundation programmes were most successful for motivated and goal oriented students, even if these goals were not fully formed or articulated.

> *Probably [foundation education] is most successful for students that already have a slight idea of what they want to do. Because, you can give them nudge and show them that yes, you can do it. Some students come in, not necessarily [saying] 'I know where I am going to be tomorrow.' But there are those that think 'well I really do enjoy cooking, so I will just give it a try.' And then they give it a try and see that 'Oh my god I am good at it' or 'I really do love it.' With those ones you can really build their confidence up to tell them that they can eventually make it to be a top chef or something like that. Or just be able to get paid employment in doing that job. Those are the ones [that are successful]. They don't have to know exactly, but as long as they have an inkling of 'Yes I want to do something. I don't want to be on the dole for the rest of my life.' They just have an inkling and then you can build on that. If they have got no idea it is actually really hard, because you have got to try and pull it out of them and find what really fits for them. (Tutor comment)*

Other comments from tutors regarding those students that foundation programmes are most successful for, related to those students who had a strong sense of self and/or had support from family and/or whanau.   One tutor commented that the programmes were most successful for Pakeha or New Zealand Europeans.   Two tutors believed that the success rate is high for all of their students.   These tutors delivered on the NorthTec English Language programme.

> *I think it is successful for just about all of them. We get very good student feedback. They ones we fail with are the ones that are conscripts who have been sent by their parents because they usually have been naughty in their own country. But we haven't had those for some years. If they were causing trouble in their own country, Whangarei is a place where it is hard to get into trouble. No casinos, no gambling, no drugs. (Tutor comment)*

A theme that came through with this area of questioning and other related areas was the perception that foundation programmes are least successful for those that have been forced or 'told' to attend the programme.

> *Not successful? It's the students that turn up just because they have to. Treat it like school. I think it goes back to maturity again. When they are at school, they have to be at school whereas here they don't have to be here but they get nagged at by a parent or Youth Training Services or whoever. (Tutor comment)*

The managers/administrators' comments on this question aligned with the tutors' responses, in that it was the motivated, goal-oriented students with a good attitude and a degree of maturity for whom programmes were most successful. A couple of the managers/administrators noted that often students' goals are not fully formed at the start of the programme "but they realise that there's more to the world than where they are" (Manager/administrator comment). Again, nursing was identified as an area where interviewees felt there was a high degree of success for the students.

> *Nursing is the cream of the area because the majority of those students that go into foundation would have been previously interviewed by [the Nursing Programme Leaders] and told that if you wish to get into nursing then you need to do x,y,z. Most of those students who come in are quite motivated. They are the ones that probably don't need that counsellor because they know where they are going and they know they want to be a nurse for one reason or another. And I suspect that if you looked at the age of those students they are quite old. My guess would be the majority of them would be 30 plus [years of age]. Now usually a 30 plus student is your top student. They are a student that knows what they want and away they go. But under 30, if you looked, I think you might find a different story. And I think if you looked at the student who has been on the DPB, has been unemployed, has been in a job that is not going to take them anywhere, if you like, a job maybe – and I'm not downgrading places like supermarkets or petrol stations or MacDonald's – however there's not a lot of future in a lot of those jobs career wise. And those students don't really know where they want to go but they know they want to go somewhere and they think they might come and do a business degree, they say 'Oh that looks scary. That's a diploma. I wonder if can do that. Hmmm. Maybe I need to do foundation first.' Now, if they have got a definite goal, they'll work towards it but if they haven't it is like jumping into a taxi and not knowing where you are going. (Manager/administrator comment)*

In summary, it is perhaps logical or obvious that foundation programmes will be most successful for the students who are motivated and goal-oriented, or have even an inkling of a goal that develops over time. Conversely, it is those students who are pushed or directed onto a foundation programme through agencies or family pressure

that do less well. This is perhaps one of the greatest challenges for foundation education in terms of setting personal goals and aspirations with students early on in the programme or course. Practices that occur when students start their NorthTec programmes or courses are discussed in section 6.5.5, along with a summary provided in Table 6.43, which indicates that there is typically a high degree of engagement at the early stages of the programme or course in establishing individual student goals, including academic, skills/experienced based and personal interest goals. These processes and practices indicate recognition of the need to establish individual students' needs and goals early in the course or programme as being an important factor in enabling a good chance of success. This approach lies within Degener's understanding of a more critical pedagogical approach adopted within NorthTec's foundation programmes.

6.2.7 Perceptions on why some students start tertiary education less ready than others

Tutors and managers/administrators were asked their opinions on why some students reach tertiary education less ready than others, to further explore their presuppositions about foundation education students. Only four of the managers/administrators provided responses in this area while most of the tutors responded. The tutors' responses are provided in order of highest to lowest frequency of comments on a particular theme or thread, followed by managers'/administrators' responses in this area. Other comments included the perception that some students are 'pushed into education' and lack the commitment necessary to succeed. Another small area of comment was on the past decisions that individual students have made which have hindered them in being ready for study. Only one tutor commented that learning difficulties made students less ready for tertiary education. Five (16%) of the tutors commented that they did not know why some students are less ready for tertiary education, mostly because they felt they were too new in their role. Two managers/administrators commented on the lack of preparedness of students to learn and that this is not necessarily the schools' fault.

> *People learn when they're ready, when there open to learning and some people just aren't open to learning until some particular points in their life. I think one of the things that is easy to do from the Polytechnic point of view is to just bag schools and says there not doing their job. But education is actually is a two way thing and you can facilitate people learning but they need to want to learn and so the schools aren't going to work if the students aren't at a point to be prepared to learn, or the students aren't going to learn unless the school meets them in a way that opens it up to them. (Manager/administrator comment)*

Two other managers/administrators commented on the range of circumstances and backgrounds of students, which creates individual differences in preparedness and the students' degree of goal setting for tertiary education.

In summary, a range of responses to why some students come to tertiary study less ready than others was provided. Those that lay towards the more critical end of Degener's continuum can be said to be those who examined issues with the pre-tertiary educational institutions and teaching processes as well as socio-economic factors. Overall, these types of comments were more prevalent than those that saw the personal issues of the students as being the issue, such as maturity, lack of goal setting (which can be seen as being more towards the non-critical end of Degener's continuum). A number of interviewees acknowledged that there are many factors for why some students come to tertiary study less ready than others; again this can be as being more critical in terms of pedagogical thinking in that there is a combination of both societal and personal background causes.

6.2.8   Perceptions on the best aspects of the foundation programmes

In order to investigate what tutors and managers/administrators most valued about NorthTec's foundation programme(s), they were asked to describe what they considered to be the best part or aspect of their programmes. The responses are provided in order of the most frequent to less frequent themes, first, from the tutors followed by the themes identified from the managers/administrators and policymakers/influencers who felt able to comment in this area. Only one tutor commented that they did not know what the best part of the programme was.

Table 6.7

Summary of Themes: Why Some Students Start Tertiary Education Less Ready Than Others

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Negative experience at secondary school	Ten (31%) of the tutors commented that they felt the schooling system was letting students down and failing the students. Specific issues were: • the need to cater for individual learning style preferences such as more visual, audio, kinaesthetic activities rather than 'chalk and talk'; and • the need to include learning technologies within the teaching and learning experiences at school.	*I think the [secondary] teachers are teaching the same way they were 20 years ago, and the students are so much more different than they were 20 years ago. Technology is different, every year it changes, we can't keep up. (Tutor comment)* *I think a lot of it has got to do with their schooling experience. A lot of them see teachers as people who just talk down to them, and a lot of them sort of think well, 'why I should respect these people if they don't respect me,' which is fair enough. (Tutor comment)* *If they are not succeeding at school they are coming here unprepared. Some of the students that I have here are smart. They are getting Level Five and Six on the [TEC Literacy and Numeracy for Adults] Assessment Tool. They are smart and brainy kids. But because they have had bad experiences at school, bad tutors and things like that, they come in with a negative attitude to learning, and they are not willing to learn, or they don't want to sit down. There are a lot of tutors out there that expect students to sit down and write at the desk. Half these guys don't do that. A lot of what I have to do to teach them English and maths, is to get them to physically measure things and draw pictures and things like that. They still get there in the end you just have to use different techniques. (Tutor comment)* *They [the students] said teachers were treating them like robots. They do a lesson on the board, listen to me, do what I say and that's it. It's not interactive like, 'Can we do it another way? Can we do something else?' They said it's just the old school way of teaching. We've got technology now so we can use several things rather than one way of teaching and that's not how they are teaching in the schools. (Tutor comment)*
Theme Two: Lack of maturity	Five (16%) of the tutors commented that many of the younger students need more maturity and life experience so that they become clearer on what it is they want to do.	*Some people need to mature a lot more and have life skills and then come back and have that focussed approach to why they want to learn. (Tutor comment)*
Theme Three: Need to develop goals	Four (12%) of tutors commented that a number of students need earlier career planning or goal setting. This comment can be seen as related to the aspect of lack of maturity for the younger students.	*I honestly think some of them just don't know what they are doing. You know they've got to a certain age, could be 14 or 16 or 18 [years of age] and I don't know if they've given it enough serious thought to what they want to do, some of them, they are just almost lost. Like I've got one boy in my group now and he's encouraged two of his mates to sign on because they've never thought about what they've wanted to do, their mates and, they can see what he's getting out of it. (Tutor comment)*

Table 6.7

Summary of Themes: Why Some Students Start Tertiary Education Less Ready Than Others (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Four: Range of circumstances	Four (12%) of the tutors commented that for each student there was a variety of circumstances and barriers that let them to be less ready for tertiary education.	*[There is a] whole bunch of life reasons especially in Northland. Somewhere along the way, schooling throughout the region has been pretty low. What I mean by that is that they may have good teachers but the teachers themselves might lack literacy and numeracy. I see people who have been through the school process and have gone back to education after 30 odd years and have what I look as compounded literacy and numeracy issues. (Tutor comment)* *There are probably a number of barriers. It's a big question. Some of them, their parents have never done it, so it's not a norm. Maybe some of their friends have never done it, so it is breaking that cycle of what they are used to. So much of what they do, they emulate what their parents have done. Particularly up North where you have Whanau [that is] pretty tight knit. So you have generational poverty and generational exclusion from education. So that becomes the norm. The type of students that we get, they are so influenced by peers (Tutor comment).*
Theme Five: Socio-economic factors	Three (9%) of the tutors commented that low socio-economic factors contribute to students being less prepared for tertiary study.	

The managers/administrators' comments about the best aspect of the programme(s) were strongest in the thread on the perception of a committed and passionate team of tutors. Six or 38% of the managers/administrators commented along this thread, with the 'passion' of the tutors being foremost in the feedback.

> *I think when you talk to students and when you see the student surveys, the students think we have really, really good tutors on the whole and I would agree with that. I see a bunch of really passionate people who really love the subject areas that they are teaching. They love interacting with the students. They love helping the students to progress, to pathway and that sort of thing so I really think the strength would be the tutors. (Manager/administrator comment)*

Other comments from managers related to the empowering aspect of the programme(s) for students and the strengths of the students themselves in the way

that one 'can see results pretty well immediately' given their practical, hands on learning preferences.

One positive comment from a manager related to the regional delivery aspect of the programme, in that the programme(s) can reach students in geographically isolated areas in the Northland. Another commented on the best aspect of the programme being that of engagement with Māori.

One of the strengths is actually the way they [the foundation education tutors] engage with Māori students, and peoples, and it's not, I mean it's not good, it's not perfect, yet it's satisfactory. But, if you look at the past achievements for Māori students on those programmes compared to the national average its way above, and you know it should be because that should just be business as normal for the North. Probably half the students are Māori, so why shouldn't it be, but I think when you're talking about a strength that's something that they could teach other institutions and other institutions could learn from. (Manager/administrator comment)

The policymakers/influencers' comments in this area included statements on the challenges facing foundation students, particularly with regard to the Youth Guarantee funded students at NorthTec's My Start programme.

The kids, the young people that are coming in, the ethnic group tends to be more Māori than Pakeha and those kids need to bond, there needs to be a relationship built. They are tough kids but I think NorthTec did Youth Guarantee correctly. It didn't enrol any student of the right age into any course. It actually picked up the kids that were the rough kids, the kids that needed to come off the street and I think that is what it was introduced for in the first place. Not all Polytechnics to my knowledge actually did that. I know some that enrolled just any student that was coming into any course of that particular age. NorthTec actually took 'the tough kid' if you like, and some of those kids are shocking. Like, they'll graffiti the classroom walls; you'll be a visitor walking in and they'll swear at you. We had a group one day that stood out and swore at a group of school children that we were taking through for a visit. They will pinch things. They are shocking. Its hard work so you need a lot of counsellors; you need a lot of people to look after them and there's no money to do that and the tutors will tell you that. (Policymaker/influencer comment)

Table 6.8
Summary of Themes: Best Aspects of the Foundation Programmes

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Providing opportunities for students' achievement and seeing them achieve	This was the strongest theme with 13 (41%) of the tutors commenting along this thread. Many of the tutors described the joy of the moment when students grasped a concept or curriculum element and this was described as an 'Aha' moment or the 'light being switched on.' The other aspect of this thread was seeing students achieve or being successful in the programme, both scholastically and with regard to personal development.	*Well, the best part for me, I love seeing students get into education and realise that they are not stupid and go on and do bigger and better things. For me personally, that's the best but I think for them it's the empowerment they get from actually realising those same things. They've got potential; they can go ahead and do things. I mean, seeing the light switches go on. In the science classes it's just classic because lots of people have negative ideas about what science is all about and you mention the word chemistry and it's like big shutters come up. But, I talk right at the start about what they already know and they are surprised at what they already know and just putting it into a framework of education . . . yes, I think, for them actually learning things is really cool. (Tutor comment)* *To be honest, the best part of it is, you are there with a student and he hasn't got a clue what you are talking about when you are explaining something. And you just go from a different angle. And then when they get it you just see the smile on their face, the sense of achievement. (Tutor comment)* *You hit these bits in it [the programme] and you suddenly see them smile and they actually get it, it clicks. Ah, yes sweet, we're away. And then you hit the next hurdle. I guess if they get a job, you know, for us, that is what we want to do, [for them to] get the job. And it's probably not even after they've just left. You'll hear a year or two later, 'Oh, yeah, such and such, he's awesome. He's running that crew.' And that's kind of the thing that you're looking for; you're looking to get that. (Tutor comment)*
Theme Two: Aspects of the programme	Eight (25%) of the tutors commented on aspects of the programme in itself as being the best part of the programme(s). These comments included the flexibility of delivery, the interactive nature of the lessons, the project or activity-based lessons and the practical and hands on nature of much of the curriculum.	
Theme Three: Aspects of teaching and interaction with other tutors	Seven (22%) of the tutors commented on the process of teaching and communicating with students as the best part of the programme(s). This included teaching to the individual students' needs, which tutors recognised makes the teaching process 'hard' but worthwhile.	*I think the team are the best aspect of the programme. All are on the same page. I left the programme and came back and new members are all very much focussed on the learners, the students, and in last 18 months -2 years just getting on with the job. We all need, even the Chief Executive and Directors need acknowledgement. When I first started drilling down around teaching, a tutor showed me this [poster], and I still have got black and white copy of that poster, that says 'if you want to make a difference in living', and I see that. It is never been about the money at NorthTec. (Tutor comment)*

Table 6.8

Summary of Themes: Best Aspects of the Foundation Programmes (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Three: Aspects of teaching and interaction with other tutors (con.,)	The need for small class sizes was emphasised in this regard in order to meet individual student needs. Another comment made was that students sense the passion of the tutors and their commitment to them, including the desire to see them achieve. One tutor commented on the team of tutors within their programme and the collegial and focussed nature of this team.	*I think the team are the best aspect of the programme. All are on the same page. I left the programme and came back and new members are all very much focussed on the learners, the students, and in last 18 months -2 years just getting on with the job. We all need, even the Chief Executive and Directors need acknowledgement. When I first started drilling down around teaching, a tutor showed me this [poster], and I still have got black and white copy of that poster, that says 'if you want to make a difference in living', and I see that. It is never been about the money at NorthTec. (Tutor comment)*
Theme Four: Networks formed between students	Two (5%) of tutors commented positively on the networks and friendships developed amongst students as a result of the programme.	*I think the best part is the students forming great little networks because when they first start (and I always talk to them about this right at the start) they are going to make friendships here that are not going to last through the course. As they go through in their further education and in their work experience they are going to have this network of students and friends that develop into friendships, that can go through and help and support them. They get together and do work in the foundation course and then those groups carry on even if they are in different groups in the nursing or the social services courses they'll still have that little network that started at the same place as them and I think it's really cool for them to have that support in their work. (Tutor comment)*

In summary, given that it is the tutors who are most intimately involved in the delivery of the programmes, it follows that it was mainly this group who commented on the perception of the best part of the programmes and courses. Three of the four themes identified were student focussed with only one theme relating to the nature of the programmes themselves as being the best aspect. This response would indicate a fairly high critical pedagogical thinking amongst the tutors in the way that they perceive the programmes as having a potentially high impact on meeting individual students' needs and enabling student achievement.

6.2.9 Perceptions on what needs to improve in the foundation programmes

Comments on what needs to be improved in the foundation programmes were interspersed throughout the interviewees' transcripts. However, this particular question provided an opportunity for the interviewees to hone in on specific areas that they felt needed improvement. The responses are provided in order of the most

frequent to less frequent themes, first, from the tutors[79] (Table 6.9) followed by the themes identified from the managers/administrators[80] (Table 6.10) and policymakers/influencers[81] (Table 6.11) who felt able to comment in this area. The managers'/administrators' comments on what needs to improve were detailed, and to a degree, aligned with the tutors' comments.

Table 6.9
Summary of Themes: What Needs to Improve in Foundation Programmes - Foundation Education Tutors

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Resourcing	This was the strongest theme with ten (31%) of the tutors commenting on this issue. The description of required resources was at a very basic level, for example whiteboard markers, tape recorders, CD/DVD players, whiteboards or equipment to teach the skills in the courses (for example, knives and chopping boards for the Hospitality strand in the My Start programme).	*We have to struggle for resources. We have to struggle for rooms. We have to struggle for staffing. And really these [foundation students] are the really important people. The resources should be put into giving these people a good go, giving them that really positive educational experience. I mean, in my computer classes I have 26 students and I've got 20 computers. Go figure. And that happens every semester. I have to get students with laptops, the wireless doesn't work. They should be getting a really, really positive experience because if they have that they might think, 'Oh, I'm going to stay at this NorthTec. I'm going to study to be a nurse. I'm going to study to be a social worker.' We are really, really lacking in support and resources from the management. (Tutor comment)*
Theme Two: Perception of foundation education within NorthTec and management/institutional processes and systems	This was the second strongest theme within the tutor group with eight (25%) responding along this theme. Comment was made that there exists a perception that foundation education is undervalued and/or considered the 'poor cousin' of programmes by senior management within NorthTec and that they do not understand the issues and learning challenges of some foundation students, such as dyslexia.	

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[79] All of the 32 tutors provided feedback to this question. Three (9%) of the tutors commented that they felt they were too new to gauge what was needed to be done to improve the programmes they delivered on.

[80] Fifteen of the sixteen managers/administrators' provided feedback on this question and the following themes were identified in Table 6.10.

[81] Six of the ten policymakers/influencers provided feedback on this specific question.

Table 6.9

Summary of Themes: What Needs to Improve in Foundation Programmes -
Foundation Education Tutors (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Two: Perception of foundation education within NorthTec and management/institutional processes and systems (con .,)	Communication to senior management of the issues and problems within the programme area was also considered an issue. There was also the comment that many of the administration systems and processes need to be improved, although there was some recognition that there had been efforts to try to improve these systems and processes.	
Theme Three: Clearer outcomes for the programmes	Comment was made by three (9%) of the tutors on the need for greater clarity regarding the outcomes of the programmes.	*I think that they need to be clearer about the outcomes, the outcomes that the student wants and how that fits with the outcome that the organisation wants. They don't necessarily gel. (Tutor comment)* *I think it needs to be looked at where we're taking these learners on to. I think we've just missed a few things; they're not getting the skills that they should be. At the moment Foundation is more targeted at the nursing and I know there are a lot of guys in the Trades who could do with foundation skills and we are not catering for those. We did used to have a Level Two programme and then they pulled the Level Two when they got the My Start going and I think we've got more adult learners in Level Two who want to go on to Trades and it doesn't suit them to do Applied Science and Human Biology. They feel a bit like the Academic Skills [course] is too high for them but there are other things we could do for basic Foundation Skills [courses]. (Tutor comment)*
Outlying comments	Content-driven issues such as the need to make a decision on whether or not to use Unit Standards and addressing structural issues in the timing, length and flexibility of delivery. This included improving the delivery at the start of the programme so that LLN needs could be identified and so that all students knew what was expected of them. It was felt that these improvements would assist in improving retention.	*I spend ninety percent of my first two or three weeks just sorting out stuff for them, you know. I've lost three weeks of real training, teaching. It's time consuming. (Tutor comment)*

Table 6.9

Summary of Themes: What Needs to Improve in Foundation Programmes -
Foundation Education Tutors (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Outlying comments (continued)	A couple of outlying comments related to the need to continuously improve on the quality of delivery, improve the relationships with students and the need for more tutors who can 'think outside of the square.' Another tutor commented on the need to improve the calibre of the students coming into the programme and questioned the Polytechnic's role in delivering at the foundation level.	*[In terms of] the calibre of students, some of these students are really hard to work with. They come in with literacy and numeracy problems. To be able to try and deliver a programme to young men who can't retain knowledge, who can't read sometimes, have problems spelling and the thing is they can't spell, it's hard. I tell you what did surprise me (because I've been away from the industry since the year 2000 and I've come back here last year) when I was working for forestry we were working with youth who were 16 to 17 and then there was a mature age group which was from 18 upwards and all those people were WINZ clients and they were around Levels Two, Three and Four. So when I came back here and saw that the Polytechnic were delivering Level Two and Level Three programmes to people who were WINZ clients I was shocked. Because I always thought that Polytechnic was a cut above. I always thought that. I always looked at the Polytechnic as working at say, Levels Three, Four and Five. (Tutor comment)* *There is a lot of "she'll be right" attitude that goes on and it's not only from them [the students] it's from us. I think we are babying them too much. We are trying to mother them too much. (Tutor comment)*

Table 6.10

*Summary of Themes: What Needs to Improve in Foundation Programmes -
Managers/Administrators*

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Programme and curriculum review	Three managers commented on the need for reviewing the programme and curriculum philosophy as well as content and structure. One manager commented that there is a lot of 'good' in what is being done but there is also much that needs improving. Designing a programme to meet the diversity of students' learning needs was seen a particular challenge. The need for assistance and expertise to do this was recognised.	*I think we really need to do a review of the programme which is not just about content or sequencing I think it's a philosophical review and also to integrate with the needs of the organisation. If foundation works well we could be feeding students into other programmes and setting them off on a path where they've got a head start. I think if we set up a team of people, we could come up with quite a good programme though I think we'd need some external expertise. It seems like something that TANZ [The Tertiary Accord of New Zealand] could do because I'm sure all of us [in the sector] have foundation programmes. Why don't we design a really fabulous framework and then fill it the way we need to. At the moment I don't think we have the expertise. There are a number of people who have some expertise but it would be a hard ask to do it particularly within the foundation team. I think we'd need to pull people in from the rest of the organisation. (Manager/administrator comment)*
Theme Two: Clearer outcomes and pathways for the programmes	Three managers commented on the need for clearer outcomes and pathways for the programmes. This theme was similar to the tutors' comments on the need for clearer articulation of the outcomes of the programmes, including transparency on progression or articulated pathways to other NorthTec or tertiary level programmes.	*I think they need to actually understand the outcomes of it a lot better, it's not about the programme but I think, under this whole self-assessment thing they're going to need to understand the outcomes of the students, and then they can cater for the programme better. It's the preparing of students to go into the nursing programme. How do those students cope, do they have weaknesses when they get into the nursing programme which should be addressed. I mean how can you say it's a good programme if you don't understand what the outcomes of it are? You can't say it's a good programme if they all pass [the foundation programme] but then they all fail when they get to second year nursing. (Manager/administrator comment)*
		I think relevance needs to improve in terms of the students direction and I know there is a push towards that in some way, and I know there's a push to have (which is probably is a bit too narrow) to have a nursing foundation programme. I think that's brilliant so long as you've decided that you want to be a nurse or you want to go into health, but I think it needs to stay wider at foundation level. So I would say that health social services, human care roles should be perhaps brought together as a foundation programme and so that everything within that content is embedded. (Manager/administrator comment)

Table 6.10

Summary of Themes: What Needs to Improve in Foundation Programmes -
Managers/Administrators (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Three: The need for better moderation practices	Three managers commented on the needed for better moderation practices, in particular pre-moderated assessments to ensure better academic or assessment consistency.	*Moderation [needs improving], as I said to you at the beginning the first step is to make sure we're all singing off the same page so we need pre-moderated assessments. I find it even hard for some of the tutors to go back to them and say, 'Look at the course descriptor. Are there any changes we need to make? You know, how does it fit together? You know, is there a fit? You tell me; you come back to me.' It's really hard for people to actually look at the bigger picture. The tutors are almost as much entrenched as the students that they are actually teaching. (Manager/administrator comment)*
Theme Four: The need for good tutors with the appropriate teaching skills	Comments made by two of the managers related to the need to have good tutors with the appropriate teaching skills for foundation students. Both of these interviewees recognised that the organisation or NorthTec had a responsibility in providing the support for this.	*I really think that most of our foundation education tutors do not have good enough teaching skills to actually deliver the kind of learning that those students' need. I think were not meeting the students' needs. I think the tutors would say that, I think they feel frustrated probably quite a lot of the time, and I think as an organisation where not working together to do the best kind of foundation wherever we can. (Manager/administrator comment)* *We need support for that manager to employ good tutors and to give them the time to work with the students, not just on a time and work study kind of process, so many hours and that's your job. But the manager, the particular manager, whoever it is will be always there in that tight squeeze you know the financial constraints plus trying to provide a rounded package for the students. And you can't do that with nice classrooms or nice text books or happy faces, you've actually got to put good tutors and good time into it, because you can have the best tutors in the world and in the crappiest classrooms but you'll have brilliant outcomes, and then you could have crappy tutors and wonderful classrooms with all of the resources you need and poor outcomes. (Manager/administrator comment)*
Theme Five: Fast tracking students who have not succeeded within secondary school	Two managers commented on the need to face the reality of bringing students (who have failed within the compulsory schooling sector) up to speed in a short time while remaining student focussed.	*I suppose from a philosophical perspective, if you take students who for whatever reason haven't achieved in the secondary school system and haven't been able to navigate their way through that. To then come to NorthTec and expect to be able to do the equivalent of NCEA Level Two and Three in six months each, when it takes them a year at secondary school (they are doing it here in 6 months) is that an optimal situation? I think we are putting students into boxes and expecting them to be able to achieve and move on in a constrained period of time and I would suspect that if we were really, really student focused it should be developing a plan for that student and however long that plan takes to accomplish for that particular student we need to find a way of fitting a framework around that. So basically we are talking about individualised learning plans for students and focusing the course around the student rather than the other way around.*

Table 6.10

Summary of Themes: What Needs to Improve in Foundation Programmes -
Managers/Administrators (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Five: Fast tracking students who have not succeeded within secondary school (con.,)		*We talk about being student centred and that sort of thing, but really at the end of the day our programmes are forty percent designed around what industry want and forty percent designed around what NZQA and TEC rules say we can do and twenty there at the bottom around what the students want. That might be a really sceptical or cynical view to take on it and I would like to think that one day we can move towards fifty percent of what the student wants, forty percent of what the employers need and ten percent around the TEC and NZQA rules. (Manager/administrator comment)*
Outlying comments	One manager acknowledged that foundation programmes, in particular My Start, are 'isolated' within the organisation and perceived as the 'poor cousin' of the NorthTec programmes.

One manager commented that one of the difficulties they are facing in meeting students' needs, was the relative newness of the programme and the tutors and the need for it to become 'established.'

One comment from a manager was on the need for a Local Advisory Committee (LAC) with local industry and community representation. Comments elsewhere had been made from both tutors and managers on the need for this process to be put in place in order to engage with industry and the community and ensure that the programmes are relevant. | *It [My Start) has been running for three years but it's had so many changes. It's had changes in management; it's had changes of staff. I don't think it's really been marketed. I kind of get the impression it's been a poor cousin really and the fact of this now, the fact that we're all moving into an office (that's the first time that's ever happened) which is a massively big step to move forward. To have it centralised is definitely a lot easier. If we can get it right in the future, yeah, fantastic, but now at the moment, it's not right so what do we do to solve it? And that's where I'm at, at the moment. Youth Guarantee doesn't fit into the NorthTec system. The funding's different, it's funded on places rather than EFTs and the reporting is different in that it's reported through the ERS as well as the SDR and the big long semester breaks don't work for us so we're trying to change that and all we get is that it can't be done. It's just really frustrating. We are here fighting hard to make the programme better, you know make it right. We just need to sort this out now. There's lots that needs to be done but I think we're moving in the right direction. We know there is lots to be improved and things like that but hopefully we'll get there. It's going and it's exciting. (Manager/administrator comment)* |

Table 6.11

Summary of Themes: What Needs to Improve in Foundation Programmes -
Policymakers/Influencers

Themes	Analysis	Relevant Excerpts from Interviews
Funding	Two policymakers and influencers identified addressing funding issues and drivers for foundation education as areas for improvement.	*I think one of the weaknesses in policy is that it hits up against funding mechanisms too early on in the piece. A lot of the policy discussion is about funding drivers rather than outcomes for learners. The priority for the minister is value for money in terms of tax payer spending. That probably is true for any Minister but, if the policy people aren't having a long term view that creates a lot of stress (Policymaker/influencer comment)* *I think one of the problems with foundation education it's one of the low funding categories. And it doesn't take into account the needs for extra academic help and extra psychological [support]. I mean these kids have got such huge psychosocial problems that you need extra time to deal with those and you need extra expertise to do it. (Policymaker/influencer comment)* *Let's face it; the Government has cut back the funding so hard. They have to find some way of getting the money in to survive and Youth Guarantee certainly comes with a lot of money. I guess a lot of that money was intended to be put in to looking after the student but it's not necessarily done. Talking to some of the tutors I'm sure some of those would be able to tell you how difficult it is to work with the funds they are given to do it. To my knowledge, there is no way of knowing where any students are going. It's something that's never been put into place. Why? I have no idea. I have no earthly idea because I would have thought with the funding and with the probability in the future of being funded on outcomes, that tracking would be imperative. (Policymaker/influencer comment)*
Leadership	Two policymakers and influencers identified the quality of leadership in foundation education provision as an area for improvement.	*Fear of change, the biggest threat in all truthfulness is unconsciously unskilled leadership; they are unaware of what they don't know. They [foundation educators] often don't know the data; they don't necessarily understand business systems, they don't understand their cost structures. They don't understand why they actually do what they do. They just do it. (Policymaker/influencer comment)*
Singular comments	A comment from a policymaker/influencer was the need to improve foundation programmes through a better understanding and challenging of learning styles. Another singular comment from a policymaker/ influencer was the need to have stronger Māori and women representation at the executive level.	*Well, with learning styles, one of the key ideas is that students and teachers extend the boundaries of their comfort zones into learning styles that they don't find normal for them. And what's happening with these students is because of their early disengagement with school they are not getting the opportunity to sort of be gently and comfortably and encouragingly forced into developing a little bit of a read/write style for example or an auditory style where they are participating in discussion and focusing on learning intention in discussion. Because those boundaries aren't pushed and those experiences aren't encouraged, they are not in that space; they are in that default position of being kinaesthetic learners and there it stays till they get the opportunity to be motivated and encouraged to look at other learning styles and then they can expand in those areas. (Policymaker/influencer comment)*

As mentioned previously, the interview process for the policymakers/influencers tended to take more the form of a dialogue rather than linear responses to questions. As such, criticism of foundation programmes and areas for improvement occurred in other areas of discussion in the six programme areas as well as the questions on policy and strategy. Within the coding process these comments were considered within the thematic analysis for the relevant question areas.

In summary, overall response on what needs to be improved for foundation programmes fell into two main categories. The first category was on the functional or operational aspects of programmes including issues such as resourcing, the need for programme review and improved moderation practices. These themes can be seen as lying towards the more non-critical end of Degener's continuum. The second category of comment can be seen as being more process driven and critically focussed including addressing the perception of foundation education, improving the quality of the teaching/tutors and perhaps the strongest overall theme being the need for greater clarity about the outcomes of foundation programmes.

6.2.10 Perceptions on who or what had been most influential in interviewees' thinking about foundation education

The question on who has been most influential in interviewees' thinking about foundation education was asked in order to assess who or what had influenced interviewees' philosophy or philosophies on foundation education. Table 6.12 summarises the themes developed from the analysis of the responses to this question mainly from the tutors and those managers/administrators and policymakers/influencers who responded to this question. One tutor and one manager felt that there was not one particular place or person that had influenced them but that influences had been accumulative. Only one tutor commented that they felt they were too new in the role to comment. The strongest influence overall in terms of interviewees' thinking about foundation education are the students. While specific individuals and/or colleagues were influencers for some of the interviewees, theorists or researchers were not a particularly strong theme. This may reflect the stance of foundation education being a relatively new field of research and has possible implications for the need for this research to be promoted and disseminated more widely.

Table 6.12

Summary of Themes: Influences in Interviewees Thinking about Foundation Education

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: The students	Twelve (38%) of the tutors and three (19%) of the managers commented that it was the students who were most influential in their thinking about foundation education. One manager related a disastrous consequence of not being there for a particular student and how this impacted on their thinking of foundation education.	*The students, I think it's rewarding and that's why I'm enjoying it, because, I'm getting feedback from them. I'm asking them things and they're relating to me and sticking to my ground rules. I do icebreakers to sort of ease them into class. When we first started you could hear a pin drop. Now, everybody is interacting with everybody. They know one another and they're polite to one another. There's no such word as 'can't' and 'I don't know.' (Tutor comment)* *Probably the person who was most influential was a student of mine that I actually taught foundation education with, probably changed my whole view of foundation education altogether. He quite shook me up about it. I used to teach (it wasn't called foundation education) a kind of bridging education if you like, to probably the most excluded group in East London. So I didn't turn up one day to a foundation education class and I said I was going to come. There was another teacher who was teaching the class. And I had quite a good individual relationship with all of the students, in very small classes that we used to operate with and I was a bit cynical about what foundation education was really doing in those days it has to be said. In my office the next day (I wasn't there, actually I was off at a conference that's why I couldn't be there for foundation education ironically) a student turned up with a gun. He'd been involved in crime all his life so it didn't surprise me and the police came. There was a shootout at the place and he escaped and he shot four people and got imprisoned that very same day. I went to see him in prison. Spoke to him afterwards. I said, 'What the hell happened to you?' and then he explained to me how he felt let down by the fact that I'd said I was going to be there and I wasn't there. And he said, 'You don't understand. This is really important to us and you are taking it really lightly,' and stuff like this. Put in those terms it doesn't mean that it's true but what I'm saying is that it really changed the way that I saw things. (Manager/administrator comment)*

Table 6.12

Summary of Themes: Influences in Interviewees Thinking about Foundation Education (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Two: A specific teacher manager or person	Six (19%) of the tutors cited a specific person as being most influential. These individuals ranged from previous teachers, managers and professional development experts. Six (38%) of the managers/administrators commented that it was a specific teacher or individual that had been most influential in their thinking. One policymaker/influencer commented on the inspirational impact of a previous Principal at a school that they had taught at in the past, another noted the impact of a previous Chief Executive's leadership at NorthTec as being influential for them.	*The initial chief executive at NorthTec [was most influential], Noel Harrison had a very, very egalitarian and demographic view of education and I think he was sort of quite fundamental in the way, everyone initially in that institution thought about foundation education and or thought about education in general. They were on power to get on and sort it out and do it. I mean the whole system was quite different then, you never had to get academic approval for anything you would just make up a course and run it. We didn't have quality assurance within the institution at all. (Manager/administrator comment)*
Theme Three: Colleagues	Five (16%) of the tutors commented that their colleagues or other educators had been the most influential in their thinking about foundation education. One policymaker/influencer commented on the influence of the tutors and those that were within the foundation forums such as FABENZ, in their thinking about foundation education.	
Theme Four: Theorists or researchers	Four (12%) of the tutors identified specific academics or theorists as influencing their thinking about foundation education. These included: internationally renowned academics such as Lev Vygotsky and Stephen Brookfield; New Zealand based academics such as Linda Leach, Nick Zepke and John Benseman, all of whose research has informed foundation education; and the New Zealand literary figure Sylvia Ashton-Warner. One policymaker/influencer noted the work of Vincent Tinto and his writing about learning communities as being very influential in their philosophy.	

Table 6.12

Summary of Themes: Influences in Interviewees Thinking about Foundation Education (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Singular comments	Other singular comments from tutors included influences such as: the internet; their own upbringing and personal experience as a foundation student; personal learning challenges such as dyslexia; and personal experience from delivering or developing a foundation programme. One comment from a manager was the influence of the concept of social justice as being most significant, rather than a specific person.	*I think it's actually got something to do with society and preparing people to be good citizens. So it's not a person, it's more an educational belief that we need to have something there. I can't name a person that would have done that. I mean it is part of probably having a good society, a society that cares, social justice. I remember, when I was in Samoa there were heaps of teenagers standing on the streets doing nothing and that type of society I thought well 'why are all these young people having nothing to do?' That might be an example of a society that isn't looking after its youth or other people that need foundation education. It's not only about youth. So I don't think it's a person, it's more of a value. (Manager/administrator comment)*

6.2.11 How interviewees' thinking about foundation education has changed

This question aimed at investigating how interviewees' philosophy on foundation education had changed over time, with the intent to explore if interviewees were developing more or less critical pedagogical constructs in their thinking of foundation education. All of the tutors responded to this question with seven of the sixteen managers/administrators and five of the policymakers/influencers providing responses in this question area.

The themes from the three groups of interviewees' responses are provided from greater to lesser frequency of comment on a particular thread in Tables 13, 14 and 15. The responses from the interviewees regarding how their thinking of foundation education has evolved reflects a degree of critical pedagogical thinking in that there is a strong student-centered focus alongside a need for a greater understanding of Government priorities. The expressed need for greater theoretical understanding on foundation education and the perception of foundation education as an evolving field is perhaps indicative of Government priorities for foundation education reflected in the TESs and associated research-based publications in this growing field of provision as distinct from remedial or basic skills training.

Table 6.13

Summary of Themes: Changes in Thinking About Foundation Education -
Foundation Education Tutors

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: A greater awareness of students' needs and that much needs to be done to improve foundation education for students	13 (41%) of the tutors comments were around this thread. These tutors felt that there was a that there was a lot more that could be done to cater for students' needs and improve the programmes (including structure and assessment regimes). This including raising expectations for student success. A number of tutors commented that they had a better understanding and appreciation of the students' backgrounds (low socio-economic status, poverty and social problems) and the challenges that these issues mean for students' learning and success.	*Part of me says that we set our expectations too low for these groups of students. Whilst stretching targets etc. we need to accept that these students need a significant amount of support and encouragement to reach those stretched targets and that is the role of a really good educator. I think it's taking the blinkers off rather than a change in mentality and saying you have an assessment to pass and you have to do this to pass it. We have really got to prepare them and develop a love of learning and get them to the stage where they realise that they can do some significant things. (Tutor comment)*
Theme Two: More theoretical knowledge and understanding of foundation education	11 (34%) of the tutors felt that they had evolved a better understanding of foundation education as a field of education, including the value and importance and importance of education in general.	*In this area, living up here I have truly recognised the value of education, really for the first time really truly valued [education]. I taught foundation studies here for a year and in that time I saw some of the more mature students, you know, 30, 40, 50 year olds come in, very early school leavers, men and women and you could see the wonderful effect it had on their complete whanau, all their community. And some of them have had real struggles with their children and with themselves and yet you can see the trickle-down effect of if mum and dad go and do some study it just brings them all thinking that yes they can do it. I know I have seen that several times. I find that incredibly encouraging. There is a lot that's not quite so successful but for those that are its slowly taking a good grip. So I guess that just confirms my belief in the fact that these courses, in theory are appropriate and valuable, especially in this area. (Tutor comment)*

Table 6.13

Summary of Themes: Changes in Thinking About Foundation Education -
Foundation Education Tutors (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Outlying comments	Two tutors commented that they were seeing and experiencing foundation education evolving from a narrow bridging or access focus to a broader foundation education philosophy and field in its own right. Two tutors also commented that delivering on foundation programmes has become harder, more challenging and that there is a need for greater pastoral care of students. Five (16%) of the tutors commented that their thinking has not really changed over time, but felt perhaps there was a greater need and there should be more foundation education opportunities, particularly in the North. Four (12%) of the tutors felt they were too new or did not have enough experience to comment on this question.	*No [my thinking hasn't changed]. I mean, at the end of the day tutors back when I first started as now, all they wanted was to produce a guy who was able to go out to work and be picked up on a daily basis at the correct times; to know that a guy can go out there and look after himself safety-wise when he's working and others around him. He needs to be able to show an employer or a contractor that they can do a full week's hard work, you know, and that's where we're heading. I mean, if we can improve his numeracy and literacy and maybe his standard of life and those sorts of things, it would be awesome. (Tutor comment)*

Table 6.14

Summary of Themes: Changes in Thinking About Foundation Education -
Managers/Administrators

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Foundation education as an evolving field	Four of the seven managers/administrators (57%) who responded in this area commented on their growing awareness of foundation education as becoming a distinct and evolving field of education.	*When we started back with foundation programmes at NorthTec, you did foundation programmes to bridge the gap for students and get them into whatever. I think the field of foundation education has become a lot more defined and a lot more researched; more evidence based around what should happen and what shouldn't happen. (Manager/administrator comment) My perception of it now is that it needs to be different from school education because often you're bringing in people into a formal education process where education has failed them; the education system has failed them. So, this is just my thinking, is that it needs to be structured in a way that does not look like a standard academic programme. (Manager/administrator comment)*
Theme Two: Greater awareness of Government priorities	Two managers (29%) commented that they had become more aware of the importance that the Government places on foundation education, in particular LLN provision.	*I am aware that over time it seems like the Government continues to put importance on foundation education, I can remember pre-TOPS programmes in 1993 where they have always been there so it is just a continuum of that I think. The Government seems to think it's important so educators seem to think it's important, the next level of educators up see it as a preparation of a student for choosing a vocational pathway. So, I think the thinking's been there all the time. Whether it's sort of getting more resources or not, I don't know. (Manager/administrator comment)*

Table 6.15

Summary of Themes: Changes in Thinking About Foundation Education -
Policymakers/Influencers

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Increasing Government Priority	Three policymaker/ influencers commented on the increasing Government priorities for foundation education, particularly in terms of its relevance and expressed valued outcomes in policy such as clear progression to NZQF higher levels of study.	*It comes down to the purposeful part of it, in that it is no longer sufficient to say in a foundation programme that this is about preparing you for higher levels of study. That foundation programme should have very clear pathways from foundation level study. I don't know if you remember at [name of TEI withheld], they had that nursing preparation strand within foundation education and got themselves into a position where they couldn't guarantee those successful learners places on the next intake of a nursing degree, you know, that is absolutely fundamental... so if you are saying you are creating pathways, my goodness, it must be locked and loaded. (Policymaker/influencer comment)* *Now is the time where we are bringing some deliberate attempts to articulate what foundation education should do in terms of assisting or facilitating transitions, in terms of providing a good quality alternative to senior secondary, in terms of making sure that the priorities people are getting are going to enable them to get value, and lastly, making sure that they would progress as learners. Because one of the biggest issues in foundation education is it's been seen as one; a cash cow by too many regional Polytechnics; two, it's been seen as being irrelevant both in a strategic and an operational sense because of the focus on degree programmes and high level courses as they all try to go up the scale and thirdly, it's been very much seen as being the place where there's been dead ends so the progression rates from lower tertiary to higher tertiary are appalling. (Policymaker/influencer comment)*
Outlying comments	One policymaker/ influencer, who also had management responsibilities for foundation education in another ITP, noted that they had experienced a shift from deficit philosophies and approaches to foundation education to one which is more enabling.	*I think for me there's been huge change. I came into it thinking these are students who need help with a deficit philosophy. These students need help, you know, and it's the students' fault if they don't learn almost. I'm sure I had that sort of philosophy when I first came into it. Then slowly you start to realise that actually it's my fault if they don't learn. And I say that to students 'If you don't understand, it's my fault I'm being paid to teach you' and I'd go home and try and think of another way because, there are so many different learning styles and ways of getting through to students. I think we need to be much more holistic. I think we need to look at assessment much more individually for students. But, then I think, that's difficult because we have to meet, certain criteria. We are looking at project based learning in foundation studies now at [name of TEI withheld] and at learning communities more, and at integrated assessment across courses which is something I've believed in for a long time. We need to teach for the unknown. We don't know what's going to be out there. They change jobs so often. How we make our students resilient and adaptable and able to cope with this stuff and able to cope with all the changes and in some ways they are good at it because they are often much more IT savvy than we are. (Policymaker/influencer comment)*
	Another comment from a policymaker/ influencer was more cynical in that they perceived no real change or evolution in the sector, yet they saw their role as being to challenge this status quo.	*It's terrible. I mean, honestly, there's no change, no evolution that I can see that has impacted on the Polytechnic sector other than money dished out by Government saying, 'Right, now run after youth. Oh no. Now run after Māori youth. No, no, run after kids who have been kicked out of schools.' We have migrants here who can't speak English so then they give you money and you run like a little puppy off to try and get the biscuit. That's what they have us doing without going back to Government to question the plan. Actually fundamentally, as part of our region's development we have this demographic that needs this level of participation, it needs to be costed in this way and this is the plan and we'll evaluate it in five years. I'm so excited because sometimes you feel you're a complete radical nutcase because I sit at meetings and go, 'Well, what about this? What about that? What are you talking about?' (Policymaker/influencer comment)*

6.2.12 Programme area summary

At the end of each section in this chapter, a summary of the key findings from all interviewees for the specific programme area is provided. These aggregations are based on the concept of Degener's continuum of critical pedagogy from highly critical to highly-non critical precepts. The themes developed from the question areas are mapped across this continuum using shading to indicate the strength of the overall response from the interviewees for each question area (see Table 6.16). In Chapter Eight these findings are drawn together to develop a conceptual framework for foundation education, based both on Degener's constructs and the findings and analysis from each of the six programme areas.

Table 6.16

Programme Area Summary for Philosophy, Presuppositions and Goals

Programme philosophy, presuppositions and goals	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Purpose of foundation education	Multi-dimensional and complex	Enabling students to set goals for themselves, learn how to learn and build confidence.	Progression or bridging to further education/qualifications and gaining employment and functional skills.	Provision of functional skills such as LLN
Unique nature of foundation education		Student centred or student focused	Requires good tutors providing a higher proportion of pastoral care and academic support to deliver a curriculum which is more practical and applied	Focus on foundation practical and/or basic skills
		Focus on teaching and learning with a relatively flexible delivery process		There should be no difference between foundation programmes and other programmes
Main goals of foundation education students	Learn to act politically	Become empowered	Progress to further education and/or employment	Become more literate
		Gain more personal development skills		
Main needs of foundation education students	Gain a positive educational experience	Support and care	Career direction and goal setting	Addressing functional and/or academic skill gaps
Efficacy of foundation programmes		Foundation programmes work for all students at some level	Aspects of foundation programmes work but success is restricted by resources	
Who programmes are most successful for		Students who have a strong sense of self	Motivated and goal oriented students even if goals are not fully formed at the start	
		Students who have support from family/whanau	Students with a degree of maturity and/or a good attitude	

Table 6.16

Programme Area Summary for Philosophy, Presuppositions and Goals (continued)

Programme philosophy, presuppositions and goals	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum	←			→
Why foundation education students start tertiary education less ready than others	Socio-economic factors and/or a complexity range of factors	Negative experiences from compulsory schooling	Need to develop goals	Lack of maturity
The best aspects of foundation programmes	Networks formed between students	Providing opportunities for students' achievement and seeing them achieve	Teaching and interaction with other tutors	The programme itself
What needs to improve	Perception of foundation education within NorthTec and management/institutional processes and systems	Clearer outcomes for the programmes	Better quality tutors	Resourcing- physical and teaching resources including improved moderation practices
Who or what has been most influential on thinking about foundation education	The students	A specific teacher manager or person Colleagues Theorists or researchers		
How thinking about foundation education has changed over time	More theoretical knowledge and understanding of foundation education	A greater awareness of students' needs and that much needs to be done to improve foundation education for students		
	Greater awareness of Government priorities	Foundation education as an evolving field		

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

6.3   Programme structure

In terms of the structure of foundation type programmes, Degener (2001, 2006) argues that a critical programme, if not initiated by the community, should at least have been developed through consulting the community and use democratic processes in decision-making about the delivery of the programme. Table 6.17 outlines Degener's (2001) levels of critical pedagogy and the kinds of beliefs held by educators for this programme area. This table also presents the questions used to examine interviewees' presuppositions and beliefs for this programme area which focused primarily on NorthTec's foundation programme and course structures.

A related question which is explored fully in section 6.5 was on the tutors' and students' relationship with the local community and the local community input or relationship with the programme.

6.3.1   NorthTec foundation programmes and course structures
Tutors were asked to describe the structure of the programmes and courses that they taught on. All of the tutors gave clear descriptions of their knowledge of the structure of the programme. This information was added to and verified through information on the programmes available through the NorthTec website, Academic Calendar, PADs and course descriptors[82]. Table 6.18 provides a summary of the details of the structure of the foundation programmes included in this study, full details on structural aspects of the programme are provided in Appendix F[83].

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[82] Sometimes called course prescriptors or module descriptors, these documents contain information on courses within educational programmes. This information includes: course title; NZQF level; credits; learning hours; pre and co-requisites; aim; content; learning outcomes; performance criteria; assessment criteria; learning and teaching resources; recommended/compulsory reading and texts.
[83] Note: See Appendix F for details on: Name of the programme or award; Structure of the programme in terms of length, delivery aspects and sites, Assessment types; Admission criteria; Overview of the programme; Graduate profile; and Pathways to other programmes and employment.

Table 6.17

Pedagogical Beliefs and Questions Regarding Programme Structure

Level of Pedagogy	Beliefs	Questions
Highly critical	- student input is sought continually; - students are involved when deciding when classes meet; and - community members have a partnership role in programming planning.	- a description of the structure of the programme(s) that the tutors delivered on i.e., length of the programme; courses are offered; how the students' progress through the programme, whether the courses use Unit Standards, locally designed courses or a mixture of both; - contextual factors influencing programme or course development and design and what is important to the interviewee in the consultation and development process for foundation programmes; - awareness of students' influence in developing the programme(s); - degree of involvement in the development, approval or review of the programme(s); - awareness of the history of the programme, how the structure was initially established and who decided to start the programme; - use of formal programme approval documentation and changes to the programme structure; - use of the QMS or quality processes relevant to the programme ; - awareness of how the programme is funded, for example, SAC or Youth Guarantee funding; and - perceptions on whether foundation education is best centralised or decentralised within the organisational structure at NorthTec, or a combination of these approaches.
Somewhat critical	- student input is sought before the programme begins; - class agendas are organised around student needs and interests; and - students are involved in deciding when and where classes meet.	
Somewhat non-critical	- students are included in programme initiation and are asked for input; and - students are involved in supplementary decision making.	
Highly non-critical	students are not included in any part of the programme planning process.	
Degener's (2001 description	*A critical adult education program would be built from the bottom up, not the top down. A program would never just "open up" in a community without consulting members of that community (Freire, 1993). Planning the program would be a grassroots affair (Macedo, 1994). If starting the program were not the community members' idea in the first place, then certainly the planning process would include the opinions and ideas of potential students, staff members, community members, and teachers (Giroux, 1997). Such decisions as where the program would be housed, what kinds of classes would be offered, when those classes would meet, who would teach them, and who would oversee the day-to-day running of the program would be made jointly. All final decisions would be up for approval by the community, so that the program would embody the democratic principles so crucial to critical education. (Degener, 2001, p. 43)*	

Table 6.18
Summary of Foundation Programmes Structures

Area	Description
Outcome statements	The outcome statements containing aims, graduate profiles and pathways to other programmes or employment are clearly articulated for each programme in both the web-based and paper-based NorthTec marketing and academic information publications (See Appendix F).
Length	The majority of the programmes and courses were of six months or one semester duration at the time of the data collection for this research, with the exception of the My Start programme and the National Certificate in Farming Skills (Work Ready) Level 3 programme which were both full-year programmes. The length of the Certificate in English as a Foreign Language programme varied according to individual cohort needs, but was typically of 12 weeks duration when the curriculum included the International English Language Testing System (IELTS) assessment.[84]
Course structure	Most of the programmes and courses consisted of locally designed courses with the more vocationally oriented programmes including or embedding Unit Standards as components within courses.
Assessment	Assessment was, on the whole, achievement based.
Mode of delivery	Delivery was intramural (face-to-face classroom) delivery with some web-based support.
Timing of classes	Timing of the classes varied with the centralised foundation programmes being of four days a week, with five hour sessions per day.
Entry	Entry or admission to the programme was mostly open with a general expectation of three years secondary schooling, with the exception of the My Start programme which was limited to students of 16-17 years of age. The vocational programmes had admission criteria such physical capability for the two farming programmes and the two forestry programmes. Passing an illegal drug test is required for the Certificate in Forestry (Forestry Industries) Level 2 programme.

6.3.2 Contextual factors influencing programme development and important factors for interviewees in the consultation process for the development of foundation programmes

Tutors and managers/administrators were asked their opinion on what they considered to be the most important contextual factors influencing programme or course development and design using a display card (see Appendix D). Table 6.19 summarises the responses from the 32 tutors.

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[84] International English Language Testing System or IELTS- is an international standardised test of English language proficiency. It is jointly managed by University of Cambridge ESOL Examinations, the British Council and IDP Education Pvt Ltd, and was established in 1989.

Table 6.19

Foundation Education Tutors: Contextual Factors Influencing Programme/Course Development and Design

Contextual factors	Frequency of individual tutor responses	Percentage of individual tutor responses
Political context	13	41
Social context	27	84
Regional context	25	78
Collaboration with other organisations	22	69
Requirements set by other organisations	19	59
The potential learner community	23	72

The highest ranked contextual factors were the social and regional contexts which reflect a degree of responsiveness to the local community in the North. The potential learner community ranked as the third highest contextual factor. These findings would place the tutors on the somewhat critical position within Degener's continuum. The lowest ranking factor was that of political context which Degener would consider being representative of a highly critical programme design and structure, although this was not specifically included in her analytical framework descriptions for programme structure, but can be assumed within the general context of Degener's tenets.

Of the eight managers who completed the display card (eight felt that they did not have sufficient information to comment), the highest ranking contextual factors were the social and potential learner community, reflecting a degree of alignment with the tutors' responses. Four policymakers/influencers completed the display card, whereby the social and regional context ranked the highest in terms of contextual factors, again demonstrating a degree of alignment with the tutors' responses.

Interviewees were also asked what they felt was important to them in the consultation and development process for foundation programmes. Table 6.20 summarises the themes identified. Policymakers/influencers' comments in this area (four or 40% provided responses to this question) were similar in focus to the

managers/administrators responses, in that consultation and inclusivity with the community was an important factor in the consultation process.

In summary, community, regional and potential learner contextual factors were seen as important by all three groups in influencing the design and development of foundation programmes, which would be indicative of somewhat critical pedagogical thinking. The importance of foundation tutors being heard or valued was a strong theme which has implications for this group's sense of ownership of the programmes. This may seem at face value to be an obvious finding. However, some programmes are developed externally and/or are brought into NorthTec under contract (for example, the farming programmes are externally developed and moderated by Taratahi Agricultural Training Centre) and the tutors who deliver on these programmes have little or no influence in the initial design of the programme. Programmes that are designed in-house are often developed under tight time-frames and consultation with the tutors who deliver these programmes is often limited to the selected programme or curriculum writers rather than the full team of tutors who deliver on these programmes. This could be an area for potential change given the perceived importance of inclusion and consultation by many of the foundation tutors.

6.3.3   Students' and tutors' involvement or influence in developing the programme and awareness of the history of the programmes

The PADs (which are approved by NorthTec's Academic Board and are used to gain approval from external quality validating bodies such as NZQA and TEC) contain the structure for the foundation programmes (see Appendix G for a description of the development of these documents). Stakeholder consultation is considered an important condition or criteria for the development of programmes, evidence of which is required to be included within the PADs. The potential or target students are one such stakeholder. Table 6.28 details tutors' opinions on the degree that students influence the development of the programme as well as the degree to which they (the tutors) are involved or influence the development of the programme. As it was assumed that policymakers would not be involved in the development of the structure of individual programmes, they were not asked this question.

Table 6.20

Summary of Themes: Important Factors in Consultation and Development of Foundation Programmes

Themes	Analysis	Relevant Excerpts from Interviews
Foundation Education Tutors Theme One: Being valued, heard and/or consulted as educators	13 (41%) of the tutors commented that being consulted and heard as educators was most important to them in the design and development of programmes.	*First thing is to be kept in the loop, to feel that my input is valued. I've been teaching on this programme since its inception and I've kind of got a little bit of insight into it and I know a bit of the theory about education at this level and to have decisions come in from 'up here' is not good i.e., from someone who is not from this country. Education in the country they are from might be quite different to what it is in New Zealand; the type of students is definitely different. (Tutor comment)*
Foundation Education Tutors Theme Two: Students and stakeholders feedback	The second strongest theme with eight (25%) of tutors commenting was around students and other stakeholders input into the programme.	*It is more about needs and voices of students. That is the difference between foundation and more structured courses like nursing or pre-trades. You are essentially teaching a course that is more about skills that need to go on to further education but you also develop their confidence how they approach the whole study. (Tutor comment)*
Managers/Administrators Theme One: Needs of Students and needs of community	Seven of managers/administrators (44%) responded to this question. Their comments focused on the needs of the student and the needs of the community as being most important to them in the consultation and development process for foundation programmes.	*It's around the needs of students and the community. I think you can come up with 20 different programmes that do a good job if you know what their needs are. Unless you're really clear about the needs in the first place and then work out how you're going to address them, then you might end up with something ok but you might not. I think the staff intuitively in some cases, understand what the needs are, but they're not actually systematic about documenting this understanding of the needs. You look at the staff at the Polytechnic, we know what the needs of foundation programmes are, but in reality they quite divorced from the communities that there providing for in lots of ways. (Manager/administrator comment)*

Tutors and managers/administrators were asked questions about their awareness of the history of the programme, how the structure was initially established and who decided to develop the programme(s) (see Table 6.21). It was considered that a degree of awareness of the history of the programme may indicate a degree of engagement with the philosophy and purpose of the programme.

In summary, the nature of the programmes is largely prescribed from top down and students have little or no involvement in the development of the structure of the programme, which would place NorthTec's programme design processes at the non-

critical end of Degener's continuum for this area. From my experience, in terms of practicalities and standard processes across the ITP tertiary sector for the development of programmes in general, it is not uncommon for the student voice (as a stakeholder) to have little direct influence in the development or design of a programme. Section 6.4.3 discusses the extent to which students influence and guide the delivery of the curriculum on an ongoing basis.

Table 6.21
Students' and Tutors' Involvement in the Development of the Foundation Programmes and Awareness of the History of the Programmes

Themes	Analysis	Relevant Excerpts from Interviews
Perception of students' Involvement	An overwhelming number of tutors (22 or 69%) felt that students had no influence in the development of the programme. A small number of tutors felt there was some consultation with students, but were not sure what this was. A similar number had no idea and/or were too new in their role to know if students had been consulted. Only one tutor said they knew students had been consulted as they had been involved in interviewing students in the development of a specific foundation programme. A number of the managers/administrators were of the opinion that students had not been involved in the development of the structure of the programme, but should have been. There was some comment that there is on-going feedback from students though the evaluation processes and systems. There was also recognition that there are issues involving potential students as stakeholders. The theme that came from the policymakers/influencers regarding this question was similar to the managers/administrators responses in that students are not involved in the consultation process for the development of the programme, but ideally they should be.	*To be honest with you it's always the people upstairs that sit behind their desk that develop, design whatever these programmes and then they give it to us on the coalface and say 'Do this thing.' And you can look at it and say 'well that's not going to work, that's not going to work' so it's sort of top driven. (Tutor comment)* *It would be nice [to consult with students] but I'm just wondering how pragmatic that really is. If there was a student union on site I think that would be really handy. It's just that I think the students for foundation learning are so diverse. I think I'd rather run the first year and then ask that group. (Manager/administrator comment)*
Tutors involvement	Most of the tutors (19 or 59%), felt strongly that they had no input into the development of the structure of the programme and some expressed a desire that they wished that they could have been. Of those that had been involved in developing the structure, they tended to have been key developers in the early development of the programmes. There was comment on the tutors' greater involvement in the structure of the programme at the course level though. The tutors' relatively high degree of autonomy to modify the curriculum at the course level is commented on later in section 6.4.2.	

Table 6.21

Students' and Tutors' Involvement in the Development of the Foundation programmes and Awareness of the History of the Programmes (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Tutors involvement (continued)	A couple of the tutors had been involved in the development of the programme, mainly from being involved in the programme approval stage and reviewing the PADs. Again a number expressed the fact that had not been involved in the development of the structure and that this was largely prescribed.	*Usually the way they get established is the Government's got some money, the Government's got a need, they want this lot of people doing something, preferably around this and the policy comes in and meets the need. (Manager/administrator comment)*
	There were also some issues raised on the programme development process in terms of conflicts of interests, philosophies and personalities between staff involved in the process. This response is a good example of the conflict between functionalist and critical pedagogical approaches to foundation education being manifested in the development of the programme. This conflict was attributed to more of a personality issue than arising from different philosophical or pedagogical approaches. Perhaps a framework or model such as Degener's (2001, 2006) could have been of use at this stage of the programme development to develop the conceptual framework for the programme.	*I think some of it was too much personality driven by some of the staff involved. But I think the process was ok, because we identified those in need and then we got some external expertise to have them put into it, but then you had some quite strong personalities involved there. [Staff member A] put together what they thought was a good foundation programme but it actually very science focussed then. [Staff member B] had a big blow up about it then [Staff member A] walked off and said 'oh well I'm not getting involved you do it.' I mean part of the issue with [Staff member A] and [Staff member B] was a different philosophical view.[Staff member A] thought these students need to know the stuff before they even progress and [Staff member B] was coming from a more pedagogical or educational point of view saying 'these students actually need to know how to learn and survive in a tertiary environment' and [Staff member A's] answer to that was 'well they'll get it when they learn the stuff, as they go through the process of learning the stuff.' (Manager/administrator comment)*
Awareness of the history of the programme: Tutors	Fifteen (47%) of the tutors did have some awareness or recollection of the how the programme was initiated and although these were not detailed recollections, they did tend to reinforce that the programmes were developed from decisions from the 'top' i.e., Government, NorthTec management and/or industry. The other 17 (53%) of tutors either had no idea of the history of the programme or felt they were too new in the role to know of any of the history.	*What happened was there were lots and lots of Level Two and Three courses around NorthTec and with the whole running out of money, redundancy and things going on, it was really sensible to centralise it all into one area so all Level Two and all Level Three programmes were meant to be centralised into the foundation programme. [Name withheld] did all the work on writing an initial PAD document for the Level Three programme. I don't know whether there was a Level Two document but that's by the by. But now you see there are lots and lots of other courses up and running which offer the same sorts of things. We have huge numbers in our foundation course and we have really good success for the students who stick it out and hang in to the end, we have really good success rates. And I mean there are always going to be students who come here and find tertiary education is not for them. This is the place where they should be doing it. (Manager/administrator comment)*

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Table 6.21

Students and Tutors Involvement in the Development of the Foundation programmes and Awareness of the History of the Programmes (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Awareness of the history of the programme: Managers and Administrators	Many of the managers/administrators, (six or 38%) were not aware of the history of the programme. Ten (63%) of this group said that they were aware of part of the history. These managers/administrators had been involved in the approval process, teaching on the programme and/or overseeing changes. A couple of this group commented on the evolving nature of the programmes and noted that there was a lack of an overarching clear strategy or direction for continued changes, particularly changes to NZQF levels and/or electives. Only one of the managers/ administrators recollected the consultation process employed to develop the first generic foundation programme that took place in the early 2000s. Overall there seemed to be a lack of detailed knowledge of the institutional history of the various foundation programmes. This could be partly due to the continued restructuring of NorthTec over the decade that the programmes were being developed in.	

6.3.4   Use of formal programme approval documentation and changes to the programme structure

Within the ITP sector PADs are formal documents which describe in detail how the organisation will meet the ITP's Academic Board and external Quality Assurance Body's (QABs) accreditation and approval criteria for new or re-developed educational programmes and courses. These PADs contain the structure and content of the programme, including the course descriptors which outline the curriculum related content of each course within the programme. An appropriate analogy is that the PADs contain the structure or 'skeleton' of the programme, while the course descriptors represent the content or 'body' of the programme. These are held and maintained by NorthTec's Institutional Quality service area, both in hard copy and on the staff portal. Most programme areas keep hard or electronic copies in their

own programme area files. This documentation is thus theoretically available to all foundation education staff.

Tutors were asked questions on their use of the programme documentation and whether they felt obliged to adhere to the information contained within these documents. They were also asked how they may instigate structural changes[85] to either the PAD or course descriptors (changes to the curriculum contained within the course descriptors are discussed in section 6.4) in order to investigate the degree of autonomy that tutors have in changing the structure and content of the programme. These significant changes may include introducing a new strand or introducing new courses. Table 6.22 outlines the tutors' responses to these questions.

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[85] NorthTec's QMS contains processes and guidelines for making minor and major changes to the programmes and these resources are available to staff on the internal staff portal. Advice on making these changes is also available through academic advisors within the Institutional Quality service area.

Table 6.22

Programme Documentation and Course Descriptors: Use and Changes

Documentation	Analysis	Relevant Excerpts from Interviews
Use of programme documentation	In terms of the programme documentation, 11 (44%) of the tutors commented that they use the programme documentation appropriate to their programme. There were some comments on the need for the documentation to be 'overhauled' or rewritten in some areas such as the assessments and objectives. A surprisingly large number of tutors (21 or 66%), commented that they do not use the PADs. Mostly because they did not know what or where it was or did not have access to it. A number commented that they would use the PAD if they had access to it. A recognised issue was that many of the new tutors went straight into teaching the courses assigned to them, rather than reading the PAD first. A couple of tutors had negative comments on the standard of these documents.	*It's got lots of information in it that's reflected in our course handbook and I use it for the outcomes of my course, so all the stuff that happens in the course is based on that document. I feel like I am supposed to keep with what is in the document, but I bend the rules if I think 'what's that in there for? (Tutor comment)* *You couldn't teach by those PAD documents. They didn't have the assessment standards and the learning objectives weren't properly set out. It was just inappropriate. We tried to go through it and change it but we didn't have time and we were actually teaching at that stage. (Tutor comment)*
	Another tutor commented that they purposely do not use the PAD as it prevents them from being as flexible as they feel is needed for their particular students' needs in the Far North.	*In all the groups and discussions we've had with the wider group of tutors and managers over the last two years it's been acknowledged that we need to tailor it to suit our particular demographic. Kaitaia students have quite a different needs, their background is different, small town stuff rather than the Whāngārei group. Kaikohe for instance is totally different again so we need to have that flexibility; also this year's groups of students are quite different to last years as in their approaches, their attitudes and the group dynamic. (Tutor comment)*
	The managers interviewed who had line management responsibilities for foundation tutors, commented that they do use the PADs and that they often referred their staff to them. They also commented that they were aware of the issues within the PADs and were working to review these documents.	*Yes, I use them for a round-about reason. I use them when I'm looking at how teachers have been allocated their work loads. So the PAD [contains] how many hours it takes, and what courses and assessment you run in terms of teacher time and in terms of student contact time. (Manager/administrator comment) Yes, I do use them and I do refer people to them as well. All the time, I mean they're there for a purpose. They are not just there to put on a shelf. (Manager/administrator comment)*

Table 6.22

Programme Documentation and Course Descriptors: Use and Changes (continued)

Documentation	Analysis	Relevant Excerpts from Interviews
Use of course descriptors	25 (78%) of the tutors use the course descriptors for the courses they teach. There was some comment that they are broad descriptions and they use them as a guideline. Eight (22%) of the tutors commented that they do not use the course descriptors, although where Unit Standards were embedded within courses the tutors use these to structure the delivery of the courses.	
Changes to programme and course documentation	Seventeen (53%) of the tutors commented that they instigate and work through changes with the appropriate Programme Leader of the programme that they deliver on. A couple of tutors commented that they feel they have quite a bit of 'leeway' in making changes, but that this could be more supported through a clear structure or process for making changes.	*I would work with through the managers [to make changes]. In terms of autonomy that's a tough one really. Perceived autonomy and actual autonomy, I think they are a bit different. But there needs to be just a little bit more as in the structure, even things like punctuality and the expectations of the students. What the students need I think are much simpler set of expectations. This is when you turn-up, you don't use your cell phones in class, ground rules. My feeling is that it's just a little bit loose for it to be as effective as it could be. I think there needs to be more of a structure somewhere, whether it's with tutors being met by managers more often, I mean just to get the feedback from the tutors, to see what's going on. So they can keep a picture going. I just think there needs to be a few more guidelines for the tutors as to what the expectations are. (Tutor comment)*
	Seven (22%) of the tutors commented that they make mostly minor changes within the programme structure themselves and feel they have a high degree of autonomy to do so.	*In my own area, I am pretty much left alone. So if I decide I want to teach something in a different way, or for example I had an assessment that just wasn't working last year, so I was able to say, right, well I want to do this and ask a couple of the other tutors and get it some feedback and put it in for moderation and the assessment was changed. So it is a fairly straightforward process to do that. But the programme structure, I really don't have a say in it. (Tutor comment).*

Table 6.22

Programme Documentation and Course Descriptors: Use and Changes (continued)

Documentation	Analysis	Relevant Excerpts from Interviews
Changes to programme and course documentation (continued)	Five (16%) of the tutors commented that structural changes are instigated through the team of foundation educators that they work with. Two tutors commented that they felt they were too new to know how to instigate changes. One tutor commented that they make direct changes through student feedback and believed that they could change up to 20% of the structure of the content themselves. However, this probably was in reference to modifying the curriculum rather than the programme structure itself (see section 6.4 for an analysis of findings on changes to the curriculum). The managers' comments focused on the approval process for major and minor changes which are stated within the NorthTec's QMS. One manager commented on a pending review of the programme structure for the My Start programme.	*If we want to change anything about it we usually have team meetings, so we take it to the team meeting and we discuss it. Then put it through the Programme Leader. (Tutor comment)* *We are looking at reviewing the programme structure and are really looking at developing a programme that has got the flexibility to meet the learning needs of that [My Start] diverse group of students and when I talk about a programme structure, that's plural really. There will be a number of these programmes that these students can engage with at NorthTec. We will retain the certificate Essential Skills courses but My Start students may enter directly into a Level Three hospitality; or business and computing; or hair and beauty. Whatever they wish, as long as they can satisfy us with meeting the entry criteria and we can provide the pastoral care for those students. (Manager/administrator comment)*

6.3.5 Awareness of the NorthTec Quality Management System

Given the clearly articulated institutional systems and processes available for making changes, it follows that tutors need to be aware of these resources. Tutors were asked if they used the Quality Management System's (QMS)[86] policies and procedures or quality processes relevant to their programme. Twenty (63%) of the tutors either did not use it or did not know what the QMS was. Of the 12 (37%) tutors who did use the QMS, most commented that they use it for guidance on assessment and

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[86] QMS: a system of clearly defined institutional structures, processes, responsibilities and resources used to manage quality improvement.

evaluation. None of the tutors commented that they use the QMS specifically for programme or course changes. Four of the managers commented on their use of the QMS but noted that they thought many staff were not aware of the policies and/or did not understand them. One manager stated that they did use the QMS for programme development purposes, but felt that their tutors were not familiar or engaged with the QMS as their focus was more on teaching.

> *I probably work mostly through the quality process pathways if you like. Looking at the accreditation criteria and looking at what the programme is, how it might suit a learner, what the clients/target group is, does the curriculum actually suit that and also looking at where they think they're going to progress the students, where the students are going to go. So for example, the plan is to pathway them into nursing because they don't have the required entrance criteria then the foundation programme that they design for that type of student or that group of student must be appropriate to that subject matter as well as providing the foundation learning. Something else is that there needs to be quite a bit of support services to foundation tutors not in teaching, but in more administrative services, because usually I find this group of tutors strangely enough have the least understanding or concepts of what happens outside the classroom. They tend to focus on the teaching rather than 'we've got to get results and we've got to get academic records correct, we've got to get enrolment processes correct.' In my view there's that very little induction into tertiary education requirements for tutors. And even less for foundation level tutors. They tend to be picked quickly to go and fill the need rather than given a full encompassing global picture of how they fit in the organisation. So we spend considerable amount of time, a disproportionate amount of time on this group of tutors in the foundation learning area, both tutors and some managers on how the systems around them function. I don't think it's from lack of ability, I'm not saying that, it's just total unawareness that things have to happen in a certain way. (Manager/administrator comment)*

Managers/administrators and policymakers/influencers were asked to comment on whether they thought foundation programmes were quality assured differently than other programmes. Most felt unable to comment, but the four managers/administrators and five policymakers/influencers who did comment had some criticisms of the processes. One example was the perception that foundation education tutors were more invested in their students and as such less likely to fail them.

> *People are more lax. We have more questions and I've noticed some complaints about access and foundation being quite lax in their moderation process. I would say that's because teachers get to know their students, sympathise with their circumstances, and for human reasons, when they see how far that student has travelled, they would not want to fail that student or say, 'You're not ready to progress on to do a nursing degree or a social services degree or whatever the course may be that they want to do or this employment.' They'd rather keep them along that level. (Manager/administrator comment)*

Another comment was the growing lack of cohesion in the structure of the foundation programmes over time as more and more electives were added onto the programme.

> *The programmes I've seen developed on this campus are still going and I know when those accreditation processes work and the quality development were going through there was a lot of work done on them. I'm not so sure that there's that much attention to it now when things go through Academic Quality Assurance Committee, it's almost like 'oh we want to add this bit onto it,' there's not a lot of rationale. What we had in the beginning was a coherently designed foundation Level Two and Level Three programme with very strong links across what the whole year was going to be about, and then slowly but surely there's just been an addition of electives after elective after elective after elective and reduction of mandatory courses, so you probably find it's a bit like a castles or Lego blocks. The initial view has gone or the philosophy has gone. It's all wandered off the crossbow and any department now says 'oh, foundation isn't giving me any students into my courses, it's only doing nursing and social services,' so we get a whole lot of other electives for that other programme to pathway to. (Manager/administrator comment)*

Policymakers'/influencers' comments centred largely on the need for more emphasis in particular areas of quality assurance such as: better monitoring of attendance and retention; a greater focus on tutor qualifications and professional development; and better use of diagnostic tools (e.g. for LLN).

> *I think there will be a greater focus on quality in foundation education. Actually the ones that are well designed and targeted to the people who need them most and will make a difference for them will do very well. Obviously those that are out there purely to make money and don't deliver up front won't do so well. It's always going to be about outcomes and do these make a difference. What we are trying to put in place a set of indicators that basically monitors a person's progression through the system. We are aware that the actual process of assessment and goal setting takes longer for some people than others and yes, it comes back to my point earlier on about personalised learning and making sure that yes, there are different strokes for different folks and different people will progress at different rates. On the one hand I would hate to see people going through full programmes who might just need a brief top up and refresh before they can engage that kind of level. On the other hand we need to be responsive to those who have a tougher ride to work out what it is they want to do. (Policymaker/influencer comment)*

A final question that was asked in this area was whether tutors were aware of how the programme was funded. It was considered that an awareness of the funding structures for the programmes may indicate a level of familiarity with the financial drivers for the structure of the programme. A high number of tutors, 24 (75%), were aware of the TEC funding sources or 'pools' for various foundation programmes.

6.3.6 Perceptions on whether NorthTec foundation programmes should be centralised or decentralised

Managers/administrators and policymakers/influencers were asked this question to explore perceptions of preferred structuring of the foundation programmes within educational organisations (see Table 6.23). Tutors were not asked this question as it was thought that they may not have had the opportunity within their roles to be involved or consulted about the organisational structuring aspect of foundation education. On reflection, it may have been useful to have asked tutors their opinions on this question, if only to explore their understanding of how foundation programmes are organised within NorthTec.

As described in Chapter Two, section 2.3.2, centralised and decentralised models are used across the ITP sector for organising generic and/or specialised foundation education programmes. NorthTec's foundation education provision is both centralised and decentralised. There is a foundation programme area for the generic programmes which offers generic foundation programmes. NorthTec also offers specialised programmes within the more discipline oriented programme areas such as the trades areas.

In terms of interviewee's responses, the preferences were for a centralised structure or a combination of both centralised and decentralised models in order to provide the teaching expertise needed to meet students' needs as well as providing clear pathways to other programme areas. There was little support for a decentralised structure. Although Degener's analytical framework makes no comment on the organisational structuring of programmes, much of the comment in this area related to the interviewees' perceptions of the optimum structure to meet diverse student needs and pathway opportunities and can thus be seen as such as reflecting a degree of critical pedagogical thinking.

Table 6.23

Summary of Preference for Models of Organising Foundation Programmes: Managers/Administrators and Policymakers/Influencers

Themes	Analysis	Relevant Excerpts from Interviews
Centralised	Seven (44%) of the managers/administrators who responded to this question were of the opinion the foundation programmes are best centralised, mostly for reasons of providing the pastoral care and teaching expertise required for the foundation education students. Comments were also made about the efficacy of a centralised structure for management purposes and also the advantage of having tutors who are dedicated to engaging and teaching foundation students. These themes can be seen as on a par with Govers (2011b) report in her description of the advantages of a centralised model for foundation programmes as explained in Chapter Two, section 2.3.2.	*Having worked in both areas [centralised and decentralised]. I think that foundation/youth teaching is a real specialist teaching role and I don't believe, sorry, we may have educators in the programme areas with the ability to do it. But I don't believe that the students really in a decentralised system will get the pastoral care and really the expert tutelage that they require from such a programme. I think it is a real gift to teach well in these areas and I think it's easy to look in and say that's the easy stuff etc. But it's not. It's very demanding to do it well. (Manager/administrator comment)* *In terms of managing it [foundation education], to have it centralised is definitely easier to manage but then you've got to look at the needs of the student. If we are not offering something on the main My Start programme that a student wants to do and we can offer it in mainstream, surely you've got to give that student the opportunity. (Manager/administrator comment)* *I think they would be better centralised but with a model to allow them an introduction to nursing and the tutors because I think foundation tutors are different from nursing tutors and it's just the pathways they have taken through their education and life and I think students go into the foundation programme and experience the tutors there and think all tutors are going to be like that, and they are not necessarily like that and so...Is that a good thing or a bad thing? (Manager/administrator comment)*
Centralised continued	Two of the policymakers/influencers commented in this area with a preference for more centralised models of foundation education delivery with comments in a similar vein to that of the managers/administrators regarding the need for specialised teaching staff to meet the students' needs.	*I would have said decentralised without even thinking a while ago but now I think – it's a difficult question because the needs of the regions are very different to what they are in the bigger organisations. The smaller polytechnics have got a whole different ball game to what we have in the large polytechnics and so centralising it and imposing a programme and benchmarking it across all the institutions, I not sure how easy that would be to do. So centralised I think. Because I don't think people teaching in degree programmes or people managing degree programmes have the expertise and the knowledge or the understanding of foundation students that's needed for them to succeed. And I don't think they have the interest in foundation education to make it succeed. I think it's a very specialised area actually and I think you need people who've got the expertise. I mean, I think it needs to be centralised but I think you need to be working with all the other pathway programmes that the students move on to so, you know, it needs to be a joint effort. (Policymaker/influencer comment)*

Table 6.23

Summary of Preference for Models of Organising Foundation Programmes:
Managers/Administrators and Policymakers/Influencers (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Combination of centralised and decentralised	Six (38%) of the managers/administrators who responded to this question felt that foundation education is best delivered by a combination of centralised and decentralised models. However, a number of comments related to the need for a strategic direction and clear pathways for students in order for this model to work.	*I would like to see it a combination because I think that there needs to be input from the programme areas, but I think we don't have the resource base to deliver decent foundation education in the programme areas, at this point. I mean I think it could work either way but I think here probably we need (same as we do for most things), a centralised unit which provides strategic direction, leadership and then it can be decentralised, but I think you need some kind of central leadership, with expertise. (Manager/administrator comment)*
Decentralised	Only one manager/administrator felt that the model for delivering foundation education should be decentralised so that students could have clearer choices/paths for specific courses such as nursing.	

6.3.7 Programme area summary

Table 6.24 provides a summary of the findings for this programme area based on the concept of Degener's continuum of critical pedagogy.

Table 6.24
Programme Area Summary for Programme Structure

Programme structure Continuum	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Overall programme structure and design		Local programmes/courses developed to meet the needs of the local community	Local programmes/courses developed to meet the needs of the local community with embedded Unit Standards	Nationally prescribed programme structure through the NZQF national qualifications
Contextual factors influencing the development and design of programmes	Political context	Social context	Collaboration with other organisations	Requirements set by other organisations
	The potential learner community	Regional context		
Important factors in the consultation process for programme development	Students and stakeholders feedback	Being valued, heard and/or consulted as educators		
Students involvement or influence in developing the programme				Unaware of students influence
				No influence in development
Tutors influence in developing the programme			Involved in early development	No input into development
Awareness of the history of the programme			Some awareness	No awareness
Use of programme approval documents (PADs)		Perceptions that PADs need review or are too inflexible	Use PADs as appropriate to programme	Do not use PADs or know where they are
Use of course descriptors			Use as appropriate to programme	Use Unit Standards to deliver the courses
Changes to programme/course documentation	Make direct changes from student feedback	Tutors make minor changes themselves and have a high degree of autonomy to do so	Instigate and work through changes with the appropriate Programme Leader	
		Instigated through foundation educators team(s)		

Table 6.24
Programme Area Summary for Programme Structure (continued)

Programme structure	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Awareness of the Quality Management System			Use for guidance on assessment and evaluation	Do not use or know what QMS is
Preference for centralised or decentralised structure		Combination of decentralised and centralised structure	Centralised structure	Decentralised structure

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

6.4   Curriculum and materials

Degener (2001, 2006) argues that 'first and foremost,' the curriculum for a critical adult education programme should be based on the premise that no one methodology works for all populations. Also, a set curriculum should not be imposed on a programme; rather the curriculum should be student-centred.

A curriculum which adopts a critical pedagogical approach (critical curriculum) is culturally relevant. Tutors understand, respect, and legitimise the cultures and languages of their students, and the programme would be grounded in and around relevant cultures and languages. Another important characteristic of a critical curriculum is its contextualisation to the immediate realities of the students. The use of materials would not be simplistic or patronising as there would be an understanding of the ability of students to 'read their own world' and to examine critically their own social situations. Possible learning activities might include self-reflective journals, co-operative group work, the reading of texts for class discussion (not just reading practice), extended peer discussion of problems posed in class, and long-term, active research projects. Lastly, Degener (2001) discusses the emancipatory and transformational nature of curriculum in the context of social transformation being the ultimate goal of critical pedagogy.

Table 6.25 outlines Degener's (2001) levels of critical pedagogy and the kinds of beliefs held by educators for the programme area – curriculum and materials. This table also presents the questions used to examine interviewees' presuppositions and beliefs for this programme area.

As Degener's research solely examined family literacy programmes, her description of these programmes' curricula naturally reflects this focus. Yet, it is argued that most of her statements espousing the characteristics of critical curriculum can be applied or adapted to the scope of foundation educational programmes, while also recognising that her critical pedagogical precepts for curricula are centered on the context of learning literacy skills within the family environment. Questions that were developed on the subject of curriculum drew from aspects of Degener's descriptions.

Table 6.25

Pedagogical Beliefs and Questions regarding Curriculum and Materials

Level of Pedagogy	Beliefs	Questions
Highly critical	• emphasis is placed on reading, writing and other activities that help students deal with personal needs and concerns, at home and within the community; and • writing, reading and other skills are seen as tools to help students deal with life issues and political action.	• the responsibility for developing the curriculum within the foundation programmes; • the use of any mandated materials or activities; • how tutors receive and make changes to the approved curriculum; • whether students, tutors or managers have any influence to change or amend selected aspects of the programme; • whether students collaborate with the development of the curriculum so that it that it best matches students' interests and backgrounds; • how influential students are in guiding what happens in class and whether students' out-of-class issues and needs guide the direction of the class;
Somewhat critical	• there is no pre-set curriculum; • literacy and other basic skills are taught in the context of socially or culturally relevant activities; and • students are given choices on which materials and activities will be used in class.	• whether students are capable of taking charge of their own learning if the tutor needs to step out of the class i.e., whether students are self-directed in their learning; • whether stronger students ever act as teachers for the not so strong students; • whether graduated students are ever asked back to teach or work with current students; • incorporation of any teaching materials and activities into the courses that students express that they want to use;
Somewhat non-critical	• the curriculum is generally planned, but attempts are made to link the curriculum to students' every day experiences; • the curriculum is modified to match students' interests or needs; and • students participate in discussions that help them relate the reading material to their own lives.	• whether class-work/discussions of students issues or problems in the Northland community ever lead to action out in the community e.g., writing letters, organising meetings; • tutors' favourite activities and/or materials to use in class; • aspects of classes that the tutors perceive that the students like the most; • extent of the use of small group work (as opposed to the lecture-style delivery); • how tutors deal with different levels of skills (e.g., numeracy, literacy) and how tutors cater for the diversity of learners in the programme; and
Highly non-critical	• curricula are pre-set and unchanging, no matter what the students' cultural or language needs; and • the curriculum does not reflect students' interests or crucial life issues; it may reflect student skill levels.	• opinions or awareness of any part of the curriculum/programme that is perceived to be ineffective and responses to the scenario that if the interviewee was completely in charge of designing the curriculum or programme what would they change.

Table 6.25

Pedagogical Beliefs and Questions regarding Curriculum and Materials (continued)

Pedagogical Beliefs	
Degener's' (2001) description	All curricular decisions would be based on the needs and interests of the students involved, and choices as to what would be studied, and how, would be made jointly by teachers and students. (Degener, 2001, p. 43)
	Teachers and administrators would spend time meeting with students and other community members, both formally and informally, to learn about the most important issues in learners' lives. Class activities and materials would initially be centered on those issues, perhaps, but not necessarily, in the form of generative themes (Freire, 1993; Shor, 1992). Gradually, as students became confident readers of their own world, curricular activities and materials would become more conceptual and academic. (Degener, 2001, p. 43)
	The curriculum would be transformative in that it would promote students' acquisition of the necessary strategies and skills to help them become social critics capable of making decisions that would affect their social, political, and economic realities (Giroux & McLaren, 1992). This would ultimately involve learning skills reflecting the dominant culture, but in learning these skills, students would understand why they should learn them (Freire & Macedo, 1987). For example, in learning to write a business letter, students would never be taught that this is simply another practical skill. Instead, letter writing would be seen as a mainstream writing skill that is important to master in order to negotiate with people or institutions using a discourse that they understand. Teachers would encourage students to write letters to people or agencies to try to address problems in their personal lives or their community. (Degener, 2001, pp. 43-45)

6.4.1   Responsibility and degree of autonomy in developing the curriculum

The curriculum for the foundation programmes is contained within the module or course descriptors (usually detailed in the PADs), from which lesson plans and curriculum activities and materials are developed. A number of the questions asked in this area aimed to tap into the perceived level of autonomy that tutors have in developing the curriculum, teaching materials and activities.

Most of the tutors, 23 (72%) believe that they are personally responsible for developing the curriculum, often within a team of colleagues. A few tutors were of the opinion that the Programme Leaders were responsible for curriculum development with input from the tutors.   For some of the programmes, the curriculum was more prescribed by external bodies than the locally approved generic foundation programmes and the tutors' comments reflected these influences.   For example:

- the relevant ITO prescribes the Unit Standards and/or assessments for the farming and forestry programmes;

- IELTS requirements and bands largely dictate the NorthTec English Language programme; and

- Taratahi Polytechnic, as a partner organisation with NorthTec, develops and moderates the farming curriculum for these foundation programmes.

A related question on the degree of autonomy that tutors have in developing and teaching the curriculum was in the use of mandated or prescribed materials. Fourteen (44%) of the tutors stated that they did not use mandated curriculum or materials. Of those that did perceive an element of prescription in the curriculum, these tutors commented that this was due to the requirements of standards prescribed by external bodies, namely, NZQA (Unit Standards) and ITOs (assessment standards). Some of the tutors commented that they saw the use Literacy and Numeracy for Adults Assessment Tool as being directed by TEC and therefore this tool was perceived as a mandated aspect of delivering the programme. A discussion of the development and purpose of this tool is presented in Chapter Two and section 6.7.3.

Both the policymakers'/influencers' and managers'/administrators' responses on where responsibility lies for developing the curriculum, reflected the opinion that tutors had a high degree of autonomy in developing the curriculum and reinforced the overall role of the Programme Leader has in facilitating this. There were some issues or concerns raised over the consequences of the high degree of autonomy that tutors have in developing the curriculum, such as the potential lack of consistency, relevance and structure.

> *There is a high degree of autonomy for tutors to develop the curriculum. I think it's too loose and I think there is a lack of consistency as a result of that. Part of me says that I want to retain the ability for tutors to adapt the programme to meet the needs of the students in the certification of skills, but for new staff coming on board etc., I think it is a real challenge and we need some structure. (Manager/administrator comment)*

As with the tutors, the managers/administrators noted the external requirements for curriculum development, including the requirements of TEC. They did, however, comment on the need for tutors to have sufficient flexibility and autonomy to meet

the differing needs of students. There was recognition that at the level of foundation programmes this flexibility can be problematic and compromised.

> *You have all the autonomy as an academic with all the academic freedom you need to be creative and you have no autonomy because the Level One and Two Unit Standards says you have got to scratch your nose and cough at the same time this many times a day. You can take one particular view that we are so standardised, qualification based, [with an] over industrialised learning system that we eradicate creativity and enjoyment out of the system itself making us all academic drones that just wobble through our duties. (Manager/administrator comment)*

In summary, unlike the programme structure of the foundation programmes which is defined in the PADs approved by Academic Boards/QAB's, the onus of responsibility for developing the teaching curriculum for locally developed programmes is largely seen as lying with the tutors, with support and direction from their Programme Leaders. The degree of autonomy that tutors have was seen by some as problematic in terms of the more functional aspects of delivery such as clarity of assessment and moderation regimes. From my experience as an academic manager, the issue of the degree of academic freedom for tutors to design and contextualise the curriculum, within prescribed programme accreditation and approval criteria and NZQF assessment standards for national qualifications, is not specific to foundation education. Rather, this issue pervades every level of programmes and qualifications delivered by ITPs. As discussed in Chapter Three, successive neo-liberal reforms have re-engineered the funding and governance structures of both the New Zealand and Australian tertiary education environment which has impacted detrimentally on the concepts of academic freedom and institutional autonomy (Andrews, 2010; Zepke, 2012). I also recognise that tensions exist between meeting the objectives within a largely prescribed programme structure and delivering a curriculum that requires a great deal of creativity and contextualisation in order to meet individual student needs. The responses, in terms of managing these tensions, reflects a degree of critical pedagogical thought by both the tutors and managers/administrators in this area.

6.4.2 How foundation education tutors receive the curriculum and their input into changing the curriculum

Tutors were asked how they received the curriculum for their foundation programmes and courses and Table 6.26 illustrates the different ways that this

happens. The most used method of receiving the curriculum noted by 17 (53%) of the tutors, was through another tutor or within their team of tutors. Only eight (25%) tutors use the PAD or course descriptors (which are contained within the PAD and are the officially approved curriculum documentation) and only four (13%) of the tutors use the NorthTec intranet to access electronic copies of the curriculum for each course in their programme area. As part of the documentation collection phase of the research, I searched each programme area's intranet site and it was only the generic foundation programmes that fully housed their curriculum materials electronically on their site.

Table 6.26
Foundation Education Tutors: How Tutors Receive the Curriculum

Methods	Frequency of individual tutor responses	Percentage of individual tutor responses
From another tutor or from the team of tutors	17	53
Through the Programme Approval Documents	8	25
Developed material themselves	5	16
On the NorthTec portal (intranet)	4	13
Use Unit Standards	3	9
Did not receive any curriculum	3	9

Note. A number of tutors reported more than one method of receiving the curriculum

Although the sharing of curriculum between tutors could be seen in a positive light as evidence of collegial and team support, there may be issues with consistency of delivery across the various intakes and delivery sites. Section 6.7 notes a perception of issues with consistency of assessment. The use of curriculum materials (and associated assessments) developed by one tutor and expanded on by others without submitting these changes through the official major or minor change process may be a contributing factor for this perceived lack of consistency. One tutor commented how they perceive the demographics of their students in their Far North site as different to that of the main campus at Whāngārei so contextualised curriculum is needed for these cohorts. This tutor also commented that the some of the 'official' courses were not well developed or even available.

> *I spoke to [the Programme Leader] about how the demographics are very different up here. There may be some differences but they are very powerful. They're trying to deliver a Whangarei course to a Kaitaia student. It doesn't work. So we had a topsy-turvy first term, where the students weren't getting a structured numeracy/literacy programme or a structured essential skills programme. So I would come in and I wouldn't have any content given to me to say 'right. This is the topic for two days.' So I would teach them things I had learnt in sales and marketing, in business, about motivating themselves. To me that was fine. That's more value to me then teaching them how to write on a piece of paper, you know 'the cat sat on the mat.' They learnt memory techniques, they learnt motivation techniques; they learnt time management. That was the first term. (Tutor comment)*

Three (9%) of the tutors use the Unit Standards associated with their programme as curriculum or course outlines. This should be of concern as Unit Standards are not meant to represent curriculum, but are the assessment standards for learning outcomes or elements of each course. It should also be of concern that three (9%) of the tutors had not received any curriculum materials. One tutor reported that when they started in their teaching role they were given some handwritten notes, although this tutor also commented that they did have access to the PAD which was a source of guidance in developing their teaching materials. Tutors were asked how changes to the curriculum are made and their responses are summarised in Table 6.27.

Tutors were asked whether students, tutors or managers have any influence to change/amend selected aspects of the programme using a display card. Table 6.28 presents the results of the analysis for this question. Table 6.29 provides a summary of the main findings alongside relevant commentary. Not surprisingly, the tutors' perception was that the students have less ability to change or amend most aspects of the programmes than the tutors or managers.

In terms of Degener's framework, tutors' perceptions of students' ability to change or amend the programme or course are quite strong in the areas of evaluation and teaching activities. Yet, overall it would be fair to say that, as the curriculum is externally planned, students' influence in changing the programme and/or course structure is minimal and lies more towards the somewhat non-critical description of Degener's continuum. An area for future research could be to investigate students' perceptions of their ability to influence aspects of programme development and

delivery and how this influence manifests in the communications they have with their tutors.

Table 6.27
Summary of how Changes to the Curriculum are Made

Themes	Analysis	Relevant Excerpts from Interviews
Minor changes	Nineteen (59%) of the tutors make the changes themselves or through their team of tutors. These are mostly minor changes.	
Through Manager	Nine (28%) of the tutors send the changes through to their Programme Leader to put the changes through the formal approval process as outlined in the QMS.	
Adapt curriculum	Two tutors commented that they don't make changes per se, but adapt the curriculum to suit the particular group of students. Regional differences amongst groups of students were noted.	*I don't so much change it [the curriculum]. I adapt it to suit that group of students because a group of students in Moerewa would be different from a group of students who are in Kaeo, so whatever works. (Tutor comment)*
Criticisms of process	One manager commented on the cumbersome approval process for making changes to the curriculum and the difficulties this causes. The following quote exemplifies the approval process for changing the curriculum and the challenges that the formal change process holds.	*Well first of all it is too slow a process and too cumbersome. So those are two issues for me because the amount of hoops you have to jump through to get through what I would consider an insignificant change (they are changes to tweak the course in one way or another, for example we're teaching algebra in this way but we'll just like to slightly change it and teach it this way). The teachers would do the detailed work, they'd pass it on to the Programme Leader, and the Programme Leader would make a case for the change. So we have this definition for changing courses in the quality management system for a minor change or major change. A minor change still has to go through Academic Board. They also have to be signed off as part of a signing loop. So finance has to sign off any changes. I have to sign any changes and the Chief Executive has to sign any changes and then it has to go through any external processes. For minor changes they don't usually go through external processes. Then for major changes, let's say I want to add a statistics module into our foundation course. That's a major change because I'm adding something that wasn't previously there. It probably wouldn't take that long to get it approved but it has to go through a whole load of things externally. I think part of the problem is sometimes they define the courses too tightly so there is no room to manoeuvre at all and you are almost forced into a curriculum that you may not substantially agree with or they are too loose and you are left with anything goes. (Tutor comment)*

Table 6.28

Foundation Education Tutors: Perception of Students', Tutors' and/or Managers' Ability to Change/Amend Aspects of the Programme

Programme Aspect	Students' ability to change		Tutors' ability to change		Managers' ability to change	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
The objectives of the programme	7	30	21	80	25	90
Classes offered	9	38	14	54	24	92
Location and time of classes	3	13	19	73	22	85
Number of classes offered	2	8	13	50	24	92
Special occasions to be celebrated	13	54	23	88	11	42
Teaching resources	8	33	25	90	13	50
Teaching activities	13	54	26	100	9	35
Use of funds	4	16	8	31	25	90
Assessment of students	7	30	25	90	15	58
Evaluation of the programme	15	62	20	77	22	85
Tutor/staff hiring	-	-	10	42	25	90
The on-going consultation process	6	25	18	69	22	85
The on-going development of the programme	10	42	22	85	23	88
Total tutors responding to question area	24	75	26	81	26	81

Note. The total number of tutors interviewed was 32. In terms of those that did not comment on this question:
- Eight tutors felt unable to comment on students' ability to change or amend the programme.
- Six tutors felt to new in the role to comment on their ability to change or amend the programme.
- Six tutors felt unable to comment on the managers' ability to change or amend the programme.

Table 6.29

Summary of Themes: Perception of Students', Tutors' and/or Managers' Ability to
Change/Amend Aspects of the Programme – Foundation Education Tutors

Themes	Description	Commentary
Main areas that students were believed to have an influence in changing or amending the programme	Evaluation of the programme	This occurs informally through direct feedback to tutors and formally through student evaluations and surveys. Section 6.7 discusses the assessment and evaluation processes for the foundation programmes.
	Teaching activities	This finding aligns with the responses from the tutors on the extent that they change or amend either their teaching activities or materials in response to students' requests (see section 6.4.4).
	Special occasions to be celebrated	Many of the tutors commented on how they engaged their students in celebrations of success within their cohorts. These were often special meals, trips or games involving the whole cohort.
Areas that students are able to influence the programme in terms of 'higher' critical pedagogy	On-going development	Ten (42%) of the tutors that responded to this question, felt that students had an input into the on-going development of the programme
	Objectives	Seven (30%) of the tutors felt that students had the ability to influence the objectives of the programme.
	Assessment	Seven (30%) of the tutors felt that students had the ability to influence the assessment regime.
Main areas that tutors had an influence in changing or amending the programme were	Teaching activities	This was not a surprising finding given the more internal locus of control that tutors have to deliver within their classrooms.
	Teaching resources	Again tutors would have a high degree of autonomy in choosing the resources available to them to use within their delivery of the curriculum.
	Assessment of students	This is a primary area of tutor responsibility and thus an area where tutors ability to amend or adjust assessment tools or processes would be high.
Main areas that tutors believed that managers had the strongest ability to influence in changing of amending the programme	Use of funds and tutor/staff hiring	This would be within the mandate of the senior managers' delegations for budgetary authority and decision-making on the use of allocated finances and budgets.
	The objectives of the programme	Most managers/leaders of programme areas have a significant input into the development and approval process for individual foundation programmes and thus have an influence on negotiating the objectives of the programme within the PAD and at NorthTec's Academic Board.
	The determination of the number, location and time of classes offered	This influence would be manifest in managers of programme areas' responsibilities for allocating resources and timetables for the delivery of programmes and courses.

6.4.3 Extent to which students' influence and guide the delivery of the curriculum; extent to which they are self-directed, act as role models and are involved in action in the community

Section 6.3 revealed that the nature of the programmes is largely prescribed from top down and students have little or no involvement in their development. This section explores the extent to which foundation students influence and guide the actual delivery of the curriculum and other related questions, largely from the perspective of the tutors. The questions asked in this area included: whether students were involved in developing or changing the curriculum (see Table 6.30); the extent to which students' issues guide what the class does; the extent to which students take charge of their own learning; whether stronger students ever act as teachers/role models for the not so strong students; and whether graduated students were ever asked back to teach or work with current students. This section also examines the extent to which students are involved in action in the community. In exploring on how students may influence the curriculum, tutors were asked if they incorporated either teaching materials or activities on the request or suggestion of their students. Display cards were used to prompt tutors for various activities or materials and a summary of the findings are contained in Table 6.24 and Table 6.25.

With regard to teaching activities or materials used, 13 (41%) of the tutors said that they had not used either activities or materials at the request or suggestion of students. A number of these tutors commented that the curriculum was pretty much prescribed and a number commented that their students were not yet confident in making requests.

> *My students are too new to education. No, they don't ask for changes. I mean I keep asking them and like I get them to do posters and things like that which might seem a bit childish but they seem to enjoy it. There at that level [that they are too new] (Tutor comment)*

Activity-based learning and the internet were the strongest requests for inclusion in the lessons, while lectures were the least frequently requested activities. This is in line with comments made by tutors for a student preference in activity-based and project-based learning. The requests for the use of the internet is not surprising considering that many of the younger students would be digital natives (if they had access to computers, that is) and NorthTec's encouragement for the adoption of learning technologies (where resources are available).

Table 6.30

Student Involvement in Modifying Curriculum to Suit their Needs

Themes	Analysis	Relevant Excerpts from Interviews
No involvement	Most tutors or 15 (47%) said that there was no involvement of students in these processes. There was some comment that with programmes such as My Start, the age and experiences of these young students require a more directed approach, at least within the first semester.	*I think the best time for student input, really should be left until the second semester because I think the students that are coming from school to this course really need to be just engaged in something and then they can decide whether that worked or not. If you do it at the beginning of the year, you're really asking people who are shooting from the hip, they are angry with education, its let them down. They're not happy; they have issues going on at home. There is all this sort of garbage. By the time you get to the second semester that's sort of been sifted out. (Tutor comment)*
Some involvement	Ten (32%) of tutors commented that students do modify or develop the curriculum through both formal (evaluations and student surveys) and as a result of non-formal feedback from students.	*I reflect on students' responses and their assessment outcomes, whether the curriculum has done what I needed it to do. I've just started last semester doing an evaluation where they get to write stuff about what they liked and what they didn't like. (Tutor comment)*
On-going involvement	Six (19%) tutors commented that they did involve students in developing and modifying the curriculum on an on-going basis.	*[I involve students] all the time. On the wall there we've got 10 commandments of the workplace, which were done up with the students and centres of what they would like to see or gain from doing things and what would they like to see more of. I have had this lot of students and they need more maths because they want to go into the next higher level automotive programmes, so I have to incorporate more numeracy into the daily teaching, because that is what they want. But they don't know exactly what it is that they need to learn, but they do know that they need more numeracy, so we do that. So they do have input into how we get to where we want. (Tutor comment)* *I've asked them and they've actually done a survey for me. I've asked them 'what do you want from the My Start programme? What do you want to achieve from it? What are your goals, what are your likes? What are your dislikes? What can you think of that may improve the programme? What will you benefit from it?' It's getting them involved in discussion. (Tutor comment)*

Table 6.31

Foundation Education Tutors: Teaching Activities used at the Request of Students

Teaching activities	Frequency of individual tutor responses	Percentage of individual tutor responses
Tests	5	16
Journal writing	5	16
Using the internet	12	38
Discussions	12	38
Activity-based learning	14	44
Art based activities	5	16
Lectures	3	9
Small group work	11	34

Table 6.32

Foundation Education Tutors: Teaching Materials used at the Request of Students

Teaching materials	Frequency of individual tutor responses	Percentage of individual tutor responses
Newspapers/Magazines	10	32
Student Journals/Diaries	7	22
Workbooks	4	13
Books for adult learners	5	16
Fiction novels	3	9
Professional books or journals	5	16
Text-books	4	13
Computer based learning programmes	7	22
Internet	13	41
Other activities or materials identified by tutors	Songs; role plays; external visits; games; in-class exercises; field work; and experiential learning.	

Table 6.31 summarises the responses from the questions exploring opportunities for students' to influence the class including:

- Opinions of how influential students are in guiding what happens in class and whether they let students' out-of-class issues and needs guide the direction of the class;

- The extent that students take charge of their own learning. The tutors were asked if the students they work with were capable of taking charge of their own learning if the tutor needed to step out of the class;

- whether tutors enabled the 'stronger' students to guide others within the same cohort; and

- whether tutors had asked students who had graduated from their programmes to come back to either talk or be involved in the programme.

A final question in this area was whether their students' classwork/discussions of students' issues or problems in the Northland community ever led to action out in the community, for example, writing letters or organising meetings. Eighteen (56%) of the tutors commented that this had not happened or not happened as yet. One tutor commented that they did not see this type of activity or community involvement as part of their role as an educator. This position would be seen within Degener's analytical framework as lying towards the non-critical end of the continuum of critical pedagogy.

> *That's up to them as individuals, if they want, if they notice something and want to become actively involved in some issue then certainly that's up to them as individuals. I don't think it's my place as an educator to influence anybody. (Tutor comment)*

Twelve (38%) of the tutors commented that they had supported or encountered situations whereby the students had become involved in the local community. Table 6.34 provides examples of such involvement. Two (6%) of the tutors felt they were too new in this role to be able to comment in this area.

Table 6.33

Summary of the Degree that Students': Influence and Guide the Delivery of the Curriculum; Take Charge of Their Learning; and Use Stronger and Graduated Students

Themes	Analysis	Relevant Excerpts from Interviews
Very Influential	Only one tutor commented that they felt it was very important that students are influential in driving the direction of the class and this was an aspect of the pedagogical approach that they had adopted.	*That's really important [that students' issues can direct the class]. Because with my bi-cultural pedagogy, if I'm talking about things that are Māori and then this is my understanding of it from a Pakeha woman's perspective, the Māori will take it up almost as a challenge and talk about this. So I would encourage them to talk about their stories and knowledge. And it is a wonderful way of validating their learning and experiences. And I've seen huge growth and have enhanced opportunities in doing it that way. And sometimes they will come up with their own things. (Tutor comment)*
Somewhat influential	Seventeen (53%) of the tutors commented that students' issues somewhat influence the direction of the class, depending on the issues and the dynamics of different cohorts. Tutors commented that students guide the delivery through their responding to the students' discussions, sharing of experiences and adapting relevant teaching activities to the context of the students' needs.	*On a day-to-day basis students are fairly influential. Having said that, I don't allow myself to be horribly side-tracked. So while I will listen to what they say and go off when it's appropriate, I don't let them take over my class. (Tutor comment)* *Now that is quite tricky one because there is a difference between pastoral care which I don't allow in the classroom because there will be emotional issues and all sorts of baggage. There will be social issues that I am happy to use as a context for learning. (Tutor comment)*
Not very influential	Fourteen (44%) commented that students are 'not really' influential in guiding the direction of the class and that they prefer that students personal issues are dealt with outside of class within a pastoral care type of environment.	*I don't let individual students' issues drive the direction of the class but I take it on board. (Tutor comment)* *I try not to. I sort of don't have grey areas. It seems to work for me. It is either yes or no, if I let someone get away with something, the others see it as that being ok and will push that boundary. (Tutor comment)* *As in conflicts and things like that, I try very hard not to. That's where different tutors have different boundaries, so the students find that a bit confusing and end up playing different tutors off against each other a little bit. It should be more of a professional approach in one way or another. But I think outside issues will never affect all of them, only perhaps one to four of the students. (Tutor comment)*

Table 6.33

Summary of the Degree that Students': Influence and Guide the Delivery of the Curriculum; Take Charge of Their Learning; and Use Stronger and Graduated Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
All students take charge of their learning	Twelve (38%) of the tutors said that all of their students could take charge of their learning with three (9%) tutors saying that most of their students could.	*They do actually [take charge of their own learning]. Because I'll say to them, "I've got to go to my office; I'll be back in 5 minutes." And in a classroom in school you would never do it, because it would be anarchy. I'll go to my office and come back and you'll hear the tools still going and the hacksaws still going. You might get the odd one goating around, but that's life. (Tutor comment)*
	One tutor commented that by the action of the tutor stepping out-of-class, the students were provided with an opportunity to bond as a group and this tutor saw this as part of the learning process.	*Some of them do really well especially if its computer based. Some don't manage it well. They just end up on Facebook or just doing their own thing but most of them really enjoy chatting with each other. They enjoy that forming a family thing which I encourage. I think that it's really good that all get to know each other more and more so they can support each other. You know they can just feel and trust the situation that they are in. I think it's good for a tutor to step out, to not be there all the time. Step out and just let them find their own level. (Tutor comment)*
Some students take charge of their learning	Seventeen (53%) of the tutors commented that sometimes some of the students could take charge of their learning if they had to step outside of their class but most were not quite there yet. They commented that that this was the case particularly with the younger students, mostly due to their level of maturity.	*If I set them something the older guys will. The younger guys (there are three that I have to sit by all the time) they will for a time, but anything, anything, will take their focus off what they are supposed to be doing. I'm talking about 16 and 17 year olds. I stop and take a deep breath and I try not to let them fluster me but sometimes when all that's happening I'm fortunate that I can take a bit of time out and I can go and see [name of Programme Leader withheld] and he will give direction. (Tutor comment)*
		Not quite yet. I've only had them for seven weeks. It takes a little bit longer. They are getting better because they are in the routine, they are turning up, and they are doing their work. They are enjoying it a little bit more because they know the boundaries now. But if I do have to step out for five minutes it is like 'Woo-hoo cool. Let's go and talk to so and so across there and run around the classroom and be an idiot for 5 minutes.' (Tutor comment)

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Table 6.33

Summary of the Degree that Students': Influence and Guide the Delivery of the Curriculum; Take Charge of Their Learning; and Use Stronger and Graduated Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Extent that students take charge of their learning (continued)	The managers/administrators and policymakers/influencers comments in this area were, on one level, very supportive of the tutors giving their students opportunities to become more self-directed and many stated this as being the purpose of foundation programmes. On another level, there was recognition that that a high degree of supervision and a need for time for skills to develop is required at the level of foundation programmes.	*Being capable [of being self-directed] and whether they do is another matter. I think as they go through the course there is that awareness that probably grows and it gets better but I think the whole point of foundation education is almost that caricature of holding the hand of the student until they feel safe to let go. Of course it's quite patronising as well, but it's also supportive. (Manager/administrator comment)* *Well, they're like school leavers. Look, there's a whole heap of literature around this because I did it in this Master's stuff. It's about moving people from that really quite directed learning to self-directed and that's a journey. See, the thing is when they come to Unit One we make provision for that. So I've got to move those school leavers. They're probably the ones that are worst because they're used to teachers just nagging them about things and making sure they get things in on time because teachers are all worried about their NCEA results so they tend to be proactive with the students, whereas I'm teaching them that it is their responsibility and I'm here to help but ultimately they've got to become self-directed. It's a journey. It doesn't happen in the first semester. It starts off quite, really supportive, following up on everything and then you expect them to be self-directed by the second year. It's a skill. People can't suddenly click into it. It's prior experience again. (Manager/administrator comment)* *Are students self-directed? No, not when they come in, definitely not. That's one of the biggest problems for students, and that's partly why they are there, because they are not self-directed learners and because it takes a long time. And when they discover their passion often they become self-directed learners. Self-direction does partly have to do with maturity but also with finding your passion. (Policymaker/influencer comment)*
Use of stronger students	Nineteen (59%) of the tutors commented that they definitely use this approach and that within their cohorts the stronger students act as trainers, role-models and/or mentors for the other students.	*Yes [I do use stronger students] as kind of a trainer. I was mentioning to one of the tutors who was fascinated by the retention it [my course] has achieved. In foundation I have found that the mothers that have come back are really powerful and I had 100% retention. They helped each other through. (Tutor comment)*

Table 6.33

Summary of the Degree that Students': Influence and Guide the Delivery of the Curriculum; Take Charge of Their Learning; and Use Stronger and Graduated Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Use of stronger students (continued)	One tutor provided an example of how this dynamic worked in operation, which reveals an intimate portrayal of supporting a 'stronger' student to take on responsibilities that they may have felt they were not capable of and the learning process that took place from this instance.	*A good example is when we went away on a camp. At the start two students were playing up in the classroom and I cautioned them as to my rules and regulations and [the senior tutor] said 'you can't come because your behaviour is so bad.' They accepted that they couldn't come. They were swearing in the class. They weren't turning up. They were supposed to be wearing shoes and they weren't wearing shoes. We still kept them on board, unfortunately they weren't coming to the camp and they knew the reasons why. One of the other students said no, that's not fair, we all go; we all stick together as a team. I thought oh I like that. That's fantastic that you are sticking up for your whanau. So I said ok, I pulled her aside and I said listen, this is what we are going to do. I appreciate that you have stand up for your friend, your peers. I am going to give you the responsibility of them, with my back up, of course, and you are going to be responsible for their actions and all their outcomes during that night at the Marae. If you want to stand up and take responsibility you tell me if you want that or not? And she said yeah I'm happy to do that. When we got down to the Marae, they played up, they swore, they keep everyone awake, all the [other]students hated that they were really disruptive, they were not doing anything. This girl comes back and really understood why they shouldn't have gone after that. I spoke to her again and said ' listen you did a great thing by standing up for them but now you realise that sometimes it's a lot harder to make them change in a short time. They might change in twelve months' time and that's the goal.' So she was a leader. I gave her the opportunity to lead and take responsibility and learn from that, now she realises that. (Tutor comment)*

Table 6.33

Summary of the Degree that Students': Influence and Guide the Delivery of the Curriculum; Take Charge of Their Learning; and Use Stronger and Graduated Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Use of stronger students (continued)	Five (16%) of the tutors commented that occasionally or sometimes use 'stronger' students to guide others. These tutors were cautious of this dynamic and were conscious of the fact that they would never 'over use' this relationship.	*When I put them in empowered group work I do pay attention to who are going to be together in terms of ability and so on but I am also aware that I don't want stronger students' helping to doing the other students work too. So sometimes you may have a bunch of stronger students put together, some stronger students who want to teach other students may only be talking to them and other students can just shrink into themselves. So you just have to base it on student personality. (Tutor comment)*
	Only one tutor commented that they would not use stronger students to guide other less strong students for the reason of their philosophy of bringing all the students together as a team. Seven (22%) of the tutors either felt they were too new in in role to comment on this question or had not encountered a situation where they consciously supported stronger students to support other students.	*We treat them like one group and if one thing goes wrong, the whole group has to sort it out, because we find you pull one out on his own and tries to deal with it, he fights back, but we deal with it as a whole group. (Tutor comment)*
Use of Graduated students	Only three (9%) of the tutors had engaged past students regularly to talk to new cohorts. This process encouraged and informed the students. Managers/administrators and policymakers/influencers, who commented in this area, were very positive about this process and saw it as mentoring and authenticating the experiences of the new cohort. Eighteen (56%) of tutors said that they had never brought in graduated students to address their new classes and five (16%) of the tutors said that this seldom happens but they had thought about this approach. Six (19%) of the tutors commented that they were too new in their roles to have had the opportunity to think about this possibility.	*I have asked previous students to talk about how they have felt about the programme at the beginning of the next semester. I think it was good. It seemed to be received well in the fact that I gave them a few pointers to talk about like how they felt when they came in, how they felt when they started, even in six month programme. Many people have some issues in life that is most likely the reason can stop them from attending. So I want them to sort of address those issues and [for other students to] see how they felt. It is a milestone in the semester. (Tutor comment)*

Table 6.34
Examples of Student Involvement in Local Community

Examples
Students who are aiming to bridge into nursing often complete projects on topical health related issues, such as the effects of smoking. Occasionally, under the guidance of the tutors, the 'better' projects had been sent to influential people in the community (such as local politicians) for informative purposes. English language students often provide support in local migrant communities such as the local Settlement Support group. Some students became involved in a local beach clean-up. Some students spoke at the regional Youth Forum held in Whāngārei and/or were involved in the Ara Taiohi Youth Week held annually throughout New Zealand. Forestry students had worked in the local community to clean up land sections and fell trees. Construction students had done some project work on local Marae and churches. One student became involved in the community to address local community issues and involved members of their class in this initiative. *There is one student who lives up in Moerewa and they've been having trouble with the school and the freezing works. I think they call it street wars. Streets in the community were having like a community based family day. Each street was challenging the next street. To sort of get people's spirits up because of what's going on. And she's encouraged us to come along to that. I said I had things to do so I couldn't go but two of the other students who live in Kawakawa went. (Tutor comment)*

Managers/administrators and policymakers influencers were supportive to a degree of students' classwork evolving out into the community.

> *I think it's one way of actually reinforcing learning, for example, 'there's whales stranded on the beach, it's happening in a Northland community, can we wrap a lesson plan around it, can we do something about that?' (Manager/administrator comment)*
>
> *I think it would be useful. In the States they do a lot of community-based learning and I think it would be wonderful to do. They call it service learning where the students work out in the community more. Just about every university there has that. At this level, at foundation level, we don't so much. No, it's not something that happens, but if it is appropriate, it would be good. (Policymaker/influencer comment)*

In summary, given the largely prescribed nature of the curriculum within the foundation programmes, overall students have limited influence on the delivery of the curriculum in terms of the use of teaching materials and activities. However, feedback from formal and non-formal evaluation is used to modify and develop the courses. Also, the way that issues facing the students are addressed sometimes

guides what the class focuses on. Many of the tutors felt that their students were self-directed in their learning, but this was commented as being often a factor of the maturity of the students. A high number of tutors made use of 'stronger' students to guide and/or mentor other students in the same cohort, but rarely brought graduated students back to address new cohorts. Finally, most tutors do not actively encourage the use of their students' classwork or discussions to lead to action in the community.

All of these descriptions place the overall tutors' perceptions of the extent to which students guide and influence the delivery of the curriculum as being at the somewhat non-critical end of Degener's curriculum. However, there were some descriptions of approaches or activities which take on more of an enabling or critical philosophical approach to students' influence on the curriculum delivery and the related question areas within this section, which were to supported to a degree and in theory by a number of the managers/administrators and policymakers/influencers.

6.4.4 Preferred teaching activities by foundation education tutors and students

Tutors were asked to describe their favourite teaching activities and/or materials to use in class, as well as their opinions on aspects of delivery of the curriculum that they felt the students liked the most. It was hoped that an analysis of these two areas of questioning would reveal both the tutors' preferences for educational delivery and whether these aligned with their perception of what the foundation students preferred in terms of the delivery of the curriculum. Table 6.35 summarises and compares the tutors' perceptions of favourite teaching activities, for both themselves and their students.

By far the most favourite activity was that of practical teaching activities followed by interactive activities. With the exception of group work, there was a high degree of alignment between tutors' perceptions of favourite teaching activities for themselves and their students. Although, it must be noted that there exists a degree of bias within this area of questioning as the tutor was responding to their perceptions of the students' experiences. Perhaps an area for future research would be to examine actual foundation students' perceptions of their favourite activities.

Table 6.35

Foundation Education Tutors: Favourite Teaching Activities for Tutors and Students

Teaching Activities	Tutor responses describing their favourite activities		Tutor responses describing students favourite activities	
	Response	Percentage	Response	Percentage
Practical activities	15	47	18	56
Interactive activities	6	19	5	16
Group work	5	16	1	3
Chalk and talk	2	6	-	-
Discussion - feedback sessions and sharing experiences	2	6	2	6
Internet	-	-	2	6
Videos	1	3	-	-
Dependant on needs/dynamics of the students/cohort	1	3	3	6
Unable to comment (too new in role)	1	3	1	3

Note. Some tutors reported more than one favourite activities for themselves and their students

Tutors' descriptions of how both they and the students engaged in group work and/or interactive sessions were at times quite passionate.

> *They love the strands the most. The doing, the activities part. They love, they like that side of it. They get to be themselves more. When they have to come to numeracy/literacy, Essential Skills [course], I'm not happy with the way its run here in Kaitaia. Particularly in the classroom, you sit down, we've got to teach them how to write and read. You can hear them saying 'I left school for that [reason], what am I doing here?' (Tutor comment)*
>
> *I think they like activities but it has to be related back to something where they feel there is a learning progression. For example for learning styles, they can incorporate that into a piece of work that they are doing and see how their knowing about learning styles enables them in terms of capturing and recording day-to-day information. The activities help them to know where they are going next in the process. (Tutor comment)*

> *I like getting feedback, the feedback sessions from what I've taught them during the day. I like them to tell me whether they've got what I've taught them and whether it's of any use to them. If they didn't get it, do they need any more help on the topic that I'm teaching? I usually ask them if they've got any questions. I always ask them to come forward with anything that would help them. I'm there for them. I'm constantly telling them that. I can't read people's minds so sometimes [I say] "I need you to tell me if you got it or not because it's no good me giving you an assessment if you haven't got what I'm trying to teach you." (Tutor comment)*
>
> *I love providing material where they will pull out main idea and teach rest of the class. Small group work, teaching your peers is really powerful. (Tutor comment) Most of them tend to like to do hands-on things. In science in the last two weeks we've been up in the lab looking at blood and looking at cells. And they really love that and it's obviously related to what we are doing. So we are doing those hands-on things that they can't actually ever do outside of Polytechnic. They don't have access to microscopes outside Polytechnic so doing that sort of thing they found useful. (Tutor comment)*

Tutors were also asked to describe the extent of their use of small group work (as opposed to the lecture-style classes) within their delivery of the curriculum (see Table 6.36).

Table 6.36
Extent of Use of Group Work

Themes	Analysis	Relevant Excerpts from Interviews
All the time	Five (16%) of the tutors commented that their classes were already a small group and so small group work was the status quo. One tutor commented that it really depends on what you are doing.	*For forest gangs, it depends on what you are doing. If you are doing just little practices like pulling the saw apart and stuff you might just break them into groups of three. Sometimes it's good to have the whole class watch someone do it and then break into small groups. It just depends on what you are actually doing. (Tutor comment)*
Large proportion	Twenty (63%) of the tutors commented that small group work makes up a larger proportion of the delivery.	*I try probably at least to do fifty to seventy five percent of the tasks in small groups, especially with maths. I think it's really important because they struggle on their own a lot and they can learn off other people quite a bit. (Tutor comment)*
Not really	Seven (22%) of the tutors commented that they do not use small group work in the main. However, these tutors commented that they do get students to pair-up for certain activities to help each other.	

Given that only five (16%) of the tutors said that group work was one of their favourite activities and only one (3%) of tutors felt that this was an activity favoured by the students, yet 20 (63%) of the tutors commented that small group work makes up a larger proportion of the delivery. The dynamics around this analysis could perhaps be an area for future research. If the tutors are delivering in a manner that they enjoy, which conveys their passion and knowledge, and are using an approach within which the students can best relate, this should surely be viewed as a positive dynamic in the teaching and learning environment.

6.4.5   Dealing with diversity and different skill levels of students

Tutors were asked how they catered for the diversity of learners in their programmes and courses, and how tutors deal with different levels of skills e.g., numeracy and literacy. The tutors' responses indicated that dealing with diversity and different skill levels, while challenging, was par for the course in teaching foundation students. They employ a range of activities and processes as appropriate to individual student needs and sometimes group needs. Activities and processes for dealing with diversity and individual skill levels are provided in Table 6.37.

Many of the tutors gave examples of how they worked with the students to identify any special needs or learning challenges. There was comment that this process can be quite difficult and requires skills to deal with the students' needs both sensitively and respectfully.

I had a guy who I thought was just being lazy and not trying to do anything and I spent a lot of time with him but I didn't realise he had a hearing impediment. Nobody told me. He didn't even tell me. If he can't hear then obviously he's going to do what he thinks he's hearing. Or, if he's not able to hear, he's going to fail. Well, I've spoken to him and I've given him a few options and I'm just waiting for him to make a decision. I soon pick up who struggles with literacy and numeracy with the group within the first days. The way the course is structured is quite good and with the numbers that I'm teaching I do have time to spend a bit of time with the people who need a bit of extra attention to help them with their numeracy or literacy. (Tutor comment)

Table 6.37
Activities and Processes for Dealing with Diversity and Individual Skill Levels

Activity/Process	Description
Activities	• use of literacy resources, books and exercises that cater for different types of learners; • a variety of exercises and graded material; • use of literacy and numeracy teaching skills learnt from primary school teaching; • use of case studies; • use of voice recognition software, tape recorders and read/writers for those with dyslexia, hearing or sight difficulties or other learning challenges; • one-to-one work; • tutorials after class; and • assigning additional tasks.
Processes	• creating a safe and collaborative environment; • being culturally aware and engendering an environment which is respectful and informative of others cultures and ethnicities; • use of the interview process to identify student needs; • use of learning advisors and read/writers from the NorthTec Student Services area; • diagnosis and pre-assessment, this included identifying individual student needs at beginning of the course through range of exercises and early assessments; and • use of TEC mandated Literacy and Numeracy for Adults Assessment Tool to identify LLN needs.

As stated in Chapter Five, section 5.4.3, in terms of bi-cultural understanding for Māori students tutors many tutors noted of the importance of relating to Māori students with a degree of understanding of Te Reo Māori and Tikanga Māori. A number of tutors expressed a desire to increase their knowledge of Te Reo and Tikanga Māori for their students benefit. It should also be noted that all PADs require the formal endorsement of the NorthTec Māori Academic Committee which ensures that components of the programme and curriculum that may affect Māori are dealt with appropriately. However, as indicated in Table 6.10, only eight (25%) of the foundation tutors stated that they receive the curriculum through the PADs, which may create issues for their awareness any specific statements or guidelines on bi-cultural or multi-cultural pedagogy contained within these documents. One of the managers, who commented in this area, felt that there should not be any difference in approach to dealing with diversity and individual needs on foundation programmes than any other level or type of programme.

> *It should be the same across all of it. I mean, there shouldn't be any difference in catering for diversity in a foundation course as what there should be in a Masters course. (Manager/administrator comment)*

Another manager was more sympathetic to the potential challenges of foundation students.

> *When it becomes too spread out, if we've got high level learners and low level learners and a multitude in between and ethnic diversities it becomes very difficult for one tutor to manage all of that and deliver a really good programme as well. (Manager/administrator comment)*

One manager discussed the need for a model of support for foundation students that provided for the equivalent of the existing resources, available from NorthTec's Student Support services area, dedicated specifically for the needs of foundation students.

> *I am looking at a model where you don't just have a Programme Leader and tutors; you would have the equivalent to our students support (services area) specifically for them, because this team here is over loaded with everything else. You would have specific student support services for them; you would have pastoral care and mentors. You would have that whole environment for these students. I don't know how you'd ever fund it. But it is what would make the difference. It's not just about pedagogy and didactics; it's about making, giving these people a sense of belonging to a community that's about learning. (Manager/administrator comment)*

In summary, the challenges of dealing with diversity and individual differences are recognised as distinctive to foundation education by the tutors and a number of activities and processes were cited as ways to address these challenges. In the responses from the tutors, there was no comment that the challenges that their students face was in any way 'their fault,' and the descriptions provided in this area reflect a degree of somewhat critical pedagogical thinking.

6.4.6 Perceptions of curriculum areas that need change
Tutors were asked to give their opinions or awareness of any part of the curriculum or programme[87] that they thought was ineffective, or had heard was ineffective. They were also asked what they would change if they were completely in charge of designing the curriculum or programme. These questions were asked in order to explore the tutors' degree of critical thinking about their programmes and courses. There were several common themes that arose from the analysis of these two questions as presented in Table 6.38.

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[87] In my experience, often the terms programme and curriculum are used interchangeably by foundation tutors, with the programme being seen as the whole of the curriculum.

Table 6.38

Summary of Themes: Curriculum Areas that Need Changing

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Nothing needs changing	Sixteen (50%) of the tutors felt that nothing about the programme or curriculum needed changing. This can perhaps be considered a positive statement about ownership of the curriculum for the programmes that these tutors delivered.	*Nothing really needs changing, because we designed it. We have a lot of ownership of it. So I believe in it. I really believe in it. (Tutor comment)*
Theme Two: Resources	Eleven (34%) of the tutors commented that they needed more resources. These resources were not just physical resources such as overhead projectors or Smart-boards, but also teaching resources such as assessment materials. A number of tutors commented that they needed the time to develop their own teaching resources. This theme of a need for more resources came through in tutors' responses to other question areas within the interview process and is commented on within the relevant sections.	*I guess we need to make sure there is enough time for tutors to develop resources in their areas of excellence so that we can give our students the best possible service. (Tutor comment)*
Theme Three: The programme structure	Seven (22%) of the tutors commented on the need to re-think the structure of the delivery of the curriculum. For example, the generic foundation programme courses are delivered four days a week from 9 am to 3 pm each day. This schedule was considered to be hard on both the students and the tutors in terms of length and optimal learning. This comment also appeared in discussion on other issues around the programme structure.	*There's not much I want to whole scale change. I don't like the five hour day thing. I think that's too much for the students, it is a long day. That's only happened this semester and the reason for it is because we were all teaching in regional areas as well so we would be free for whole days to go and teach somewhere else. We used to have a morning class and an afternoon class and two Level Three intakes. I'd have Group A in the morning and Group B in the afternoon and then they'd swop so we'd have a three hour and a two hour [class]. (Tutor comment).*
Theme Four: More project/ activity-based learning	Six (19%) of the tutors commented that the curriculum needed to be less classroom and theory-based and more project or activity-based. This theme came through in other question areas.	*Just so much of it is so theory based, I think that a lot of these students, not all of them, but a good majority of them failed school. They are not at school because they couldn't sit down at a desk and listen and write all day long, for eight hours a day, so they failed school. Basically they are trying to recreate school again. (Tutor comment)* *I would make it more project-based so that students are working towards an outcome at the end. One of the suggestions I've already made is for the sports students to organise a mini Olympics or something, within the community. You know the hospitality students could look at creating a cookbook that could be sold or whatever. The business students could come up with a business plan for the cookbook. They need something more tangible. They need something they can see will have an outcome. At the moment that doesn't exist. (Tutor comment)*

Table 6.38

Summary of Themes: Curriculum Areas that Need Changing (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Five: Improved internal communication	Four (13%) of the tutors stated that they would like to see better communication within NorthTec, particularly between management and staff in terms of clarifying expectations and responsibilities.	
Outlying Comments	There were some outlying individual comments made by tutors on the need to address large class sizes and network with other providers. Some of the tutors commented on specific areas of the curriculum for particular programmes that they felt needed changing, these included: • Certificate in Foundation Studies (Level 3) and Certificate in Academic Studies (Level 4): for the academic skills course there is a need to remove the literature review from the NZQF Level Three programme as it is at too high a level for the students. • A number of tutors commented that the Business Administration course and the Data Analysis papers needed review for relevance. • My Start: need more construction type work; there is confusion on whether Unit Standards are included in the programme or not; and the hospitality/cookery strand content was considered too advanced for the students. • National Certificate in Farming Skills (Work Ready) Level 3 and Certificate in General Farm Skills (Level 3): There were cited issues regarding inconsistencies in the student guides and the assessments.	*Our student guides don't match the assessment. The question in the assessment doesn't relate to the guide. I couldn't answer it myself. There's a question there we were talking about quad loads and what have you and there's no way they could possibly figure it out in the assessment. They did not have the information required. (Tutor comment)*

Ten (63%) of the managers/administrators who responded to this question (some managers felt they could not comment as they did not know enough about the curriculum), commented on the need to review the programmes in general, including a strategic review.

> *I'd start again from the beginning. I would first define the philosophy and goals of what we are trying to do. I don't believe that is very well articulated here. Whether you buy into an education system that needs to have a philosophy and a goal or not I think in the current system of the practicalities and the pragmatic you have nothing to evaluate against if you have no goal, no sets of criteria that you have set and I think I don't just mean assessment criteria, I mean what's the point of what you are doing? What's the vision that you have in ten years that Northland would look like? (Manager/administrator comment)*

Others commented on the need to review the structure of the programme so that there could be: more options (in terms of greater options for courses, pathways and career development focus); flexibility of delivery; contextualisation of content; and tighter performance criteria to meet the needs of the students. Most of these comments revealed a philosophy for change which was student-centered and lying more towards the critical end of Degener's continuum.

> *I see the opportunity for quite a lot of input especially in learning development, waking up brains and giving the students workshops and activities, to start some in-depth thinking, some of those kinds of things in terms of learning development. I also think there is a great need for career education and by that I don't mean making the choice of where you're going and learning to write a CV. More about learning about the world of work, where there heading and in how many years' time, and integrating that so that's a combination of academic skills, career education and capability building all rolled in together. (Manager/administrator comment)*
>
> *To me it shouldn't be just 'this is a paper or a course you're going to do and here's your path line and this is what you do.' I think it should be an all-encompassing lifestyle for your six months or whatever it is and [recognise] that you have other things happening in the programme not just academic stuff, there should be social things; it should be like a learning community. (Manager/administrator comment)*
>
> *We need more understanding of what the needs [of the students] are to begin with, rather than just assuming them. And that would engage the other stakeholders, particularly the tutors or the programmes that the students are going into or targeted to go into. (Manager/administrator comment)*

A number also commented on the overuse of traditional classroom chalk-and-talk approaches where they should really be striving to use more interactive teaching methods and approaches. One manager commented on the errors or bias in grading assessments.

> *I think the tutors confuse the grading of assignments and the marking of assessments with positively reinforcing the students, so they are looking at how the student has grown and changed in their time studying on the foundation course and they give them a grade commensurate with that, not the piece of work that they are marking in front of them. An 'A' for effort kind of thing. (Manager/administrator comment)*

This theme was raised by other interviewees and is discussed further in section 6.7 within the analysis of responses on the assessment regime for the foundation programmes. One manager had concerns regarding the effectiveness of the My Start programme in meeting the complex needs of the young students while at the same time recognising that there was not enough information on the destination of the graduate students or whether the programme was achieving the valued outcomes set for it. Concerns about the quality of the My Start programme and the challenges of the students were another recurring thread in many areas of the thematic analysis.

Some of the policymakers/influencers who commented (most felt they could not comment as they were not familiar with the curriculum), were concerned about the level and quality of teaching in the sector and the use of approaches which adopted a deficit philosophy. The result of which was seen as a failure to engage the students. One policymaker was very passionate about the need for foundation education to start using individual or personal learning plans to demonstrate that they are taking a strength-based approach to individual learning (as opposed to a deficit-based approach). Another commented on a desired quality of excellent foundation educators as being to engage with students in such a way that they do not feel they are being 'taught' and that there was room for more tutors like these at NorthTec.

> *There are literally hundreds and hundreds of young children with huge potential in Northland that need some sort of foundation studies but I'm not sure that NorthTec or any Polytechnic is really giving them what they need because I firmly believe that whilst it's really important to teach your English and maths and everything else, it takes an absolutely superb tutor to be able to teach them in a way that it is not seen as learning. Because those kids have failed at school and they don't want to go back into what they see as a school system so there is not a lot who succeed in foundation. There needs to be, I believe, a way of teaching that they don't realise that they are learning but I don't believe that we've got a lot of tutors who are really good at that. Definitely some are. They are brilliant but they are hamstrung by the amount of money they are given to do it with. (Policymaker/influencer comment)*

Other comments centered on the need to review and restructure foundation programmes so that they are more suited to community and student learning needs. One policymaker commented that they saw foundation education as the 'Cinderella' of the education sector and that there was a need to raise the expectations of the communities about better outcomes for foundation students. Additionally, there was a perceived need for students to connect with their own outcomes or purpose for learning.

> *Teachers will provide education despite systems but the systems keep mitigating against the potential for that teacher to be successful with those individuals. You get political stuff and the personal frustrations and so on but ultimately a good teacher will be able to engage a young person effectively through relationships and trust building, and through being able to present material in a way that people find interesting. But unless the young person connects with the purpose of the learning where is it going to go? And often what happens is the learning is isolated from the purpose so the learning. We expect the young person to be able to connect all the bits of learning they get and to actually make sense of it to bring it together to turn it into something useful. (Policymaker/influencer comment)*

As with the managers'/administrators', the policymakers'/influencers' responses in this area revealed a philosophy for change which was student-centered as well as focusing on teacher development. The themes identified through the analysis lay more towards the critical end of Degener's continuum.

6.4.7   Programme area summary
Table 6.39 provides a summary of the findings for this programme area based on the concept of Degener's continuum of critical pedagogy.

Table 6.39

Programme Area Summary for Curriculum and Materials

Curriculum and materials	Highly critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Responsibility and degree of autonomy in developing the curriculum	Perception of high degree of autonomy in developing the curriculum	Tutors develop curriculum with programme leader and colleagues	Degree of prescription by NZQA, ITOs and other external bodies	
		Do not have or use mandated materials	Use of TEC mandated Literacy and Numeracy for Adults Assessment Tool	
How foundation education tutors receive the curriculum and their input into changing the curriculum	Do not receive curriculum but develop material themselves	Receive curriculum from another tutor or from the team of tutors	Receive curriculum through Programme Approval Documents or internal staff portal	Receive curriculum through Unit Standards
		Make changes themselves or through their team of tutors	Make changes through Programme Leader	Do not make changes
Extent to which students influence and guide the delivery of the curriculum; extent to which they are self-directed, act as role models and are involved in action in the community		Tutors actively involve students in developing and modifying curriculum on an on-going basis	Students modify or develop the curriculum through both formal (evaluations and student surveys) and as a result of non-formal feedback	No involvement of students
		Students are influential in driving the direction of the class	Students issues sometimes influence the directions of the class	Students are 'not really' influential in guiding the direction of the class
	Students are capable of taking charge of their own learning	Most students are capable of taking charge of their own learning	Most students are not capable of taking charge of their own learning	
	'Stronger' students guide others within the same cohort	Occasionally 'stronger' students guide others within the same cohort		
		Graduated students are invited to engage with new cohort	Occasionally graduated students are invited to engage with new cohort	Never involve graduated students to engage with new cohort

Table 6.39
Programme Area Summary for Curriculum and Materials (continued)

Curriculum and materials	Highly critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Extent to which students influence and guide the delivery of the curriculum; extent to which they are self-directed, act as role models and are involved in action in the community (continued)		Tutors had supported or encountered situations whereby the students had become involved in the local community		Students' classwork/ discussions of students issues/problems in the Northland community never lead to action in the community
Preferred teaching activities by foundation education tutors and students	Interactive and group activities	Practical activities	Chalk and talk, discussions	Chalk and talk
Dealing with diversity and different skill levels of students	Essential in delivering foundation programmes			
Perceptions of curriculum areas that need change	The programme structure	More project/activity-based learning	Resourcing	Nothing needs changing
		Improved internal communication		

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

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6.5   The student and tutor relationship

Degener notes that critical theorist's such as Paulo Freire, Donaldo Macedo, Colin Lankshear, and Peter McLaren postulate that social transformation is the ultimate goal of critical pedagogy. She argues that if this is so, then the relationship between students and teachers is central to creating an environment in which such social change becomes possible, and a dialogical relationship between students and teachers would be vital to achieve this.

Degener proposes that teachers who adopt a critical pedagogy see their role as a problem-poser, asking questions that would help students think more analytically about aspects of their lives that they may assume cannot be changed. Rather than imposing their own ideas on how to deal with such problems, they would listen to what different students have to say, acknowledge what students perceive to be the main issues, and pose questions designed to help students think critically about the situation and help them make decisions about what action to take.

Table 6.40 outlines Degener's (2001) levels of critical pedagogy and the kinds of beliefs held by educators regarding the student and tutor relationship. This table also presents the questions used to examine interviewees' presuppositions and beliefs for this programme area.

6.5.1   Description of the relationship foundation education tutors have with students

In terms of the rapport that tutors have with students, tutors were asked to describe: the relationship that they had with students; their role in their lives; what kind of rapport they have with students; the relationship they have with them out-of-class and whether they learnt from their students. Table 6.41 provides the themes for this question area, including the tutors' reflections on what they learn from their students.

The description of the relationship that tutors have with their students tends, overall, to lean towards the critical end of Degener's continuum with a strong dynamic of tutors learning from the students and close relationships formed, although often with professional boundaries.

Table 6.40

Pedagogical Beliefs and Questions regarding the Student and Tutor Relationship

Level of Pedagogy	Beliefs	Questions

Highly critical	• students are seen as teachers, teachers as learners;
	• teachers actively demonstrate their willingness to learn from students;
	• dialogue between students and teachers helps students to discover their voices;
	• teachers and students share control of and responsibility for the programme; and
	• teachers guide students toward taking action to solve problems.
		• a description of the relationship that tutors have with students including:
		  o their role in their lives;
		  o the kind of rapport they have with their students;
		  o their relationship with students out-of-class; and
		  o whether they learnt from their students.
		• a description of the managers/ administrators relationship with students and their perception of the tutor-student relationship;

Somewhat critical	• students are seen as teachers, teachers as learners; and • dialogue between students and teachers helps students to discover their voices.	• a summary of policymakers/influencers comments on the nature of tutor-student relationships; • the extent to which tutors share personal information about themselves with their students;
Somewhat non-critical	• classes are teacher directed, but teachers make an effort to tune into the life needs of students; • open communication between students and teachers is seen as very important; and • teachers ask students for input on the topics covered in class.	• common practices that occur when the student starts the programme and awareness of any other foundation education type of programmes that their students previously undertook; • whether time is made in class for students to discuss personal issues; • the degree that tutors intervene on behalf of students and how tutors deal with societal issues that impact on students;
Highly non-critical	• classes are teacher directed; and • teachers make no effort to learn about students or to modify instruction to meet student needs or interests.	• comments on any attendance rates and or issues relating to retention; • perception of foundation students' strengths and weaknesses and whether they thought students were 'good students'; • tutors relationship with the local community and local community input into the programme(s); and • Managers/administrators relationships with foundation education tutors.
Degener's (2001) description	Teachers and students would together negotiate the structure and curriculum of the class. Understanding that students need to see themselves as sharing power with the teacher, teachers would create a safe environment where students would feel free to express themselves. Teachers would not be authoritarian but rather willing to learn from their students, respecting their dreams and expectations (Freire, 1998). At the same time, teachers would not be permissive. Dialogue between teacher and students is not a "feel good" sort of thing but requires political analysis. The sharing of experiences would be framed within a social praxis that includes reflection and action. (Degener, 2001, pp. 46-47) Through dialogue, problem posing, and reflection (a form of praxis), students can come to a deeper understanding of the factors that contribute to their marginalization and the steps they might take to eliminate them. (Degener, 2001, p. 47)	

Table 6.41

Summary of Themes: Relationships Foundation Education Tutors have with Students

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Close relationship	Eighteen (56%) of the tutors described their relationship as close or very close. The relationship was described using adjectives such as 'friendly,' 'caring,' 'good rapport' and 'problem solver.' There was a clear recognition that the relationship has to be worked on and it is the first few weeks that sets the tone. There were also comments that this close or friendly approach does not work with everyone. Five (16%) of the tutors described their contact or relationship with students outside of class as 'close' or 'like a family.' There was some reference to the small size and intimate nature of local communities in Northland, potentially meaning that everyone knows everyone and there is a moral need for tutors to 'walk the talk' in all aspects of their lives.	*I'm very friendly with the students and I think I do have a good rapport with the students. When the students first come in it's a really scary thing and I'm not the autocratic, stand over kind of person. I get co-operation from the students just by being friendly and honest with them. (Tutor comment)* *I'm a firm believer that it's all about relationships, because if you don't know your learners, you can't relate to them, and you can't expect them to learn anything from you. I can stand up in front of a class and regurgitate information but unless there is the connection and the willingness and a working relationship, I don't think it will really hit the mark with one hundred percent; you are always going to fall short. You can't please everyone all of the time, but if you actually take time to get to know your students and find out where they come from, who they are and what's going on you kind of want to work for each other. (Tutor comment)* *My relationship with the students extends past the four walls of the classroom. They can come to my house, spend some time there. They are freely allowed to visit me whenever they need to. They are allowed to come if they need emergency help if they require. (Tutor comment)* *I will see students out in the community and its like 'How is it going?' I am their tutor but I'm their friend as well, and I'll say to them, 'what are you up to?' 'Oh, not much.' but I have made it so they can say what they want. (Tutor comment)*
Theme Two: Friendly with boundaries	Nine (28%) of the tutors described their relationship with students as approachable and having a good rapport or being a 'friendly leader' but with boundaries such as: - not encouraging involvement out of the class; - not sharing personal contact numbers, such as mobile phone numbers; and - refraining from sharing too much personal information with students.	*I try to be approachable. However, I am a tutor that doesn't let them have my personal mobile phone number. I am really clear about the boundaries and I think that I try to instil the idea that I am here to be their friend, but mostly I am here to help them get where they need to go, so it's not the friendship side of the relationship that comes first, it's the tutor relationship that's first. Hopefully I am approachable enough for them to come to me and tell me stuff if they want to, but I am not going to sit down and have my lunch with them every day. (Tutor comment)*

Table 6.41

Summary of Themes: Relationships Foundation Education Tutors have with Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Two: Friendly with boundaries (continued)	21 (66%) of the tutors state that they do not have contact with students out-of-class. However, many of the tutors stated that they are available to students through texting, email and/or they are available during work hours on campus. Four (13%) of tutors stated that there was some contact or support for students out-of-class, but these tutors kept this contact within professional boundaries.	*Whilst I do not have relationship with them outside class, I make myself contactable and I am happy to relate to them as adults in a situation where we are collaborating, like if they are talking about 'sorry I am late because my kid was sick,' I would say yeah mine was too. It's all going around, that sort of thing. Sometimes I get students come in and have this vision of what a teacher is and we have had jokes about this that somebody flips the switch and as a teacher your turn off and go inactive till the students come in again, you don't have to. We have a lot of discussion about the fact that if you go on with your education, you meet different personalities, different teaching styles as well as having your own learning style. That you have to accommodate peoples' different teaching styles, personality types and that is the part of adult education. (Tutor comment)* *I have been burned a few times because I had students who got arrested and then they gave the cops my number to go and pick them up from jail and stuff like that, which I now know not to do. I do go out of my way, within work hours, to help them outside of class hours if they need extra tutelage or if they need to get to the counsellor. Things like that I definitely do. I no longer go and spend my weekends trying to sort stuff out for students. They need to at some stage in their life to learn how to do it themselves. I will help them go and organise a WINZS appointment, help them fill out forms and things like that that don't necessarily have things to do with the class. But if they need that and they need the help to do it and they don't have any other support I will do it. (Tutor comment)*
Theme Three: Professional relationship only	Three (9%) of the tutors described their relationship as mainly or only professional. These tutors refrained from getting too personal at the risk of 'breaking down barriers.' Also, within the My Start programme the tutor of the core Essential Skills course was delegated responsibility for pastoral care of the students. This delegation had a potentially detrimental impact on some of the tutors within this particular programme on how they viewed their responsibilities to these students.	*I try and keep it strictly professional. I don't have too much to do with their outside lives. I am not too sure what goes on with their family. I think I might get too involved in whatever is going on. I can tell that there is something wrong with a student when they come in. I used to ask questions but I haven't been lately. I probably need to with this group, but I have been distancing myself from going down that avenue. I felt that it was the Essential Tutors role to do more of the pastoral care. (Tutor comment)*

Table 6.41

Summary of Themes: Relationships Foundation Education Tutors have with Students (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Four: Treat students as adults	Two (6%) of the tutors commented that they treat students as adults and see their role as a mentor.	
Tutors learning from students	A related question in this area was whether the tutors felt that they had learnt from the students. All of the tutors felt that they were learning from their students 'all the time' and 'every day.' This question drew a strong response from the tutors. Some of the tutors gave specific examples of their learning from the students and much of this response centered on understanding their students' life circumstances and challenges.	*I learn all the time from students, just their knowledge and experience. Some things I'd rather not learn, (Tutor comment)* *Everything, massively. The cultural environment, the realities of tertiary study for some socio-economic groups and how challenging that is. And I think also the perception of the barriers to their learning. (Tutor comment)* *Oh heaps. That is the beauty of foundation studies. We are all learning. There are heaps of different attitudes, life views, understanding of people's circumstances, but also just seeing people in terms of their own development and so on. (Tutor comment)* *I've learnt heaps about students. I've learnt about resilience from some of them. I've learnt from a particular young man, who failed at school, but at some stage, it was time for him to learn how to read. He taught himself how to read! Amazing thing, you know? I've learnt about some of their priorities, their incredible resilience that some of them have, but they still can't make it. Like we had a young man last year, he didn't get a qualification, but he came on and off enough times to pass my course. But it's really difficult for some people, their lives are just horrendous. (Tutor comment)* *I think it's important that we learn from our students as much as they learn from us. I'll give an example, we went for a run to the end of Whareora Road, and there is a bridge there that's covered in tagging where the track comes out there and we were waiting for some of the slower runners and two of the boys in the front were reading tags, I said, 'That's all mumbo jumbo to me, I cannot read a single word, it just looks like scribble.' They said, no, no, come on, I'll show you." They go through and show me there's this says this and see the accent's on this. I had a twenty minute lesson on tagging and what it actually means and what the culture is behind it. For them it actually means something that's part of their culture and who they are. It's not just graffiti for the sake of graffiti, which is quite cool. There are things like that you don't know about. (Tutor comment)* *I think that the most important things I've learned from all the teaching jobs I've ever had is that you should never make assumptions and that you should never under estimate anybody because people have all these amazing lives and amazing skills and it has really made me think about what people can do rather than what they cannot do. I have got this woman who is really struggling with IT, but she has four kids at home and she is only 24 and I'm like 'if you can do that then there must be skills in that that you can apply to this.' So I talk to them a lot about what they can already do and how that translates. I'm sure they think I'm insane half the time because I come up with these crazy stories. But I really try to help them make links between what they do outside and what they can do to use that transferability thing to help them in class. (Tutor comment)*

6.5.2 Description of managers'/administrators' relationship with students and managers'/administrators' and policymakers'/influencers' perceptions of the tutor-student relationship

Managers/administrators and policymakers/influencers were asked to comment on any relationship they had with students and their opinions about the nature of the tutor-student relationship (see Table 6.42). Not all managers/administrators had direct contact with students and only one policymaker/influencer had contact with students through student associations. Those managers/administrators who did have contact with students dealt with them through the service areas that they had responsibilities for, such as student enrolment, student support and the NorthTec Library. As mentioned in Chapter Five, section 5.6.3, there was one senior manager who purposely, yet randomly, planned contact with students through spontaneous visits to foundation classrooms.

The managers/administrators who commented in this area were supportive of tutors forming close relationships with students within professional boundaries that recognise the tutors' role as teachers. This reflects a somewhat less critical pedagogical stance in this area than the tutors' understanding of the tutor-student relationship as described in section 6.5.1.

The policymakers/influencers who felt able to comment in this area were supportive of tutors forming close relationships with students, again within professional boundaries, that recognise the tutors' role as teachers. However, they reflected somewhat more critical pedagogical thinking in this area than the managers/administrators understanding of the tutor-student relationship as described in Table 6.42.

Table 6.42

Summary of Themes: Relationships that Managers/Administrators have with Students and Managers'/Administrators' and Policymakers'/Influencers' Perceptions of the Tutor and Student Relationship

Group	Analysis	Relevant Excerpts from Interviews
Managers and administrators	The managers who said they had direct contact with students stated that they did not extend this contact outside of the classroom and were discouraging of tutors who overstepped professional boundaries.	*I think it a close professional relationship and both parties need to understand what that means. I've worked with tutors who I think over step the mark, even lending students money, and you think 'oh that's not good.' (Manager/administrator comment)* *As far as them having a relationship there is a certain amount of relationship that needs to be developed but it needs to be from a tutor's perspective and from a father's perspective, probably the best way I can put it. As a friendship it develops to that fatherly extent, I don't like friendships going beyond that, because to me there needs to be a gap between the tutor and the student. There also needs to be a line drawn as to how far the tutor gets involved with them personally, with their personal problems, at the end of the day we are a training provider we are not a social service and also how far the tutor goes with regard to arranging employment, again we are not an employment agency were a training provider. (Manager/administrator comment)*
	Most of the managers felt it was important, if not essential for the tutors to have positive and personal relationships with their students, albeit with keeping within pastoral care and professional boundaries.	*Well, certainly they are on a first name basis. The students know it is okay to call them. The tutors all have work phones. They don't have students dropping in at their houses or things like that but the tutors will pick them up if they need it. Yes, there is a certain level; of respect and friendship that develops over a period of time but they certainly are not babies. They are not treated like babies. (Manager/administrator comment)*
	One manager commented on the partnership aspect of the student-tutor relationship while also recognising the power relationship that tutors have with their students. As mentioned in Chapter Five, section 5.6.3, there was one senior manager who purposely, yet randomly planned contact with students through spontaneous visits to foundation classrooms.	*Yes it is a partnership but the power is more on the teacher's side so that makes quite a drastic difference to what happens. You know Vygotsky's Zone of Proximal Development and the teacher provides the scaffolding to allow that to happen really without being too clichéd about the authoritative education kind of thing. (Manager/administrator comment)*

Table 6.42

Summary of Themes: Relationships that Managers/Administrators have with Students and Managers'/Administrators' and Policymakers'/Influencers' Perceptions of the Tutor and Student Relationship (continued)

Group	Analysis	Relevant Excerpts from Interviews
Policymakers and influencers	Within the policymakers/ influencers' responses to this question area, there was a strong theme that the tutor-student relationship in foundation education often involves a close, caring or pastoral relationship. This relationship is dependent on the approach taken by tutors and many policymakers/influencers commented on the special qualities of the foundation educator. One of the qualities of a successful foundation tutor that was voiced by a number of the policymakers/influencers was the ability to foster a close relationship with students while maintaining professional boundaries. They noted that often foundation educators personally invested in the students (investing resources such as time, emotional and/or physical resources) in order to engage them. To a degree, some policymakers/influencers saw the student-tutor relationship as a one of 'give and take' or a partnership. One policymaker/influencer commented on the need to 'empower' tutors in their relationship with students.	*It depends very much on the tutors. Overall I find that the tutors really, really care about the students and really want to build that relationship with them. However, I am not sure how much they give of themselves. I think that is quite important in building that relationship, if you give a little of self as well it's not just a tutor experience. You can have an interest in the students development but if you open up yourself a little bit then the relationship can become stronger and I really think that depends on person to person. Some people feel very uncomfortable doing that, but overall when I talk to the tutors...yeah...they definitely care. (Policymaker/influencer comment)* *I think it is a partnership, very much in terms that it's giving and taking from both sides. I think it's completely unfair what is often put on the tutors. That is the tutors are responsible for the students passing [the course]. There is a strong responsibility for the students as well so it needs to be very clear that both tutors and students need to give and take. However, it can never be a full partnership because the tutor always at the end has to assess the students in our current situation so there is always the aspect of power. (Policymaker/influencer comment)*

6.5.3 Extent to which foundation education tutors share personal information about themselves with students

Twelve (38%) of tutors commented that they do share personal information about themselves with their students and that they considered it important for the students to know about them and to build rapport and understanding.

> *I do a lot of storytelling, so a part of the stories is about some of the things that I might have done. Like, as a Pakeha woman, my journey into the world of understanding Māori. I talk about the fact that I have some empathy with them, like my journey into tertiary teaching was as a single parent with three kids. (Tutor comment)*

Twelve (38%) stated that they do share personal information as appropriate and within boundaries.

> *I share some of pieces, but there are boundaries there too. I talk about my kids a lot and my family a lot because I think that it's important for them to know that I am just a normal person, I am not some high and mighty hoity-toity academic who stands there and thinks they know the answers to everything. I think it's important that we learn from our students as much as they learn from us. (Tutor comment)*

The remainder of the tutors commented that they try not to share personal information with the students or to get too close to the students. If they do it is typically in a 'minor' way about relevant personal experiences depending on the situation.

> *It can't become too personal otherwise there are barriers that break down. (Tutor comment)*

In summary, the tutors' comments in this area reinforced the description given of having a close relationship with their students as described in section 6.5.1, again with an aspect of maintaining professional boundaries.

6.5.4 Practices that occur when students start the programme

Degener notes that foundation educators, who adopt a critical pedagogical approach, work towards getting to know their students' needs and goals. In order to get feedback on how (or whether) this is done, a question was asked about the common or typical practices used when their students start the programme. A display card was used to list a range of practices. Table 6.43 summarises the tutors' responses on the practices that they use when their students start on their programme or course.

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Table 6.43

Foundation Education Tutors: Practices that Occur when Students Start Their Programme

Practices	Frequency of individual tutor responses	Percentage of individual tutor responses
Students are asked to list their academic goals	22	69
Students are asked to fill out a survey or checklist about their skill levels	16	50
The tutor asks about the kind of skills the student has and needs	24	75
The tutor meets with the student individually to learn more about their background experiences and interests	23	72
The tutor is not involved in these practices which occur with another person who is responsible for this	5	16

Most of the tutors engage in some type of practice to identify students' skills, needs and/or goals and many use more than two approaches. Ten (32%) of the tutors use all four of the approaches listed. Five (16%) of the tutors commented that under 'other' they used some type of pre-test or assessment, such as those related to LLN. One tutor commented that they get the students to write a half-page about themselves as an initial engagement and needs identification exercise. It appears that within the My Start, Essential Skills course, the tutor conducts most of the practices used to identify students' needs. As mentioned previously, this tutor is assumed to take on most of the pastoral care needs of the students, including monitoring overall attendance. This arrangement was noted to have caused some issues as explained in the next section.

A related question asked of tutors was whether they were aware of other foundation programmes that students had previously been engaged in before enrolling on their programme. It was presumed that a critical pedagogical approach would consider students' previous educational experiences and whether these were successful in meeting students' needs and goals. Half of the tutors responded that they were aware of the students' previous foundation education experiences, mostly from the interviews with the students at the beginning of the programme.

> *Before they came here I've asked them personally 'What did you do before you came here? What did you get up to?' I picture what you guys did get up to or would get up to or are going to get up to, for example your daily life would be, get up, have a cigarette, probably go and get high with your mate and then back home again, eh? Sleep. There are better things than just getting high, like being here. (Tutor comment)*
>
> *We screen them, and we print out our own record of learning which brings up any NZQA stuff so we know even from High School if they've done any NZQA like cooking (we just get a whole big list) so we pretty much have a fair idea if they have studied or not, or even if they turned up to school. (Tutor comment)*

In summary, most tutors use a variety of approaches at the start of the programme to identify their students' needs and goals. These are both academic and skill-based practices as well as interviewing students to discuss their personal background experiences and goals. The utilisation of these practices would lie on the somewhat critical end of Degener's continuum as they encourage a dialogue between the tutor and student to help students find their 'voices.'

6.5.5   The degree of discussion of students' personal issues in class

This question was asked as it was presumed that a critical pedagogical approach may allow for students' personal issues to be raised and/or discussed within the classroom environment. A non-critical pedagogical approach would focus mainly on the subject or content of the curriculum and shy away or defer from raising or discussing students' personal issues. In general, the tutors often provide opportunities for the discussion of students' personal issues and/or experiences within the classroom environment, although there was an element of discernment on whether some personal issues would be best discussed on a one-to-one basis after class. Overall the allowance for discussion of personal issues and experiences described in this section lie on the somewhat critical end of Degener's continuum. On reflection, it may have been helpful to have developed a display card listing the types of issues that tutors feel comfortable discussing in class. This could have been ranked from the more functional issues, such as difficulties with a particular aspect of the content of the curriculum to the more personal issues and problems that students may face. It may also be of value to explore whether the discussion of personal issues and problems is more common in foundation programmes than other tertiary programmes.

Table 6.44

Summary of Themes: Degree of Discussion of Students' Personal Issues in Class

Themes	Analysis	Relevant Excerpts from Interviews
If issues are relevant	Thirteen (38%) of the tutors commented that they do allow for the discussion of students' personal issues if they are relevant, appropriate or of general interest to the class.	*The personal issues that evolve are dependent on what we are talking about and we have very strict guidelines about the disclosure of personal stuff. It's about confidentiality that's laid down right at the beginning. Sometimes we might talk about things that are painful, that will evoke an emotional response, and we talk about that as being precious. So we talk about a lot of things. It's very interesting to see what will evolve from students. (Tutor comment)*
Make time for discussion of personal issues	Nine (28%) of the tutors commented that personal issues raised by students are discussed in class and that they make time for this in an open manner.	*We talk about that a lot. You know they always want to come and say who's not talking to them and their mothers not talking to them and this and that and they talk on their break. But sometimes they'll come to me about a huge thing, it's very open. They all know about each other's problems so they are quite happy to say it in front of everyone, you know, we do talk about that sort of thing quite a bit. (Tutor comment)*
Outside of class	The remainder of the tutors stated that they tend not to allow for the discussion of students' personal issues in class and would normally do this either at the end of class or outside of class on a one-to-one basis. One tutor commented that although they would tend not to allow for the discussion of a student's personal issues, they do encourage the discussion of such experiences.	*No, because no student would want to discuss personal issues with me in front of others. If they want to, then they can some to me at the end of the tutorial. I always make sure that the tutorial can go overtime so if there's only one wooden soldier left standing then there's a chance for that person to talk. (Tutor comment)*

Table 6.44

Summary of Themes: Degree of Discussion of Students' Personal Issues in Class (continued)

Theme	Analysis	Relevant Excerpts from Interviews
Outlying comment	Perhaps one of the most revealing comments on the personal issues that foundation education students' face came from a manager who had responsibilities for foundation education tutors and was involved in some teaching. The following quote is lengthy but provides a realistic portrayal of the issues that many students face arising from the low socio-economic conditions and communities within which they live.	*Most of the issues that we have in class come due to personal issues outside the class. Most of the non-attendance are guys not turning up this day and not turning up that day, all coming from personal issues. It can be situations at home with parents. I'll give you some examples, a young boy rings us up 'sorry I can't come in this morning because I don't know where my dad is and I'm still waiting for him to turn up.' His dad is drunk somewhere and hasn't turned up home and he's a solo dad, so there's a kid sitting at home, got no vehicle, no nothing, doesn't know where dad is, he's worried about dad. Or, a phone call from Nana saying, 'look I don't want my son to complete this course, I don't want him to pass because that will affect the amount of benefit I get.' We've had those phone calls, because if he gets a job she ain't got a dependant anymore has she. We get the ones that have got Tangi [Māori funeral ceremony], I've got three days, and then of course all the cuzzies [cousins] in the room, as well as you've only got half a class, don't have an issue with that but when I find out later that there wasn't a Tangi they were just in Auckland having a good time. Then that's an issue. Then you've got those that, girlfriends are another big problem, and I don't know why young people of today seem to want to grow up so quickly but they've got kids at like 17-18, and girlfriend needs them home to help her with the baby so they see that as their responsibility rather than actually earning a living so that their child is going to grow up properly, then you've got another one that we've had to deal with is a young guy was, kept missing classes, so I pulled him aside and asked him to tell me exactly what the hell was going on and it was because his family were all on the dole, he's like about a third or fourth generation unemployed and because his study-link hadn't come through they couldn't afford the fuel in the car to get him to course, so he was having problems at home, and then when you ask him why didn't you come and see us so that we could push study link along the answer was 'I didn't want to bring my personal problems to course,' because that's the way they were taught at home, don't tell them what's going on at home because there embarrassed. But it's not a personal problem it's a course problem or study-link, it's got nothing to do with parents on the dole. These are all the issues that we face all the time. Drugs and alcohol is another one. (Managers comment)*

6.5.6 The degree that foundation education tutors intervene on behalf of their students and how tutors deal with societal issues that impact on students

Tutors were asked whether they had ever intervened on behalf of their students, for example, directing them to student support, counselling and other student or social services. They were also asked what they did, if anything, to help students deal with the societal issues that often pose challenges in their lives. Table 6.45 summarises the responses to this question area from the three groups of interviewees. Most foundation educator tutors interviewed had intervened on behalf of their students and/or referred them to specialised support services. This raises the question as to how the tutors gain the knowledge and understanding to do this and also how they recognise when specialised services are needed. Section 6.6.3 discusses the range of topics learnt in the tutors' formal training. The topic areas 'foundation education field challenges and issues' and 'learning about the community you teach' were the highest ranked topics that were not taught (See Table 6.54). How the tutors gain this knowledge and understanding could be an area for future research and/or professional development provision.

The responses from the tutors on this question area tended to reflect a tendency by some of the tutors to try to provide student support services within the programme area rather than utilising the existing centralised student support services area or staff at NorthTec. This may perhaps be due to a consequence of efforts to develop something akin to Tinto's (2003) concept of 'learning communities' within a cohort and/or programme. Again, this could be an area for further investigation and research. Coincidently, soon after the interviewing phase was completed, action was taken by NorthTec to engage the kind of specialist staff that some of the interviewees felt were needed for the My Start students. Also, the student support service area became under review at the later phase of interviewing.

Table 6.45

Summary of Themes: Degree of Intervention on Behalf of Students

Themes	Analysis	Relevant Excerpts from Interviews
Tutors comments: On a one-to-one as need basis	Almost all of the tutors commented that they talk/listen to their students about their issues on a one-to-one basis, particularly if the issues were affecting their ability to participate in the course, substantiating the feedback provided in section 6.5.5 on the degree of discussion of students' personal issues. If tutors felt it was necessary and/or the issue was beyond their realm of expertise, they referred the students on to areas that can help. Only one of the tutors, a My Start tutor, commented that they 'try not to' get involved with societal or personal issues. The reason provided for this was that they understood that this was the function of the My Start Essential Skills course tutor. They had purposely distanced themselves from this role and referred any issues that the students had to this Essential Skills course tutor.	
Tutors comments: Direct intervention	Twenty nine (91%) of the tutors commented that that they had intervened on behalf of students. Many of the tutors first talk to the students and attempt to address any issues as appropriate before referring students to counsellors, student support or other appropriate services. There was recognition that tutors often walked a fine line in dealing with students' issues and referring them to other services or agencies.	*That's a tricky one, because you've got the potential to cross a line there that you may not get them back again. If they think that you've slighted them in any way or another or betrayed a trust, and I think for the people that we're working with, that's huge. That trust is massive. (Tutor comment)*
Tutors comments: Referral services	The services or agencies that tutors refer students to were varied and included drug and alcohol counselling; quit smoking services; specific Māori support services; nurses on campus; mental health services; dental services and; learning support for issues such as dyslexia or Asperger's. There was some comment from the tutors' on concerns about referring students to the NorthTec's centralised student support area's staff with regard to trust issues.	*I don't think that they are particularly enamoured with their own on campus [student support] staff. I think that the tutors take on a more pastoral care because we have developed trust with them. It's that whole thing, if you've not had success in other organisations, then I think you have to build up the trust. We refer them to counselling. Some have mental health issues. What we've done in the past is that we've contacted their case worker and said that we've got permission to contact you and so and so. But we always get permission before we do that. We respect our students. (Tutor comment)*

Table 6.45

Summary of Themes: Degree of Intervention on Behalf of Students (continued)

Theme	Analysis	Relevant Excerpts from Interviews
Managers/ administrators comments	The manager of this area who was interviewed felt that the resources and staff within this section could have a higher engagement level with the students in foundation programmes. Related comments from managers/administrators on tutors intervening on behalf of students indicated a high degree of support for the tutors identifying the needs of foundation students and either advising or referring them onto appropriate support services. Managers who have direct-line responsibility for tutors often get involved in providing support for both the tutors and students for any problems or issues that the students face.	*Yes, if we can get the student to go [to support services], a lot of the time they will just take off and we won't see them again. I've been talking to my tutors and I guess there still getting used to me as well because I'm new and that is then trusting me to deal with the students as well. At the moment the comment I get is, 'we see how busy you are we don't want to burden you with a student problem,' but at the end of the day that student is important and if I've got a little extra hours to sort something out then I will. I prefer them to come to me if it's on the fringes of becoming a disciplinary issue as once it does [become a disciplinary issue] then it's a hell of a lot harder to clean up. The hardest ones are those students that are told to be here, they are just impossible, they must not be here...that happens throughout the course. They'll talk one on one and if we've got any problem students (we spend face to face for all students three days a week) on the Thursday we deal with our problem children so we have one-on-one with the ones that struggle a little bit and we use that Thursday for that sort of thing and the others that are progressing, they get self-study so it allows us time to spend that one-on-one with the students. (Manager/administrator comment)*
	There were comments from the managers/administrators responsible for, or involved with, the centralised student support area at NorthTec's main campus in Whāngārei (a service that is available to students from all programmes, not just foundation programmes), that there is a lack of take up of these services by foundation students, largely due to negative perceptions and the physical location of these services.	*One of the difficulties with students and the staff is the referral system, [which] means that someone has to make their way over here to this little dark corner, the back of A block down the west wing and find someone. A better model is to be out there not in our offices. I think that the institution or the managers in the institution haven't always understood what goes on here and what we do. I think they tend to see us as a lot of nice people who are a bit benign and I really do feel that the institution as a whole doesn't have a good grasp on what learning development could be and what that whole, not learning support, but learning development could be, and allowing learning development people to get into the classrooms and work directly with students because that's our job. (Manager/administrator comment)*
	Another issue raised by some of the managers/administrators was the need for specialised support services, such as a youth worker, social worker or counsellor for the My Start students who face a multitude of issues arising from factors such as gang culture influence, drugs and alcohol abuse, poor nutrition, teenage pregnancy, mental health issues, poverty, suicide, and violence and/or neglect in the home. On top of these issues, many have learning difficulties and/or negative experiences from their compulsory school years.	*I just want to phrase this quite carefully, but I suppose the current system of student support at NorthTec just doesn't sit well with My Start students. It's not responsive enough. It's not personable enough, and really given the amount of students that we have got we do need specialist staff on board really who are available to deal with youth issues. (Manager/administrator comment)*

Table 6.45

Summary of Themes: Degree of Intervention on Behalf of Students (continued)

Group	Analysis	Relevant Excerpts from Interviews
Managers/ administrators comments (continued)	Comments were made by the managers/administrators that more content on personal development skills was needed within the My Start curriculum. Comments were also made by the managers/administrators that the foundation education tutors tend to support each other and keep each other 'safe' in dealing with student issues. This support is encouraged by the managers responsible for line management of the foundation education tutors and evidenced in their responses.	*I think that comes back down to authenticating the content of the programme. So, if those challenges are in their lives, then the content and what they do in the course should actually help remove the barriers to those challenges. (Manager/administrator comment)*
Policymakers/ influencers comments	Related comments from policymakers/influencers showed a high level of understanding and support for tutors to intervene as necessary and appropriately with issues that the foundation students face in order for them to be able to learn and be successful. There were also comments made on: the range of issues that the foundation students face; the need for tutors' sensitivity to these issues; and the need for individual ITPs to acknowledge their responsibility for providing funding for and/or access to learner resources and support.	*Yes I think if they care, they have a responsibility in that. I think tutors need to be really, really clear where their expertise stops and when they should bring in other experts if students come to them with problems. The tutor cannot be everything. It becomes very dangerous if they put themselves into a counsellor role or whatever. (Policymaker/influencer comment)* *Oh, absolutely. They [the tutors], they're everything. They are a budgeter, they are a counsellor, they are a confidante, and they're a transporter. They even go and pick them up, some of them. They do, and if they haven't turned up they go and get them out of bed. They do that and that only emphasises what I'm saying about what a special person [that a foundation educator is]. (Policymaker/influencer comment)*

Table 6.45

Summary of Themes: Degree of Intervention on Behalf of Students (continued)

Group	Analysis	Relevant Excerpts from Interviews
Policymakers/ influencers comments (continued)	Finally, one policymaker/influencer showed a deep understanding of the issues specific to youth in tertiary education that stem from early child development as reflected in the following quote. This excerpt is provided in full as (although lengthy) does provide an excellent rationale for why foundation educators who have a primary school teaching background are considered to have particular strengths in delivering foundation programmes.	*If a tutor assumes they are being placed with a whole bunch of compliant people who are coming in to pick up a nice opportunity and they are all happy, they'll get a big rude awakening from the challenging behaviour. Without experience there's no way of picking the right strategy that's going to get those students learning. It's very difficult. And to be quite blunt, something I often talk about at school but I haven't found anyone else who does is the concept of emotional maturity and the behaviours that we're actually looking at with a lot of these young people that we've helped them to gain through their experiences in secondary school to be quite honest, those sorts of challenging behaviours indicate an emotional level of maturity akin to about a three or four year old. You are looking at very, very similar behaviour patterns, which is why that primary school teacher who may have involved himself with five and six year olds knows how to operate at least at one level because they're thinking, 'Ah, I've seen this before. You go and stand in the corner.' But they modify that to the 15 year old or 16 year old standing in front of them and say, 'okay, you need to be separated from the rest of the class and this is how we're going to do it. Let everybody else leave.' But the thing that I often explain to teachers is if they are showing behaviours that you would expect of a naughty child having a tantrum in kindergarten or early childhood, where does that behaviour stem from and how long has it been there? It's because they didn't have good experiences in learning and understanding the behaviours of other people when they were two, three and four years old for a variety of reasons. They haven't actually gained those social skills, the self-esteem; learning to trust other people, all those things that the literature tells us is the task of a toddler. These haven't been achieved and that kicks back at adolescence when they are challenged and they are the behaviours that they demonstrate because they don't have any others in their tool kit or basket. So that's why the primary teachers can cope with that to a degree because it's like the toddler tantrums with the kids when they come into primary school in the first stages. (Policymaker/influencer comment)*

6.5.7 Foundation education tutors' comments on their students' attendance

A question was asked about foundation students' attendance as there is a perceived link between good attendance rates and the overall retention and/or performance of foundation learners. From my experience, there exists a general belief amongst academics at ITPs, that although attendance is ultimately the responsibility of the student, mandatory attendance benefits those students not fully prepared tertiary education, those at high risk of dropping out and students with learning challenges.

This perception can be seen as a rationalisation for the mandatory attendance requirements for NorthTec's foundation programmes and has a degree of research backing, although the research findings in this area are inconclusive (St. Clair, 1999). However, Marburger (2006) notes that "empirical literature indicates that student performance is inversely correlated with absenteeism" (p. 148). He investigated the impact of enforcing an attendance policy on absenteeism and student performance. The evidence suggests that an enforced mandatory attendance policy significantly reduces absenteeism and improves exam performance.

Sixteen (50%) of the tutors reported that students' attendance was either good or high. For some of the programmes 80% attendance is mandatory and this requirement is communicated to the students at an early stage of their enrolment. The remaining tutors commented that attendance was variable from semester to semester and class to class. One tutor commented that even while their own class's attendance rates were not 'brilliant', they were still above what they were aware of in a number of other courses at NorthTec. Although not unique to foundation education, the personal issues that many foundation education students face were considered an important factor to recognise for these students in terms of the variability of attendance.

> *It [attendance] can be variable because students have lives outside of NorthTec, which can often be very difficult. We have a lot of single parents; we have a lot of women which will often have difficulties around finance and transport. Some of them have difficult relationship issues and that's what I come back to right at the beginning, making that transfer from the culture of non-education into engaging in to it. It takes time for them to do that. We phone them, but it's a journey they have to take because, as I said, moving from one culture to another is a journey for them and some of them will be successful, and some will not be successful. (Tutor comment)*

NorthTec has formal organisational strategies for following up on attendance. The Alert System is an electronic system (set up by Registry) that notes on the timetabling system if a student has been away for a specified number of classes. Also, one of the managers had set up a 'retention group' aimed at facilitating ideas on retention strategies based on research of good practice on retention for foundation students. There was some comment by tutors that they felt the formal retention strategies were not very successful and that they use a number of other strategies (see

Table 6.46). Most tutors use a variety of approaches and from many of the comments they are clearly personally engaged in encouraging students to attend.

Table 6.46
Retention Strategies used by Tutors

Strategies	Description
Phone calls and texts	Many tutors ring or text students who are absent from class without notification.
Approaching students directly	A number of tutors commented that they make time to speak to the students directly to tease out the reasons why a student is not attending.
Communication of attendance requirements	As stated previously the mandatory attendance requirements (usually 80% attendance is the requirement) are communicated when the student enrols and signs up for the programme. A number of the tutors commented that they sometimes notice peer group issues regarding attendance (particularly with the My Start programme), and tend to deal with this through talking with any group that has this issue.
Incentives	Many of the My Start tutors encourage students to attend through incentives that are targeted at making the programme more 'youth friendly.' These incentives included food/sweets, day trips (e.g. to museums), sports days, community projects and/or camps.
Direct intervention	One tutor commented that they would pick up the students from home where there was an attendance issue.
Selected Excerpts	*I usually reflect on why they suddenly have not turned up, like when they don't come for an assessment maybe that was why. We usually follow them up if they don't come two weeks in a row, then we'll call them, text them, email them or whatever to find out where they are. We'll ask around, we have a really good team. I may not have seen them, so I'll ask my students and colleagues if anyone has seen this person, and [name withheld] said, 'she has been in all my classes,' so that way we find out over morning tea. Often, the other students will tell me as well when I am doing the roll in the morning, 'oh this person is not coming today' or has anyone seen them or does anyone know what's going on, and some someone will say they have a job interview, or they have no idea and haven't seen her for a week. (Tutor comment).* There was some comment that the students need to take responsibility as adults for any attendance issues they may have: *I check in with them, I either text or call. At the end of the day they either answer my text or my call. I used to go visit just to see what's up if I didn't get any feedback from them but, at the end of the day, these guys are big enough and ugly enough to look after themselves. So getting here should be a priority. Because when they sign up, when they enrol they say they're going to do this and that and part of it is about turning up. (Tutor comment).*

As noted previously, the My Start Essential Skills course tutor has responsibility for the pastoral care needs of the students, including monitoring overall attendance. The tutors in the other courses forward the attendance rolls to the Essential Skills course tutors, but comment was made that the tutors were not getting feedback on what was being done with information. The researcher was aware that this issue was being

raised at the manager's level for addressing in a pending review of the My Start programme.

The comments by the manager who had set up a 'retention group' indicated a high level of critical pedagogy in their thinking of the complex issues on retention, such as the often low socio-economic status of the students. This particular manager's thinking was about the need to drill down into the issues behind the manifest reasons that students provide for non-attendance.

> *If you are doing foundation education there is a greater likelihood that you come from a lower socio-economic status. It doesn't mean you do, like I said, but there's a greater probability that you do. Associated with low socio-economic status is bad food habits, they can't afford good food which, is one thing, so there is malnutrition, not to a massive extent but varying. I mean you see kids who basically look hungry to me. So they are going to have health implications that are going to involve you [the student] supporting the family, that are going to take you away from your education. So already, is it a student who doesn't want to study or a student who has the priority of family or things? So to me those kinds of issues to me are not just a retention issue. (Manager/administrator comment)*

In summary, most tutors use both official and unofficial strategies for encouraging positive student attendance. Many of the strategies or processes used require on-going communication and follow-up with individual students which go above and beyond the norm and would go some way to making individual students feel valued and engaged, thus reflecting a somewhat critical approach to encouraging good attendance and retention.

6.5.8 Foundation education tutors' perceptions of foundation students' strengths and weaknesses and whether they think their students are 'good students'

Tutors were asked to comment on what they thought were their students' strengths and weaknesses and whether they perceived their students as being 'good students'. It was intended that this set of questions would enable the mapping of tutors' philosophical consideration of students along a non-critical to critical pedagogical continuum. In terms of foundation student strengths, there were three main themes which reflect a positive understanding of the characteristics of foundation students as described in Table 6.47, ranked from the highest to lowest occurrence in terms of comments.

In terms of tutors' perceptions of foundation students' weaknesses there were five main themes which reflected a largely personal understanding of the characteristics of foundation students, ranked from the highest to lowest occurrence in terms of frequency of comments. A small number of tutors commented that the strengths and weakness of their foundation students varies according to the student and their individual circumstances.

> *It varies according to their upbringing, who their support people are and whether they are encouraged to be educated or not. (Tutor comment)*

Table 6.47
Summary of Themes: Tutors' Perceptions of Foundation Students' Strengths and Weaknesses

Themes	Analysis	Relevant Excerpts from Interviews
Strengths Theme One: Resilience, determination and goal orientation	Eleven (34%) of the tutors commented along this theme and the language used to describe the students characteristics included adjectives such as: 'determination'; 'dedication'; 'courage'; 'coping strategies'; 'survival skills'; and 'desire to go somewhere.' This response could be said to indicate the tutors' recognition of foundation students as individuals who had to overcome obstacles to be on the programme and that this took both courage and determination.	*Dedication - The tutor has got four or five guys [students] now that have gone actually out into work situations and have work experience out with contractors. He [the tutor] would have had more out there but they failed the drug test. I used to go and pick up some of his guys, three guys, from Towai. We had that hard rain. I went out there to pick them up. I got to one road and it was just flooded. Nobody could get through there. I went to this other road where I used to pick up this other guy and he swam to me to come to course. However, that particular individual is one of the guys that failed a drug test. And see, the thing is that the tutor will continue to take them through the course, to the end of the course, but if they are not drug free by the time the course finishes he cannot direct them to any contractor. The thing about it though is they will have completed quite a few units, 60 or 70 odd credits or whatever, maybe 10 to 14 odd units, which is great, and they'll have that and they won't lose that. The thing is because they've got it, if they were true to themselves, and clean themselves up, then a contractor may take them. (Manager/administrator comment)*
Strengths Theme Two: Keenness to learn	Six (19%) of the tutors' comments lay along this theme and the language used to describe this perception of students' strengths included 'a desire to learn' and 'willingness to share, and grasp the topic.' This response indicated a perception of students as being committed to learning in its own right, not just on the gaining of functional skills.	

Table 6.47

Summary of Themes: Tutors' Perceptions of Foundation Students' Strengths and Weaknesses (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Strengths Theme Three: Openness and honesty	Four (13%) of the tutors comments along this theme recognised that foundation students are open to learning and accepting knowledge and skills, perhaps best described by one tutor's comment "They are really honest and they'll tell you if they think what you are doing sucks."	
Strengths Outlying Themes	Singular comments about the strengths of foundation students were given including: their hands-on or practical focus; their ability to quickly and easily bond as groups within the class; and the worldliness of the younger students.	*I think young people today are quite worldly. They have had a lot of experiences, some of them not that good and some of them absolutely fabulous.' (Tutor comment)*
Weaknesses Theme One: Self-discipline, time management and commitment	Twelve (38%) of the tutors' comments were on the students': inability to prioritise or manage their time; lack of work ethic; lack of self-discipline/commitment; and poor attention spans and listening skills. One tutor commented that they perceived 'laziness' as the greatest weakness. This theme is the opposite of what was commented on by a number of tutors in the themes on the strength of foundation students. This indicates variability amongst the perceptions of individual foundation education tutors.	
Weaknesses Theme Two: Low self-esteem, lack of maturity and life skills	Eight (25%) of the tutors' comments were on their perception of foundation students' having low self-esteem, self-doubt or not believing in themselves. Shyness and lack of confidence was also mentioned as well as immaturity and a lack of life skills.	*You've got to listen [to the students] straight away. A lot of these kids we get now they don't like being told what to do by anyone. So how are they going to learn that in the forestry because when you get in the forest, the bosses out there, they have no mercy, those guys. If you don't listen to them you are on the first truck out of the bush. These guys I've got now they're starting to come round. Whatever I tell them they will do it, otherwise they are not going to pass any of the courses. I've got one boy who thinks that he can sit in class and have ear phones on. And still think he can finish the paper work and that. I said to him, 'If you don't hear what I'm telling you, how do you know what you are going to write down?' (Tutor comment)*

Table 6.47

Summary of Themes: Tutors' Perceptions of Foundation Students' Strengths and Weaknesses (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Weaknesses Theme Three: Lack of positive educational experiences	Five (16%) of the tutors' comments were about the foundation students' lack of 'good' educational experiences with an acknowledgement that these stemmed from their low socio-economic environment and inadequate schooling experiences, including the basics of nutrition and sleep requirements. Comments were also made on the aversion some students have to a classroom environment, stemming from their personal compulsory schooling experiences.	
Weaknesses Theme Four: Lack of specific skills	Three (9%) of the tutors commented that they perceives the students' weaknesses as being content driven, that is, a lack of background in the subject being taught and academic skills such as literacy, specifically in the area of reading and writing.	
Weaknesses Outlying comments	Other singular comments about the perceived weaknesses of foundation students included their personal relationships and peer group pressure, for example one tutor commented that 'some of them are in terrible relationships that they don't know how to get out of.' Another challenging area was cited as financial issues including financial security and difficulties in managing money. One tutor commented that drug and alcohol issues were weaknesses. Another commented that the lack of external support, for example, from their home environment, created issues for encouraging students to commit to the foundation programme in which they were enrolled.	*These guys want to come into forestry but they've got to understand when they come into forestry there are certain rules and one of the rules is there's no tolerance for drugs and alcohol in the workplace and we lose a lot of good guys because that's the stranglehold on them. We also provide for some things but if it rains part of it they're going to be out there, they're going to get wet so it's like bring an extra set of clothing so you can change, bring food so you can eat, have energy to work, and drink. Those fundamental things. Some of the guys still don't bring them. We've got a unit here which is called 22994 which is about hydration and nutrition and we talk about it. We talk about breakfast, we talk about meals within the day, lunch time, and dinner, and maybe a snack in the evening. Most of these guys do not have breakfast. Most of these guys will come here on an empty stomach and they won't have anything until maybe lunch time or maybe in the evening. (Tutor comment)*

In response to the question 'do you think your students are good students, 19 (59%) of the tutors commented that they thought all of their students were good students. These tutors' commitment and dedication came through in the comments about the students and their potential.

> *In my way of looking, I hate when I hear when they say 'you can't win them all' when I have a student, no matter where they are intellectually, or in terms of their ability, I look at them as trying to get them to see that they can be successful. (Tutor comment)*
>
> *I think they are a group of exciting young people. I think they have all got so much potential that is untapped. I really believe in that age group, I believe they can be so much more then they have. For one reason or another they haven't been given the opportunities and I really just want to see them develop. It doesn't matter how small, just to see them go forward more positively. It just seems to me it's such a waste of talent, so my job with the others is to tap that. (Tutor comment)*

Most of the remainder of the tutors commented that either the majority of the students were good students or that it varies from intake to intake.

> *I think within my classroom, they are respectful to me and to each other, they're good in the fact that the majority of them, the majority of the time work hard to what we are trying to achieve. I think outside of NorthTec and outside of our class, they may not be as good, I mean socially are they good people? I think some of them have got potential to not be good. (Tutor comment)*
>
> *I've learnt that they are not all scallywags. They have problems behind them, causes for why they are like they are. And then once you get to know them, they are not as scary as you think they are. Because they come in and they are pretty beefed up and everything. With the hoodies and the like. But, you break down those barriers slowly and they are just a normal, troubled kid. They just need help. (Tutor comment)*

One tutor commented that they felt the students are 'horrible' students but great people.

> *They are horrible students. As students in the class they are terrible. They have the lowest attention span ever. They don't want to sit, they can never agree what they want to do, they are horrible, but they are wonderful people. It is a joy to finally see when they actually do click and they finally get something. If you can actually get them to sit for ten minutes and do some work it is amazing. The other day, we were doing some maths stuff and I was like, 'OK, what's going on?' My whole class is quiet. They are actually concentrating and doing some work. It took seven weeks but we've finally got that to happen. It is a work in progress. They are horrible students but they are not horrible people. There is a difference. (Tutor comment)*
>
> *Good is a tricky word. I think they are all good. They're all good at being bad and they're all good at being good. You know, they're just people and so I think mainly they want to be good. I think a lot of the time they just don't know what 'good' is. (Tutor comment)*

This stance was reflected in the comments of the five (31%) of the managers/administrators' who responded to this question area.

> *I don't think there is a single definition of a good student. For me, a good student from my perspective, a good is somebody who makes me rethink the course, in small or big ways. So, for me I'm always looking for ways in which the experience of the student can be of benefit to the course and education and therefore their lives, hopefully so every time I have the opportunity that they shake my faith in what we're doing is quite good. (Manager/administrator comment)*
>
> *What is a good student? I think that a lot of them have motivation issues and I think that that's like I said at the beginning that's one of the key things that we have to be working on, if we can motivate them to learn in foundation then that will be with them forever. What the students (and it's not the current cohorts of students but previous cohorts of students), what I saw in terms of some of the foundation students was that they were quite capable students but they were lacking on confidence, and those are good students because they, if you can build the confidence they can succeed really well. (Manager/administrator comment)*
>
> *Good is a strange word, isn't it? It means so many things. They're as good as any other students, I guess. There is a huge mixture of people basically and if you're calling good as being highly academically successful, no. If you're calling them good hanging in there I think a lot of them are fantastic because they manage to hang in there when the odds are so high for them and it's so difficult for them to do that. Yes, a lot of them are hugely courageous and a lot of them make huge leaps and gains in their learning over that time. (Manager/administrator comment)*

In summary, this question area, whilst exploring aspects of the tutor-student relationship can also be seen as linked to the philosophy and presuppositions findings contained in section 6.2 (in particular, around the goals and needs of foundation students). The considerations of both the strengths and weaknesses of foundation students are, in the main, reflective of a philosophy which is appreciative of the courage and determination of students while at the same time recognising the developmental needs of the students in both hard and soft skills. There was little commentary on 'blaming' the student for any deficits, rather recognition of the challenges that negative educational experiences and/or lack of encouragement and support create for the individual student. Discussions on whether interviewees perceived foundation students as being 'good students' were also very revealing in terms of reflecting underlying philosophies which on the whole reflect an approach which is more geared to enabling students and revealing aspects of somewhat critical pedagogical thinking.

6.5.9 Foundation education tutors' relationship with the local community

Degener postulates that tutors who adopt a critical pedagogical approach would have a close relationship with the community from which the students come from, hence, tutors were asked to comment on their relationship with the local Northland communities. Fifteen (47%) of the tutors commented that they felt they had a good relationship with their local community. Many commented that this was though their personal connections and not formalised. Attempts had been made to establish a Local Advisory Committee (LAC)[88] for the generic foundation programme with representatives from the community and businesses, but it was noted that this had difficulties in getting off the ground and that there had been poor attendance at planned meetings by nominated community/business representatives. A number of tutors commented on the network in the community that they informally built through their past and present students. Some tutors purposely built relationships with relevant businesses in order to provide students with sites and or projects to work on within the context of their programme and/or course delivery.

The same number of tutors, 15 (47%), commented that they had not much or limited involvement with the local community, often due to lack of opportunity and/or time. These tutors also commented that the local community had not had any input into the programme and that the Local Advisory Committee was not strong. There was a statement from one tutor that they purposely did not introduce students to prospective employers as they were wary about any negative perception of the student by the employer while the students were in the process of learning skills and personal development attributes through the programme.

> *A lot of these kids have got a lot to learn before they will be ready to be employed and I don't know if you've heard the term anchoring, in regards to a person's perception of someone? So if I take these groups in now and they meet a prospective employer, it may be 2 or 3 years down the track when they apply for a job with that person but if that impression is a negative one initially you [the employer]are anchored to that. (Tutor comment)*

The remainder of the tutors felt that they were too new in their role to have engaged in the community. Many of both managers/administrators and

policymakers/influencers commented that tutors should ideally have a close relationship with the community and that the local community should have an input into the programme.

> *It's about the organisation having the 'connect' [with the community] as well. I mean individual teachers are a critical part of that organisational 'connect,' but I think you can't rely on the tutors on the foundation team to do all that for you. It's at best fragile; at worst it raises more questions about the whole organisation. I think fundamentally its one about understanding what is going on. So any foundation programme should have community leaders on its advisory committees who can explain back to their community how this programme will benefit members of that community who want to participate. (Policymaker/influencer comment)*
>
> *That's a difficult question. Even if it's only about having a whanau half day now and then or a community half day, it could be that students do some projects with the local community and the local community should have input with the foundation programmes, community in the community. It could be a celebration at the end of the programme. It's just bringing them in on a regular basis, inviting them on a regular basis. (Policymaker/influencer comment)*

In summary, the connections that tutors have with their local community in terms of input into the programme are mixed. This may be partly due to the absence of a functional LAC. Many tutors maintain personal networks with local community and/or industry for purposes of providing learning experiences and/or employment opportunities for their students. A similar number of tutors felt they lack the time or opportunity to build or maintain relationships with their local community. However, this does not imply that these tutors do not have a close relationship with the communities that their students come from, more that this relationship is perhaps less formalised. Responses to questions on the tutors' understanding of the communities that their students come from indicate a high level of understanding or appreciation as reflected in Chapter Five, section 5.5.

6.5.10 Managers' and administrators' relationship with foundation education tutors

Although the question on managers/administrators' relationship with tutors does not directly address the student-tutor relationship, it was considered a useful question to investigate the type of relationship fostered in particular by the managers with their staff. The nature of the relationship that this group have with tutors is dependent on

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[88] Local Advisory Committees are committees facilitated by an ITP with the purpose of consulting with and engaging stakeholders such as professional , industry or community groups in the development and delivery of programmes or programme areas.

the roles and responsibilities that they have with the foundation programme area. For those managers/administrators who had direct contact or line responsibility for tutors, the comments were generally on providing support for the tutors; developing and maintaining positive relationships; encouraging them in professional development opportunities; and building the tutors (delivering in each foundation programme) together as a team.

> *I try to keep it as a team. Try to involve them in all the decisions, let them know what everybody is doing and one way that we manage that quite successfully is using the [Outlook] Calendar. So we have access to each other's calendars. So if I want to know where [name of tutor withheld] is or what he is doing then I can see that and vice versa. They have just as much access to what I'm doing as I have to what they're doing. So it's pretty open and transparent and we keep it that way. And they can call me any time, preferably not in the middle of the night or at weekends. Yes, if something needs to be done, it's done. Yes, and they don't just sit back and think, 'Oh, I won't do this until I've got approval. They'll ring and ask me and if I'm not around and a decision needs to be made, they'll make it. And that's fine. (Manager/administrator comment)*
>
> *I would like to think I enjoy a good relationship. I think what I've done is I've tried, well I've started to bring some structure into the programme and hopefully they can see the benefit of that. I'm trying to provide opportunities for them to focus really on the particular needs of the students that they are teaching. Basically I am committed to doing a day of every holiday of professional development, come hell or high water. And we put some systems in place in terms of registering, logging attendance all of which have been driven by the need to retain students. Last year when I came on board the student retention was just dreadful and we could identify that. Yeah, and providing the support and trying to really get our staff to engage with the students on a one-to-one level, form relationships and that kind of thing, which I believe is pivotal to being successful in this area. (Manager/administrator comment)*
>
> *I routinely walk around the Polytechnic and routinely go into staff rooms and talk to staff whenever I see them so there's that sort of normal friendly [comment], 'how's your class doing? How's it all going?' So there's that informal sort of thing. I don't know if that is significant in any sense. Then there is the more formal involvement of me in there. So if they go for any pay rise or anything like that it ultimately has to be signed off by the CE but he won't sign off anything that I haven't recommended. So my relationship is a very much power relationship with them. (Manager/administrator comment)*

6.5.11 Programme area summary

Table 6.48 provides a summary of the findings for this programme area based on the concept of Degener's continuum of critical pedagogy.

Table 6.48

Programme Area Summary for the Student and Tutor Relationship

The student and tutor relationship	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum	←			→
The relationship foundation education tutors have with students	Close, caring and friendly relationship	Friendly with boundaries	Professional relationship only	
Extent to which foundation education tutors share personal information about themselves with students		Share personal information about themselves with students and consider it important to do so	Share personal information as appropriate and within boundaries.	Try not to share personal information about themselves with students
Practices that occur when the student starts the programme to get to know student' goals and needs	Use a variety and combination of approaches	Students asked to list academic goals	Students are asked to fill out a survey or checklist about their skill levels	The tutor is not involved in these practices which occur with another person who is responsible for this
		The tutor meets with the student individually to learn more about their background experiences and interests	The tutor asks about the kind of skills the student has and needs	
Degree of discussion of students' personal issues in class	Personal issues raised by students are discussed in class and tutors make time for this in an open manner	Tutors allow for the discussion of students' personal issues if they are relevant, appropriate or of general interest to the class.	Personal issues are addressed either at the end of class or outside of class on a one-to-one basis.	
Degree that tutors intervene on behalf of students and how tutors deal with societal issues that impact on students	Tutors regularly intervene on behalf of students and/or address personal issues on a one-to-one basis	Tutors refer students to range of support services		Tutors try not to get involved with societal or personal issues

Table 6.48
Programme Area Summary for the Student and Tutor Relationship (continued)

The student and tutor relationship	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Perception of students attendance and strategies used to encourage attendance		Attendance is high and tutors use a variety of formal and non-formal strategies to encourage attendance	Attendance is regulated through formal strategies	
Foundation education tutors perception of foundation students' strengths and weaknesses and whether they think their students are 'good' students		Students' strengths are perceived as resilience, determination, goal orientation, openness and honesty	Students strengths are keenness to learn	
	Lack of positive educational experiences	Students' weaknesses are perceived as low self-esteem, lack of maturity and life skills	Students weaknesses are self-discipline, time management and commitment	Students weaknesses are lack of specific skills
		All of their students are 'good' students	It varies from intake to intake on whether students are 'good' students	
Foundation education tutors relationship with the local community		Tutors have a good relationship with local communities	Tutors have limited involvement with local community	

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

6.6   Tutor professional development

Degener (2001, 2006) views teachers as the vital part of any critical adult programme as they spend the most time with students and thus have the greatest potential influence on the programme, the students and on how learning takes place. These 'critical' teachers would also be immersed in the community in which they are to teach before they begin teaching and should have a strong understanding of the role or purpose their programme plays in that community. Degener notes that students graduating from the programme would be highly valued as potential tutors and role models. New students could then be confident in these graduated students' understanding of their backgrounds, needs, and interests.

In terms of tutor training, and as noted in Chapter Three, section 3.7, Degener argues that teachers need to be knowledgeable about the factors that contribute to social inequalities. The areas they would be educated in would include the study of critical theory, educational theory and social theory, also literacy and perhaps even linguistic theory. Teachers would try to make explicit their assumptions about cultural relations and cultural identity to understand better the prejudices they may bring to teaching certain groups of people. They would also learn the tools and knowledge required to put critical pedagogy into place.

Degener notes that once educators begin teaching, they would be carefully tuned in to their students' specific needs and keep their doors open to student and community input and any need for change in the programme. She argues that teachers of critical programmes require a high degree of autonomy and need to be politically aware.

Table 6.49 outlines Degener's (2001) levels of critical pedagogy and the kinds of beliefs held by educators for the programme area – tutor professional development. This table also presents the questions used to examine interviewees' presuppositions and beliefs for this programme area.

Table 6.49

Pedagogical Beliefs and Questions regarding Tutor Professional Development

Level of Pedagogy	Beliefs	Questions
Highly critical	• teachers are tuned into the types of literacy materials and practices that students use outside school; and • teachers learn about issues of importance to individual students as well as community issues.	• tutors' educational background; • perceptions on the minimum professional and/or educational requirements for foundation education tutors; • range of topics tutors learnt from formal educational programmes; • tutors' experiences of training specific to foundation education; • tutors' training experiences and tutors preparedness for teaching foundation education; • tutors' experiences of in-house professional development opportunities and attendance or presentations at any foundation education conferences; and • subject areas tutors wished they had known about foundation education before they started teaching.
Somewhat critical	• teachers' belief systems are considered integral to programme success, as is the curriculum or materials being used; and. • training focuses on multicultural learning styles and different literacy environments.	
Somewhat non-critical	• teachers modify materials and curricula to meet student needs; • training emphasises the importance of understanding the community in which one teaches; and • training exposes teachers to theories on learning so that they have a theoretical framework on which to base their instruction.	
Highly non-critical	• emphasis is placed on learning to plan class time and using time wisely; and. • teachers learn specific methodologies and must have a good understanding of basic skills.	
Degener's (2001) description	They would learn about the community—its hopes, its dreams, and its most pressing issues. They would visit the institutions that play important roles in the community, and they would talk to community leaders such as clergy, doctors, social workers, businesspeople, educators, and local politicians….even more ideal would be for teachers to live in and have a first-hand understanding of the community. Learners would not perceive their teachers as outsiders but as community members who understand its social structure, its advantages and disadvantages. (Degener, 2001, p. 45) Teachers would receive training that would help them to understand how to set up a class that reflects critical pedagogy: how best to elicit student opinions about program structure and curriculum, how to set up a classroom that is most conducive to dialogic interaction, how to trouble-shoot when class discussions get bogged down. This aspect of training is crucial. It is not enough to believe in critical pedagogy; without the tools and the knowledge to understand how to put critical pedagogy into practice, teachers could very easily get frustrated. (Degener, 2001, pp. 45-46) Teachers would engage in "praxis"—understanding how educational theory translates into their own everyday practice and being ever mindful of the specific population they are serving (Bartolomé, 1996; Freire, 1998). Teachers would constantly seek political clarity and always consider the ways their instruction is linked to wider social movements, making those connections explicitly clear to their students (Bartolomé, 1996; Freire & Macedo, 1987). To that end, it is important that teachers be given autonomy within their classrooms. Methodologies or curricula cannot be imposed on teachers if they are to connect instruction to the lives of their students. (Degener, 2001, p. 46)	

6.6.1 Foundation education tutors' educational backgrounds

Denny (2008) argues that in order to inform the sector "there is an urgent need for research into the backgrounds and educational experiences of foundation education tutors, how they shape their teaching beliefs and practices, their pathways to practice and their current and future development needs" (p. 180). This research provides information on the backgrounds and educational experiences of the tutors delivering foundation programmes at NorthTec. All tutors were asked to describe their educational backgrounds and Table 6.50 summarises the tutors' highest level of qualification attainment including the range of subject areas that they studied.

The most frequent highest level of qualification attained was that of a Diploma award, followed closely with a Bachelor Degree. Postgraduate qualifications were the third highest grouping. Almost half (15 or 47%) of the tutors held undergraduate degrees or higher postgraduate degrees which would indicate that the tutors have obtained, at least in qualification attainment, a high degree of academic achievement. Comparable data on qualification attainment for tutors in other programmes were not readily available at NorthTec. An area for further research could be to consider and compare the level of qualification attainment in other certificate level programmes.

It is NorthTec's policy (Programme Staff Qualifications: Policy 04.010, see Appendix E), that all tutors employed must hold a formal qualification in a relevant subject area which is at least one NZQA/NZQF level or equivalent above the qualification they are teaching or have substantial, relevant knowledge, skills and quantifiable industry experience to an appropriate level. In terms of teaching qualifications, as a minimum standard, tutors are required to hold, or be working towards completing the Northland Polytechnic Certificate in Adult Teaching (level 5) (CAT), Northland Polytechnic Diploma in Tertiary Teaching (Level 5) or a higher teaching qualification. Exemptions to the subject area and teaching qualification must be formally approved by the Chief Executive. It is of potential concern that three of the tutors held no formal academic qualifications.

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Table 6.50

Foundation Education Tutors: Highest Level of Qualification Attainment

Qualifications	Foundation education tutors responses		Subject areas/majors within qualification(s) attained
	Frequency	Percentage	
Masters	3	9	• Politics • Second Language Teaching • Economics
Postgraduate Diploma	4	13	• Tertiary Education • Tertiary Teaching • Education • Health Service Management
Bachelor Degree	8	25	• Primary School Teaching • Secondary School Teaching • Education in physical education and health • Sports and Exercise Science • Education Technology and Educational Psychology • Business
Diploma	9	28	• Agriculture • Tertiary Teaching • Higher Education • Adult Teaching • Information Systems • Education Technology
Certificate	3	9	• Youth Development • Forestry • Adult Teaching • Literacy Educators
Trades qualifications	2	6	• Automotive • Mechanic
None	3	9	Not applicable
Total	32	100	

Notes.
1. Many tutors held multiple qualifications.
2. 12 tutors had completed NCALE (Educator). One tutor was enrolled in this programme.

It is assumed that the three tutors who hold no formal qualifications had such approval. Unfortunately, this information was not sought at the time of the interviewing phase of the research. One of the managers did comment that the minimum qualification requirements were not being enforced. Another manager commented that they were aware that two of the new tutors were being enrolled on both CAT and NCALE (Educator). Responses from the tutors, who were new to teaching, indicated that they felt a lack of confidence in their role and stated a need for institutional support in developing their teaching practice. In terms of tutor professional development, all academic staff are required to agree to a *Professional Development Plan* annually with their Programme Leader as per NorthTec Policy 04.009: Professional Development Leave (see Appendix E). The PADs for the

foundation programmes contain all of the staff professional development obligations and requirements for each programme. These PADs contain a statement that tutors are encouraged to advance their qualifications through professional development activities. Twelve (38%) of the tutors had completed NCALE (Educator) and one tutor was enrolled in this qualification the time of the data collection. Attainment of NCALE (Educator) was promoted by the Programme Leaders as part of a tutor's professional development plan, but was not seen as compulsory. NorthTec's (2012a) provisional delivery plan for 2013 indicated that they were not planning to offer NCALE in 2013 as part of review of teacher training (p. 7). However, as announced in 2014 and beginning in 2015, the TEC will be transitioning to requiring tutors who teach foundation-level courses to hold an appropriate qualification, such as NCALNE (Voc) in order for their TEOs to receive SAC funding for NZQF Levels One and Two qualifications (competitive and non-competitive, including the Māori and Pasifika Trades Training initiative) and literacy and numeracy provision including Intensive Literacy and Numeracy, as well as Workplace Literacy funds (see Chapter Two). It is likely that this decision will have a significant impact on teacher training and professional development plans for foundation educators in the near future. It would be fair to say that, at the time of the data collection, foundation educators who embarked on educational qualifications tended to choose qualifications containing subject areas of their specialist interest or delivery focus such as LLN, ESOL and youth education.

The staff training and development department at NorthTec kindly provided their recorded data for formal professional development activities that had been approved (typically within individual staff professional development plans) and undertaken by the foundation education staff for the years 2011 and 2012. Some of these activities were hosted internally within NorthTec while others were delivered externally. Most of the participants were foundation education tutors. However, the foundation education programme leaders and administrators also took part in these activities as appropriate. Table 6.51 summarises the types of activities and the staff numbers attending these as recorded by this department. The tutors interviewed were mostly well qualified and a number hold specific qualifications in adult LLN education. Many undertake professional development activities and these are further discussed in the following sections for this programme area.

Table 6.51

Foundation Education Staff: Engagement in Formal Professional Development Activities, 2011-2012

Types of formal professional development	Examples of formal professional development	Number of staff - 2011	Number of staff - 2012
Education qualifications *(Internally delivered and/or contracted)*	• NorthTec Diploma in Tertiary Teaching • NorthTec Certificate in Adult Teaching • NCALE (Educator)	4	1
Conferences, Symposiums and Workshops *(Externally delivered)*	• Literacy and Numeracy Symposium • National Literacy Conference • Educational Development Conference • FABENZ Conference • ATLAANZ Conference • National Symposium of Multiple Pathways • Engaging Maori Pasifika and Youth Learners Workshop • Crossing Boundaries Conference • Teaching and Learning Conference • Flexible On-Line Conference • Embedding LLN workshop • IELTS information workshop	9	5
Specialist work-related professional development *(internally and externally delivered)*	*Internally delivered* • Accident investigation • First-aid • Confined spaces • US 4098 Workplace Assessor course • National Certificate in Health and Safety (Level 3) • Occupational Health and Safety (Level 3) • Forestry operations *Externally delivered* • Environment course • Forestry machinery • Project Management (Prince 2)	7	7

Notes.
1. The number of foundation education tutors engaged in formal professional development activities for 2012 is incomplete as the information was given to the researcher mid-year.
2. Some of the foundation education tutors were engaged in more than one professional development activity.

6.6.2 Perceptions on the minimum qualification requirements for foundation education tutors

Managers/administrators and policymakers/influencers were asked what they felt was the minimum qualification requirement for foundation education tutors. Table 6.52 summarises the themes developed from these responses.

Table 6.52
Summary of Themes: Minimum Qualification Requirements for Foundation Education Tutors

Themes	Analysis	Relevant Excerpts from Interviews
Theme one: The importance of specific personal qualities and characteristics of the foundation educator	In stating the need for qualifications (both in teaching and education in general) for foundation education tutors there was a recognition by six (38%) of the managers/ administrators and four (40%) of the policymakers/influencers, that qualifications alone do not make a good foundation educator. Both the managers/administrators and policymakers/influencers emphasised the type and quality of the personality characteristics or attributes that make good foundation educators. These included: passion; empathy; patience; a high level of communication skills; and cultural understanding (particularly with Māori). The ability to relate their own life experience with the students was commented on as well as being able to evaluate and teach to differing individual circumstances and goals of the students. There was also an opinion expressed that no qualifications or programmes currently exist that 'teach you' about the challenges educators faces in foundation education. This finding represents a potential challenge for the introduction of compulsory qualifications in literacy and numeracy for the sector as most foundation programmes contain elements of LLN provision.	*My first reaction is that the staff must have teaching qualifications really but then I go, no, we've had staff who haven't had teaching qualifications who have been brilliant so I'm not sure. The most important thing I think is that the students are safe in the environment that they are in and how we make sure that that happens. It's is a tricky one. (Policymaker/influencer comment)* *To succeed at foundation you have got to be pretty grounded and on the same wave length to be able to empathise with the people that you have got in the classroom. I think that is really difficult because a lot of the people in the classroom have got no educational history or qualifications what so ever but clearly the person who is going to be teaching them has, and therefore or by definition they have probably come from a totally different sort of mind-set, lifestyle and route that they have got there. They have got to be able to empathise with those students. (Policymaker/influencer comment)* *It takes a special breed of person I think to be with foundation learning students and a lot of it is the personality of that person. And I suppose the icing on the cake is doing some training. So I would have to say the person's probably doing the training with that level of students because they are passionate working with those people. They probably already have the skills and the rest of it is icing on the cake. NCALE and CAT can only help. (Managers comment)*

Table 6.52

Summary of Themes: Minimum Qualification Requirements for Foundation Education Tutors (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme two: Undergraduate qualification in education	Four (25%) of the managers/administrators and three (30%) of the policymakers/influencers commented on the need for a qualification in education, not just teaching techniques and tools. Qualifications such as NCALE (Educator) were seen as providing a skill set for literacy and numeracy education but were also seen as limited in terms of providing broader educational context and theory. Areas considered important in 'making the learning happen' for foundation students included: psychology; the philosophy of education; behavioural development; motivation; learning styles; and Māori pedagogies/Kaupapa Māori. There was also a strong thread alongside these comments on the need for meaningful, on-going professional development.	*I think they need to have a really strong drive in education and I am not sure that our tertiary teaching certificate that we have fulfils that role. I think they need to become educators rather than trainers and that's particularly in the vocational area. It could be a formal certificate but it could be a requirement of on-going professional development in education. I am not sure if a certificate is enough. (Policymaker/influencer comment)*
Theme three: Teaching qualification	Four (25%) of managers/administrators and one (10%) of the policymakers/influencers felt that a teaching qualification was the minimum requirement for foundation educators. Some expressed a strong opinion that CAT is not sufficient in preparing tutors for teaching foundation programmes and meeting the challenges that students face. A diploma level qualification in tertiary teaching, preferably in teaching adults (alongside expertise in the relevant subject area) was considered the minimum requirement with a teaching degree being preferable.	*A teaching qualification and nowadays that's a minimum. CAT? No I don't think that's sufficient. I think you need really skilled people in those jobs, the further you get up the education ladder the easier they are to teach for goodness sake we all know that. The person who can break something down into simplistic little bite size pieces is a good teacher. People here are getting Masters Degrees and you'd sit in their lectures and you think OMG, they know nothing about teaching, they put their overheads up and there'd be a bunch of size 8 font and they would expect you to see it. But I believe that these [foundation] people are the skilled teachers. It's the pastoral care that goes along with it, it's really important. (Manager/administrator comment)* *You could be training someone to go on to a degree having never experienced a degree programme yourself. (Manager/administrator comment)*

Table 6.52
Summary of Themes: Minimum Qualification Requirements for Foundation Education Tutors (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Outlying comments	A number of the managers (as well as tutors in response to other related questions as previously discussed) commented that some of the best foundation educators they knew had a previous background in primary or secondary school teaching. One of the reasons provided for this was that these teachers are used to working with people at different skill levels and are familiar with integrated assessment, or teaching across different levels in an integrated way.	*Ideally our best tutors come from an education background where they have a primary or secondary teaching qualification, and a literacy/numeracy background, perhaps with some papers with adult teaching. But I really think you have to come from an educational background because of having an understanding about pedagogy, having an understanding about how people learn and all-of-that sort of stuff. (Manager/administrator comment)*
	Both managers/administrators and policymakers/influencers comments revealed that in order to address and manage the often complex and diverse needs, and the challenges teaching of foundation students, foundation educators need to operate on the critical or highly critical end of Degener's continuum. While it was recognised that qualifications can go some way to supporting and developing the educators, the intrinsic characteristics of the foundation educator are crucial as the risks for failure for the students are considered greater than other higher level programmes.	*It's a number of things around ensuring the safety of the environment that you put those kids into. Because they are quite fragile, you almost can't afford to fail them. You shouldn't actually give them a choice and let them make dumb decisions. Once you've got them it's like 'this is it, sorry, you are in Alcatraz, you are not getting out of here,' because the consequences of failure for them with in a foundation class are much greater than they are for any other student. I mean failure in any environment is not great, but for those students the consequences are more personally debilitating then they are for other students, so once you've got them you have got to keep them. (Policymaker/influencer comment)*

6.6.3   The range of topics that foundation education tutors have learnt from formal educational programmes

As mentioned preciously, Degener argues that teachers need to be knowledgeable about the factors that contribute to social inequalities through their tutor training or educational experiences. A display card was used to gauge the range of subject areas or topics experienced by tutors through their formal educational experiences which included the following areas as outlined in Table 6.53.

Table 6.53
Range of Possible Subject Areas Experienced by Tutors

Subject Areas
Literacy.
Language
Numeracy
Different kinds of literacies (e.g. digital literacy)
Learning styles/needs of adults
Cultural awareness and appreciation
Time management skills
Teaching skills to deliver to students
Learning about the community you teach
Theories of adult education
Foundation education field challenges and issues
Impact of behavioural/societal issues on adult learning
Other training topics that the tutors had experienced

Seven (22%) of the tutors stated that they had covered all of the above areas within their formal training or educational experiences. Five (16%) of the tutors felt that they were too new in the role of being a tutor and/or had not yet experienced any of the subject areas within their educational experiences to date. Table 6.54 summarises the areas of training that the remainder of the tutors reported that they had **not** encountered in their training or educational experiences.

The tutors added other subject areas or topics that they had undertaken as follows:

- resource development;
- material development;
- assessment;
- conversational Te Reo Māori; and
- Māori games and past-times.

The two main topics or subject areas that were less experienced by the tutors are described and analysed in Table 6.55.

Table 6.54

Foundation Education Tutors: Topics not Covered in Tutors' Formal Educational Experiences

Topics not covered in educational experiences	Frequency of response	Percentage
Foundation Education field challenges and issues	16	80
Learning about the community you teach	15	75
Time management skills	10	50
Impact of behavioural/societal issues on adult learning	4	20
Different kinds of literacies (e.g. digital literacies)	4	20
Literacy, language and/or numeracy	3	15
Cultural awareness and appreciation	3	15
Theories of adult education	3	15
Learning styles/needs of adults	2	10
Teaching skills to deliver to students	1	5

Note:
Twenty of the thirty two tutors interviewed provided information on the topics not covered in their formal educational experiences.

Table 6.55

Main Subject Areas Not Covered in Formal Educational Experiences

Subject Areas	Commentary
Foundation Education field challenges and issues	Sixteen (50%) of the tutors stated that this was an area not covered in their formal educational experience. This result is perhaps to be expected, given that there a currently few formal qualifications available with a focus on examining comprehensive theoretical or pedagogical perspectives applicable to this field of education provision.
Learning about the community you teach	Fifteen (47%) of the tutors stated that this was an area not covered in their formal educational experience. Degener postulates that highly critical teaching development opportunities would ensure that educators can become immersed in the community that they teach in and would have a strong understanding of the role their programme plays in the community. Therefore, foundation educational programmes should ideally facilitate an understanding of the communities that foundation learners come from. It is recognised that this may be difficult given the diversity of communities that both generic and specialised foundation programmes target in terms of attracting enrolments. EAWG (2012) profiling of 'priority learners' in New Zealand is considered of great value in this area. In terms of NorthTec's provision and as discussed (in section 6.5.10), 15 or 47% of the tutors commented that they felt they had a good relationship with their local community, while the same number of tutors commented that they had limited involvement with the local community. Perhaps there should be an increased focus within NorthTec on providing the time and resources for tutors to build on their informal and formal networks within their communities as appropriate, as well as re-establishing the LAC. The provision of structured opportunities for graduated foundation students to give feedback on the relevance of their learning for their communities could also be of potential value in enabling tutors to connect to Northland communities.

The more prominent subject areas that the tutors reported that they had experienced in their formal education experiences were: teaching skills to deliver to students; learning styles/needs of adults; embedding literacy and numeracy; and theories of education. This finding is not surprising given the focus of tutor training programmes on teaching skills and the Government focus on embedding literacy and numeracy learning progressions within the lower level NZQF qualifications and programmes. Finally, many of the foundation tutors interviewed had experienced 'training' on cultural awareness and appreciation which is an area Degener considers essential for tutors' ability to adopt a critical pedagogical approach.

6.6.4 Foundation education tutors' experiences of training specific to foundation education

Tutors were asked whether they had received any formal training in foundation education. Exemplars, such as NCALE (Educator), were not provided as the intent was for the tutors to relate their personal educational experiences. Nineteen (59%) of the tutors commented that they had not received any formal training specific to foundation education and there were a few comments from these tutors that they felt NCALE (Educator) did not adequately prepare them for their role or job. Eleven or 34% of the tutors considered the NCALE (Educator) qualification to be their only formal foundation educational experience. This qualification, as discussed previously, focuses specifically on literacy and numeracy provision. Only two tutors felt they had received education specifically targeted at foundation education within their undergraduate degrees.

The managers'/administrators' indicated that they felt there was no or little training or qualifications specifically for foundation education outside of NCALE (Educator), which was recognised as being primarily focused on literacy and numeracy teaching skills. These interviewees stressed the importance of the tutors' personalities and experiences as being critical factors for succeeding in the role of a foundation education tutor.

> *The current training is not much, is it? They are thrown in the classroom and said get on with it and away you go. (Manager/administrator comment)*
>
> *I don't think just learning anything in the classroom will be enough. It's not until you get out there and you're actually teaching that's where the real learning begins. (Manager/administrator comment)*

In summary, few formal undergraduate qualification opportunities targeted around foundation education were recognised by the interviewees as being available in New Zealand, with the exception of the NCALE (Educator) qualification. Given the increased focus on foundation education by Government and continued focus on this area of provision by the ITP sector, the development of stand-alone qualifications and/or the development of strands within existing undergraduate and postgraduate qualifications focussing on the field of foundation education would be of great benefit to foundation education tutors, managers and/or administrators.

6.6.5 Foundation education tutors' preparedness for teaching foundation education

When tutors were asked what kind of tutor training or formal educational background they had, they were also asked whether they felt that this educational experience had adequately prepared them to work with foundation learners. Eighteen (56%) of the tutors responded that they felt their formal education had not adequately prepared them for teaching at the foundation education level. Many responded that they had evolved as educators and it was through their personal experiences and attitudes that they 'learnt as they went,' but that this had been challenging for them.

> *You feel like you are a teacher in a train station sometimes. So unless you are the sort of teacher who can adapt really quickly and be extremely flexible, you will not survive. (Tutor comment)*

Only nine (28%) of the tutors responded that they felt adequately prepared to teach at the foundation level. However, almost all of these respondents commented that their personal or life experiences, sometimes combined with tutor training, enabled them to be prepared to teach at the foundation level. Examples of these experiences included: dealing with learning challenges such as dyslexia; experiences with dealing with students with substance abuse issues; teenage pregnancy; and experiences in youth involvement with gangs.

Responses to this question revealed a perception that foundation education tutors are marginalised within the teaching fraternity. This was a strong thread contained in responses to other related questions (similar to the 'poor cousin' or 'Cinderella' perception of foundation programmes) and highlights a paradox that in order to be an

effective foundation tutor, the incumbent requires a very high level of teaching proficiency, yet may be perceived as a less valued educator than those that are teaching at higher levels, such as at the degree level.

> *The myth is that if you only teach foundation you can't really be a real academic, or words to that effect. Whereas, if you look at the skill-base that is required, it is at such a high level. I do however believe that your best qualified staff and the staff teaching the highest levels should also be teaching some foundation. If that policy were followed then in fact there would be better understanding [of foundation education]. (Tutor comment)*

In summary, the analysis within this question area reveals two major issues for the development and delivery of foundation programmes. First, it is accepted that tutors' confidence in teaching on these programmes grows with time. However, given the high risk of student disengagement if the tutor is not prepared, new tutors must be supported to be able to deliver at the level of foundation programmes. Second, the marginalised perception of foundation programmes within the ITPs programme portfolio needs to be addressed by management, not only to attract quality tutors but to raise the profile and importance of foundation education in line with often articulated rhetoric around the value of this area of provision.

6.6.6 Foundation education tutors' experiences of in-house professional development opportunities

Table 6.51 provides a summary of NorthTec's centrally recorded formal professional development experiences that foundation education staff had engaged in from 2011-2012. The tutors were also asked to describe their experiences of any in-house professional development opportunities. The responses to this question were evenly divided in that 16 (50%) of the tutors had made use of in-house professional development opportunities, whilst 16 (50%) had not. A small number of tutors were too new in their role to have had the opportunity to take up any in-house professional development opportunities. A large proportion of tutors appear not to be engaging in this type of professional development. Most of the tutors who stated that they had engaged in in-house professional development commented that this took the form of either CAT or NCALE (Educator). A small number stated that they attended every professional development opportunity that was made available to them including workshops on specific areas such as occupational health and safety.

A couple of the managers were aware that there had been some professional development opportunities available for foundation tutors, but were not sure if they had been promoted. One manager commented on a specific professional development opportunity offered for managing classroom behaviour that was offered in 2012, yet they were unaware of the centralised recording of professional development activities that was ongoing through NorthTec's Human Resources service area.

> *Yes, there are offerings somewhere. At the beginning of the year we had a tutor came up and there was a workshop on managing classroom behaviour in respect to that cohort of students in foundation learning which was really well attended by NorthTec staff. I think we had 40 to 50 people there all up, so there are offerings through the year. And then there are the on-going conferences that people tend to attend which are specific to foundation learning. Actually, it's been a bone of contention; we don't have the management information system to be able to do it [professional development]. So, it is a bit problematic. So you're saying can I give you a report on what foundation education tutors are doing this year in respect of professional development? I could ask but I don't think that the information system is there. (Manager/administrator comment)*

A related question on professional development opportunities was whether the tutors had an opportunity to attend conferences related to foundation education such as those offered by NZABE and FABENZ. The offerings of such conferences in New Zealand that are specifically related to foundation education are few. A number of education conferences held by organisations, such as the New Zealand Association for Research in Education (NZARE), Higher Education Research and Development Society of Australasia (HERDSA), do incorporate foundation education related topics within their conference programmes. Nineteen (59%) of the tutors stated that they had not attended any conferences relating to foundation education.

The 12 (38%) tutors who had attended conferences included specific foundation conferences such as NZABE and the ITPNZ Foundation Forum. They also included conferences that targeted specialised areas such as English as a Second Language (ESL), LLN or conferences aimed specifically for youth education. Twenty eight (88%) of the tutors who responded to this question had not presented either papers or workshops at conferences. Of those who had presented papers or facilitated

workshops the focus was on specific areas of foundation education delivery or practice, such as activity-based classroom delivery.

In summary, the uptake of in-house professional development opportunities amongst the tutors was mixed, with half of this group reporting that they had not engaged in any such activities. While this is understandable for the newer tutors who have yet to encounter such opportunities, this could be an area for concern given the expressed need for foundation tutors (Denny, 2008) to have quality professional development in their practice. It did appear from the tutor's responses and the central reporting information in this area that those tutors who did engage in professional development opportunities tended to undertake a number of activities, indicating perhaps a sub-group who had a higher level of engagement in professional development. An area for future research could be to explore the motivating and pedagogical factors amongst this sub-group that encouraged them to undertake professional development opportunities.

6.6.7 Areas that foundation education tutors wished they had known about foundation education before they started teaching

Tutors were asked what sorts of things they wished they had learned about foundation education and the demands of the job before they started teaching. This question provoked a varied response. Table 6.56 summarises the main themes from those that commented on specific areas that they wished they were more familiar with prior to teaching on foundation programmes.

Finally, managers/administrators and policymakers/influencers were asked what they considered to be the research priorities for foundation education, the findings of which are argued to have some impact on potential tutor professional development (see Chapter Seven, section 7.4). The research areas, identified that have particular pertinence for foundation educators' professional development, were:

- Māori student success;
- models of foundation education;
- effective teaching practices;
- understanding the student and teaching process;
- literacies; and
- learning challenges such as dyslexia and Asperger syndrome.

Table 6.56

Summary of Themes: Areas that tutors wished they had known about foundation education before they started teaching

Themes	Analysis	Relevant Excerpts from Interviews
Nothing	Twelve (38%) of the tutors felt that there was nothing they needed to know as everything they needed to do the job was learnt from their personal experience.	*I don't think there was very much I really wanted to know beforehand. I think as I've got more experienced and more mature and more life experience I think that's helped me. I've grown with the job. I've been in it for a long time so my situation has changed. I've got married; I've got kids; I don't think educationally there's anything that I know now that I feel I should have known before I started. (Tutor comment)* *I don't think you need to know anything. I think from my own point of view, its experience. And you can't teach or buy experience. I mean being one of them and that's why I think I relate to them a lot more than the previous tutor that did it. Because he was a lot more higher educated and a lot more staunch. So he was a 'black and white' man whereas with these [students] there has got to be grey areas as well. Empathy is what you've got to have. (Tutor comment)*
A greater understanding of the programme and of NorthTec	A strong theme that came through from the seven (22%) of the tutors was on a perceived need to understand the programme better and how NorthTec operates. This included the need for a better understanding of the organisational hierarchy; expected programme outcomes; progression or stair-casing opportunities; and the need for clear induction processes and systems.	*I wish I had more of an induction into the systems of the institution that I was working in, that detracts from the teaching so much, it makes it such an unnecessary, stressful and difficult and you are not delivering as well as you could, not following up and it just seems to be an on-going issue with this institution. They do not see the value in spending time with you in those first few weeks, I don't think necessarily when you start but in those few weeks having somebody, or some way in which you can learn the ropes far more thoroughly and quickly rather than this self-discovery thing which is no support, absolutely no support. That would be the one most helpful thing that could, that would, enhance the whole experience. (Tutor comment)*
Specific teaching skills and/or knowledge	There was a grouping of responses from five (16%) of the tutors that targeted specific areas of teaching competency which included: embedding and contextualising LLN; computer skills; techniques for teaching in classroom settings; and communication skills.	

Table 6.56

Summary of Themes: Areas that tutors wished they had known about foundation education before they started teaching (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Foundation educational theory including adult learning theory specific to foundation education	Comments from three (9%) of the tutors in this area related to their perception of the need to have an understanding, or at least an awareness of the theory and theoretical developments for foundation, as well as adult learning theory.	*I think foundation students bring a set of challenges that aren't typical of what we classify as adult learning and all the adult learning theories. I struggle to relate that to the typical students you see at NorthTec anyway. The foundation learners bring a whole range of challenges that aren't typical of adult learners. (Tutor comment)*
Kaupapa Māori and Te Reo Māori	Comments from two (6%) of the tutors in this area came from tutors who identified themselves as Māori, yet wished that they had more proficiency in the educational philosophies and language that are expressed within Kaupapa Māori and Te Reo Māori.	*I think I wish I had taken up Te Reo Māori. I've got a mate who works for the Trust in Moerewa and when I first started in the forestry my father took me to Tane Mahuta [New Zealand's largest known living Kauri tree] and he did this little prayer thing and then I went off to Rotorua. That's where I started in the forestry. Now I do the courses, every course I have I always take them to Tane Mahuta and I don't know how to speak Māori and that but I've got a mate who works at Moerewa and he's into all the legends and he's fluent in Māori (he used to work for the Polytechnic) and he comes along with me and he teaches my boys how to find medicinal plants, food and all that. It's the best part of our course now. I wouldn't have minded learning that earlier. (Tutor comment)*
Everything	Two tutors (6%) stated they wished they had the opportunity to learn 'everything.'	

In summary, the thematic analysis for this question area reveals some useful areas of consideration for those that are involved in the professional development of foundation educators that are both broad and detailed. The findings also indicate opportunities for in-house professional development and/or induction programmes within NorthTec so that tutors have a better understanding both of the organisation and the foundation programme(s) that they deliver on.

6.6.8 Programme area summary

Table 6.57 provides a summary of the findings for this programme area based on the concept of Degener's continuum of critical pedagogy.

Table 6.57

Programme Area Summary for Tutor Professional Development

Tutor professional development	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum	←			→
Foundation education tutors' educational background	Postgraduate qualifications (in education, politics and second language teaching	Undergraduate qualification in teaching	Diploma, certificate and trades qualifications (LLN, adult/youth teaching and specific trades such as automotive)	No educational qualifications
Minimum qualification requirements for foundation education tutors	Importance of specific personal qualities and characteristics of the educator not qualifications alone	Undergraduate qualification in education	Teaching qualification	
The range of topics relating to foundation education tutors **not** learnt from formal educational programmes	Foundation Education field challenges and issues	Different kinds of literacies (e.g. digital literacies)	Time management skills	
	Impact of behavioural/societal issues on adult learning	Literacy, language and/or numeracy	Teaching skills to deliver to students	
	Cultural awareness and appreciation	Theories of adult education		
	Learning about the community you teach	Learning styles/needs of adults		
Tutors' experiences of training specific to foundation education			NCALE qualification	Had not received any formal training specific to foundation education
Tutors' training experiences and tutors preparedness for teaching foundation education		Felt adequately prepared to teach at the foundation level through personal experience combined with tutor training		Formal education had not adequately prepared them for teaching at the foundation education level
Tutors' experiences of in-house professional development (PD) opportunities		Made use of in house PD opportunities such as CAT and NCALE	Had not made use of in-house PD opportunities	
		Had attended conferences such as NZABE	Had not attended any conferences relating to foundation education	

Table 6.57

Programme Area Summary for Tutor Professional Development (continued)

Tutor professional development	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum	← →			
Areas where tutors wished they had known about foundation education before they started teaching	Foundation educational theory including adult learning theory specific to foundation education	Specific teaching skills and/or knowledge	A greater understanding of the programme and of NorthTec	Nothing as everything learnt through personal experience
	Kaupapa Māori and Te Reo Māori	Everything		

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

6.7   Assessment and evaluation

Degener states that on-going evaluation of both student and programme progress is an essential part of a critical adult education programme.[89] Student evaluation and programme evaluation would take place on a regular basis, not just at the end of a semester or term. Teachers and administrators would get feedback from students at both individual and group levels. This feedback would be used to continually refine the programme structure and curriculum. In a critical adult education programme, assessment and evaluation would be centered on the goals that students set for themselves. The focus would be on how students' needs are met rather than the development or attainment of decontextualised skills.

The methods of assessment and evaluation for a critical programme would likely be narrative and not based on standardised test scores (unless students' goals are to gain an award or qualification or other academic goals). Students would assess and evaluate their own progress and, together with the tutor, would decide when and if their goals have been achieved. An important focus for evaluation in a critical programme is the active and dynamic role that students' play in the process.

Table 6.58 outlines Degener's (2001) levels of critical pedagogy and the kinds of beliefs held by educators for this programme area. This table also presents the questions used to examine interviewees' perceptions of assessment and evaluation systems and processes for foundation programmes.

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[89] Degener (2001, 2006) appears to use the terms assessment and evaluation interchangeably. For the purpose of this research 'assessment' refers to the assessment of student learning and 'evaluation' is centered around the evaluation of the programme and or educational processes.

Table 6.58

Pedagogical Beliefs and Questions regarding Assessment and Evaluation

Level of Pedagogy	Beliefs	Questions
Highly critical	• greatest emphasis is placed on whether students meet goals they have set for themselves; • students are active partners in evaluation; conferences with students take place throughout the term; • standardised tests are not used; and • Programme success is measured by how students use the skills they have acquired to negotiate change in their world.	• the purpose and importance of assessment; • the range of assessment tools used and the assessment tools used more in foundation programmes; • use of standardised tests or assessments;
Somewhat critical	• portfolios may be used as part of the evaluation process; students' decide on its content; • students' play a large role in their assessment, including setting and evaluating goals; • students' ability to negotiate with social institutions outside of the programme is seen as an indicator of success; and • standardised tests may be used.	• the role students' play in their own assessment; • understanding of the purpose and importance of evaluation and evaluation practices that are used more in foundation programmes than other programmes; and
Somewhat non-critical	• heavy emphasis is place on academic progress, measured by standardised tests; • programme success is partially measured by the extent to which students meet their own goals; • students provide feedback throughout the term; and • evaluation may be based on interviews with students and their self-reported success.	• the degree that student or tutor evaluations (both formal and informal) are used to modify or change foundation programmes.
Highly non-critical	• heavy emphasis is placed on academic progress, measured by standardised tests; • evaluation is based on programme goals and expectation, not student goals; and • evaluation takes place only at the end of the term.	
Degener's (2001) description	While teachers may suggest long-term goals for students, they would never impose their own notions on students' goals. On a regular basis, teacher and students would discuss these goals and the progress made toward attaining them. (Degener, 2001, p. 48) As students' needs change, so would the program. Students would be able to see how their input affects the program and would thus see themselves as active participants. Programs might also develop formal structures, such as a student board, so that students would have an organization in which to work hand-in-hand with administrators to create a program that accurately reflects student and community needs. (Degener, 2001, p. 48)	

Table 6.58
Pedagogical Beliefs and Questions regarding Assessment and Evaluation
(continued)

Pedagogical beliefs continued
Imposing the same standards and the same measures of success on all students, no matter where they live or what their current social or economic situation is extremely problematic to critical educators. However, programs that want to be more critical in their classroom practices may be discouraged by their need to be accountable for the test scores of their students. Research that looks at the individual successes of students in highly critical and somewhat or "evolving toward" critical programs - not on the basis of standardized tests but in terms of how they use literacy and other skills to negotiate successfully with institutions such as welfare offices, employers, schools, and housing authorities - may provide policymakers with examples of the utility of non-standardized measures of success. Such a shift in sentiment may ultimately give programs greater freedom to initiate changes that will bring to bear a more critical pedagogy. (Degener, 2001, pp. 57-58)

6.7.1 Interviewees' understanding of the purpose and importance of assessment

> *It is the glue that holds it all together. (Tutor comment)*

Tutors' responses to the question about the purpose of assessment produced a range of responses as depicted in Table 6.59. These are presented in order of a more to less representation of critical pedagogical thinking. By far the largest group of responses was on assessing student learning, knowledge, skills and attributes. A number of tutors commented on the function of assessment to inform teachers of students' progression or mastery. This was reinforced by similar comments from managers/administrators in response to this question.

Table 6.59
Foundation Education Tutors: Understanding of the Purpose of Assessment

Continuum of critical pedagogy	Themes on the purpose of assessment	Foundation Education Tutors	
		Response	Percentage
More critical	To help students achieve their personal goals	3	9
	To assess student learning, knowledge, skills and attributes	19	59
	So that both students and teachers understanding of subject mastery	5	16
	So that students can achieve standard(s) or qualification(s);	4	13
	To meet both needs of organisation and tutors	2	6
Less critical	For tutors' purposes of improving teaching practice	1	3
Note: Some tutors responses covered more than one thread or category			

One tutor and a manager provided concise understandings of the various types or range of assessments used in foundation programmes.

> *I think there are lots of assessments like formative assessments, so we know where the students are at and give them feedback, so that we are on track. Then there is the diagnostic test because it is important to know where our students are starting at. Also, there are summative tests which tell us if we have achieved what we set out to achieve. (Tutor comment)*
>
> *Well the assessment beforehand is to see what the needs of the student are and to give you an idea of any particular individual learning style that a student may have and the gap between where they are and where they need to be for the graduate profile. So that's the initial assessment. That's what its purpose is. The formative assessment as a student is going through the class is to give you a check on how their learning is going and the summative assessment is the assessment that they'll use at the end of it to actually give them an award and usually it's put up against some type of criteria. (Manager/administrator comment)*

Another tutor mentioned that they discuss the philosophical basis of teaching, learning and assessment with new cohorts of students. This practice would be seen to lie at the highly critical end of Degener's continuum, along with other comments from tutors centered on the purpose of assessment as being to help students achieve their goals and 'get further in life.'

> *One of the things I usually discuss when I have a new IELTS [cohort], especially if they have come from overseas is the different philosophies behind approaches to teaching and talking about Western approaches to teaching and also talking about the approach which is based more on Confucius. That's where the teacher is seen as the person, who has the knowledge, and their job is to impart that knowledge and the students' role is to sit passively and soak it all up. As opposed to Socrates where the teacher is there to be examined and challenged and you ask questions. I often discuss that with students so that they can understand that our approach to education, to teaching, to learning is maybe quite different to what they are used to. (Tutor comment)*

Another tutor talked about their engaging and creative approach to assessment that allows students to have 'fun' with assessment and perhaps remove some of the associated fear of formal assessments.

> *On Mondays after they've had a hard weekend, I'll hit them with a ten question quiz about what we have done the week before. And it won't be an assessment. It's just a test to see if they know what we did the week before and if they held the information. Every Monday we do that and now they are prepared for it, a lot of them are getting ten out of ten whereas we were only getting one or two questions right. And I make up my own questions. They're not from the book. I just say, 'Who wore a blue jersey last week?' and that sort of stuff and (the guy who wore the jersey he got it wrong as well) they have a lot of fun. I told them if they can't have a laugh while they are doing the course they might as well go home because they're not going to last long in forestry because all forestry workers are cheeky buggers. (Tutor comment)*

There was an outlying and rather cynical comment, regarding the use of assessment to meet the needs of the institution rather than the students, which can be seen as lying towards the non-critical end of Degener's continuum in that the purpose of assessment is to inform the institution rather than the student.

> *I think sometimes assessment is there to please the establishment and for them to market themselves, they go round and say we offered these programmes and we got a really high success rate, this kind of thing, study with us. (Tutor comment)*

In summary, with regard to tutors' understanding of the purpose of assessment, the majority (19 or 59%), have a student-centered philosophy, backed with a strong functional acknowledgment that assessment enables the measuring of student learning, knowledge, skills and attributes against prescribed learning outcomes within the programme or courses. This type of thinking can be seen to lie within Degener's descriptions of both somewhat critical and somewhat non-critical pedagogical thinking.

6.7.2 The range and types of assessment tools used in foundation programmes

Questions were asked on the range of assessment tools used and the types of assessment tools utilised more in foundation programmes than in other programmes. A display card, depicting a variety of assessment tools or activities was used to gauge the range used by tutors. Table 6.60 provides a summary of the assessment tools used by the tutors including additional assessment tools used.

Table 6.60
Summary of Assessment Tools used by Foundation Education Tutors

Assessment Tools	Descriptions
All	The use of 'all' of the assessment tools was the largest grouping of responses from 13 (41%) of the tutors. These included: • formative assessments, for example short quizzes, reflectional journals; • summative assessments, for example tests; • personalised student plans; • student observation; and • student self-assessment.
All assessment tools except personalised student plans	The next largest grouping was 'all' assessment tools except personalised student plans by eight or (25%) of the tutors.
Formative; summative and student observation	The third grouping was a small cluster of three (9%) of the tutors, who described the tools used as: formative; summative and student observation.
Additional assessment tools identified	• seminars; • projects; • assignments; • student peer observation projects; • oral presentations; • taping students talking; • diaries; and • practical standardised assessments.

Managers/administrators and policymakers/influencers were asked to comment on the assessment tools that they perceived as being used more in foundation programmes than mainstream programmes. The strongest theme that came through was the perception that foundation education involves more formative assessment. Only one manager and one policymaker felt that they were not aware that any particular assessment tools are used more than any others.

> *I believe we use more formative assessments, because we understand what formative assessments are. People who teach in degree courses don't seem to have to have the same training as those who teach in Level One to Level Four, or One to Three. So that whole notion of embedding literacy/numeracy and knowing that triangle, knowing the learner, knowing the demands and what to do about it doesn't seem to feature in the degree courses so that formative type stuff, I think it is all summative and very content driven [at degree level]. (Manager/administrator comment)*

There was some criticism from a manager regarding the rigour and consistency of the assessment regime(s) for foundation programmes. This was seen as creating issues both within the NorthTec programmes that are delivered at different campuses, and also in terms of students' potential for success in the programme(s) that they were

aiming to bridge into. A concern that came from a few of the managers, was their perception that some foundation students who received high summative grades (such as 'A's) in their foundation programme were not achieving comparable grades in the higher NZQF level programmes that they were progressing into and were not being adequately academically prepared for degree level programmes.

> *I think it's really good to introduce foundation students to quite rigorous assessment processes. As an example I have a pile of applications for students who want to do study link workshops, and I don't think one student in that pile has followed the instructions of the application requires you to fill out the NorthTec application form and write a covering letter addressing the person's specifications. This makes me worry about how they pass assessments and assignments. It's just one element of why you fail is because you didn't do as you where are asked what to do, you did something else, and its good but it's not what your asked to do. That kind of idea needs to be really grounded in foundation. Because I think foundation assessment can get quite waffley, because we want to be nice and encouraging. One of the things that's interesting is (and it's not in any specific programme) is that there are inconsistencies in terms of assessments and marking of assessments and moderation between satellites [campuses], and that causes a lot of problems. It's dangerous for everybody involved, it's dangerous for the institution, and it's dangerous for the student. (Manager/administrator comment)*

At the time of the data collection for this research, NorthTec was undertaking an investigation into the successful completion rates of foundation students bridging into their nursing degree programme in preparation for an NZQA scheduled External Review. In my interview with the Nursing Programme Manager, I was informed that the preliminary results of this investigation indicated strong successful completion rates of NorthTec foundation students bridging into their degree. There was a general awareness, from most of NorthTec managers interviewed, that there needed to be an organisational investment into research on the success rates of foundation students who progress to higher level NorthTec programmes compared to those that directly entered the programme(s). This type of research would go a long way to either challenging or verifying perceptions of the 'academic preparedness' of graduated foundation students in their progression to the higher level programmes.

6.7.3 The use of standardised tests or assessments

While Degener (2001) argues that at the highly critical end of the continuum standardised tests are not used, she also acknowledges that "many programs must use noncritical, standardized assessments to remain eligible for funding from Government agencies" (p. 21). Within the New Zealand tertiary education

environment, foundation programmes in the ITP sector may contain NZQF Unit Standards (or assessment standards) developed by ITOs or by two NZQA units, the National Qualifications Services and Māori Qualifications Services. If Unit Standards are used, the providers are required to adhere to the outcome statements and performance criteria described within each of these standards. However, the actual testing methods to assess against these standards are typically not prescribed. For foundation education courses that are locally developed by the ITP, the assessment regimes are articulated within the PADs and course descriptors, and are typically unique for the particular programme or course.

Thus, within the New Zealand tertiary education context, while there may be a degree of standardisation of the assessment regimes for those programmes using NZQF qualifications or Unit Standards, the testing regime is largely non-standardised except through mostly internal moderation practices. NorthTec mainly delivers foundation programmes that are locally developed with some programmes embedding either national qualifications or specific Unit Standards. A number of the tutors (particularly within the generic foundation programmes, which do not contain Unit Standards) expressed concern regarding the lack of internal standardisation of assessments for the same course being delivered across different campuses, and noted that this was a moderation issue yet to be resolved. Tutors' responses to the question regarding any requirement to use standardised tests/assessments were mixed as illustrated in Table 6.61.

Table 6.61
Use of Standardised Assessments

Use	Description
None	Nine (28%) of the tutors felt there was no use of standardised tests.
Some	Six (19%) of the tutors stated that they used standardised assessments including the following: • the ITO moderated assessments where Unit Standards were embedded into the programme; • in the case of the NorthTec English Language programme, the assessment standards are prescribed within IELTS requirements and bands; and • for the two bridging courses Introduction to Mathematics and Engineering Fundamentals, the assessments were determined by the Institution of Professional Engineers New Zealand (IPENZ).
Literacy and Numeracy for Adults Assessment Tool	A third group of responses, (ten or 31% of the tutors), identified their use of standardised tests with the TEC mandated Literacy and Numeracy for Adults Assessment Tool (the Assessment Tool)[90]. Many of the tutors view the Assessment Tool as a 'test' rather than its articulated purpose as an online adaptive tool. The NorthTec administrator, who had responsibilities for the implementation of the Assessment Tool, noted that there were difficulties in getting the internet access for remote or satellite campuses and that they have often had to rely on paper-based assessments which did not give students immediate feedback. This administrator also commented on issues with engaging tutors with the Assessment Tool. *I've had workshops running, trying to get them involved in what it means for the last couple of years. [These workshops include] what the assessment tool is about and how to interpret the results and they actually get in with educator's status so they can go in with their code and look up their students' results but a lot of them haven't got that far yet. (Tutor comment)*
Not sure	Three (9%) of tutors felt that they did not know if standardised tests were used or were too new to comment.

Finally, Degener (2001) argues for the measuring of the success of programmes, not by use of standardised tests, but how learners use the skills and knowledge they have gained to negotiate their way in society (see Table 6.58). This approach is useful for considering the success of NorthTec's foundation programmes, perhaps not in terms of the use of standardised testing, but in terms of reconsidering the organisational focus on evaluating learners' success solely through retention, qualification completion and progression performance measures.

In summary, there is a high degree of standardisation of the assessment regime for programmes that consist of and/or embed a large number of Unit Standards. According to Degener (2001) a high degree of standardisation constrains programme delivery in terms of implementing critical pedagogy in the classroom. There was

also an element of confusion shown by interviewees responding to this question on whether they were referring to the assessment or testing regime for their programme or course. On reflection, this question could have been broken down into two parts, one for any standardised assessments and the other for the use of any standardised tests that were used, alongside the provision of an explanation or example of standardised assessments and tests.

6.7.4 The role students play in their own assessment

At the more critical end of the continuum, Degener postulates that students play a large role in their assessment, including setting and evaluating goals. The tutors' responses to the question as the role that their students play in their assessment were grouped into the themes identified in Table 6.62.

Table 6.62
Summary of Themes: The role students' play in their own assessment

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Students play a huge or significant role in their assessment –	Eleven (34%) of the tutors felt that students play a major role in their own assessment. This group commented on how students are continually assessing their progress against their plans and goals and that is part their self-development.	*I think it is huge; it really is because they are the ones who really know if they are achieving. And they are the ones who can really get a grasp on how much they are improving or how they are backsliding, I suppose. (Tutor comment)* *They are assessing themselves every day, against others, they are either good, not good, not pretty enough or whatever. They are assessing themselves against everyone all the time. They assess themselves verbally; they assess themselves physically, by what they wear. They assess themselves non-verbally by what they don't say and non-verbal is the most powerful form and I use that to try and assess them as well. (Tutor comment)*
Theme Two: Students play some of a role in their assessment, but it should be more	Eight (25 %) of the tutors felt that students do play a role in their own assessments (in particular through self-assessments), but not enough. Comments were made on the degree of 'maturity' of some students in being able to take responsibility for their own learning. Formative self-assessment activities were seen as important in informing students about their individual progress as a precursor to more formal or summative assessments.	*It depends a bit on the educational model that is chosen for the programme. I know for example at [name of organisation withheld] in their foundation studies area, that is all project based and while the students get some assessment tasks there is a lot of opportunity for the students to choose the topic and do it in a way they like so in that sense they have an influence in their own assessments. (Policymaker/Influencer comment)*

[90] Introduced in 2009 by TEC, was designed to be able to generate nationally consistent measures on adult learner LLN skill levels and skill gain over time. The progress made by groups of learners is reported on a regular basis to the TEC.

Table 6.62

Summary of Themes: The role students' play in their own assessment (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Two: Students play some of a role in their assessment, but it should be more (continued)	The manager/administrators' and policymakers/influencers' comments in this area aligned with this grouping of tutors opinions, but most felt they were not in a position to comment as they were not directly involved in the delivery of assessment regimes. However, comment was made that the assessment regimes tend to be teacher-directed.	
Theme Three: The students' role is to take responsibility for their own learning and be prepared to learn	A third theme arising from this area of questioning (from seven or 22% of the tutors) was the expectation that tutors have in students taking on responsibility to be prepared to learn and be assessed. The importance of the students' attitude in this regard was emphasised by a number of tutors.	*They have to motivate themselves. That's very important. If they've got an attitude problem and can't see the value of assessment then it's a waste of time really. (Tutor comment)* *The one thing that I should be assessing is attitude but I don't train attitude. They come with it. So, if they come with a good attitude, they're going to be away. They can be deaf, dumb; don't have to be able to write, you know, they don't have to have anything going on if they have a good attitude. They're away. (Tutor comment)*
Theme Four: Limited involvement	A small group of tutors (four or 13%) felt that students have a limited involvement in their own assessment and that at the foundation level of programme delivery, the assessment regime is strongly directed by the tutor. These tutors focused on creating a teaching and learning environment whereby students' are able to continuously ask for clarification or direction on something within the pre-set curriculum that they do not understand, particularly through the formative assessment process.	

Many of the tutors considered that students play a large role in their assessment and that it should be more, for example, in measuring success by setting and evaluating progress against their own goals. However, the success measures for programmes (on which much of the assessment regime is based), are more institutional outcomes (such as completion, retention and progression) than whether the individual students' goals are achieved or not.

6.7.5 Interviewees' understanding of the purpose and importance of evaluation

Degener describes evaluation processes at the high end of the critical to non-critical continuum as being on-going and where students are active partners in the evaluation process. Tutors' responses to the question on the purpose of evaluation produced a range of responses as depicted in Table 6.63. These are presented in order of a more to less representation of critical pedagogical thinking and the themes identified are summarised in Table 6.64.

Table 6.63

Foundation Education Tutors: Understanding of the Purpose of Evaluation

Continuum of critical pedagogy	Themes on the purpose of evaluation	Foundation Education Tutors	
		Response	Percentage
More critical	To change things for the student.	7	22
	Opportunity for critical reflection.	4	13
	Continuous improvement through the evaluation cycle.	15	47
	Ensuring the relevance and quality of programme/courses.	7	22
	To assess outcomes and to ensure that assessment processes are working and fit for purpose.	3	9
Less critical	To determine whether a student is capable of passing the course and progressing to the next level.	1	3

Note: Some tutors responses covered more than one thread or category.

Table 6.64
Summary of Themes: Purpose of Evaluation

Themes	Analysis	Relevant Excerpts from Interviews
Students' needs and progress	The more critical themes placed the student as central to the purpose of evaluation in terms of identifying students' needs and progress so as to gain feedback on how student-centered modifications to the programme could be made.	*Evaluation is for the student to know where they stand. It's a two way thing, the student evaluates the programme where as assessment is assessment of the students, isn't it? Rather than assessment of the course, so the student can evaluate the teacher, the teacher evaluates them on more of a one to one level on more subjective things that can't be actually assessed. (Tutor comment)*
Critical reflection	Another more critical theme centered on evaluation enabling the process of critical reflection, for both the tutor and the student.	*It's a process of reflection. It helps the student feel empowered, that they can say stuff if they want to and in the right way and it informs me, but it should also have a wider implication. (Tutor comment)*
Continuous improvement	The theme from the largest grouping of responses was on continuous improvement through the evaluation cycle. This included outcomes such as: establishing if things are presently going in the right direction; relevance of the content; improvements to the programme; and developing future directions for the programme.	*Evaluation is just as important (as assessment) because it is a part of the model. Plan – Teach – Evaluate – Re-plan. (Tutor comment)*
Assessing Outcomes/Fitness for purpose	Managers/administrators' comments on the purpose or evaluation, in general reflected a focus on evaluation being used to assess outcomes and to ensure that assessment processes are working and fit for purpose. This feedback can be best described as a more functionalist (or non-critical) understanding of the purpose of evaluation.	

Table 6.64
Summary of Themes: Purpose of Evaluation (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Relevance and quality	This theme focused on the relevance and quality of the programmes and/or courses. On the whole, comments from the more non-critical end of the continuum were on improving the programme, with little reference to the students' role in the evaluation process except through formal student evaluations, conducted usually each semester.	*Programme evaluation is good because it allows us to make changes that are necessary to keep the programme humming. By humming I mean sitting right on the cusp of pushing the boundaries and making sure we are keeping up with the way the world is moving, the way students are moving. And I think for tutors it's just important to evaluate sessions in your programme and your course delivery at the end of the year to make sure you are giving it what you should be giving it because I think throughout the year sometimes, as a tutor, you get in a rut, especially in winter when it's not as exciting to get out of bed in the morning and go and teach. You kind of stick with what's easy. It's important to keep you up on your toes I think. (Tutor comment)*
Complex purposes and process	One comment emphasised the complexity and challenges of evaluating foundation programmes, including the difficulty in evaluating whether students' goals have been meet. This statement can be seen as lying on the more highly critical end of the continuum for the area of programme evaluation.	*Evaluation is to tick boxes for other people because I don't think we have an understanding what evaluation is. Although, what I think is evaluation, doesn't necessarily mean what other policymakers think evaluation is. It is really hard to evaluate foundation because there's the hard data that people want to know, like the qualifications and how many course completions. But there are also the soft indicators and I think that when we are evaluating we should somehow be able to measure it. Like if I ask my students how effective we have been in being able to enable our students move forward, have we been able to actually meet their goals and values, which may not meet the prescribed ones. And so I think that evaluation is very complex. How do we evaluate the relationship between staff and students? How do we respect some of the things that they tell us? (Tutor comment)*

Almost half of the tutors showed an understanding of the purpose of evaluation as enabling continuous improvement through the evaluation cycle. Most of the comments focused on improving the programme, perhaps with an implicit intended trickle-down effect in terms of improving the programme to meet student goals and needs.

6.7.6 The degree that evaluation is used to modify or change foundation programmes

Tutors were asked how the results of evaluation processes were used to amend or change the programmes and/or courses. The response to this question area indicated that a range of evaluation practices were used. These included both formal and informal evaluation practices as described in Table 6.65.

Table 6.65
Summary of Evaluation Practices Used and Themes

Type	Description	Themes
Formal evaluation	**Student evaluation or programmes or courses:** The related internal policy for this evaluation is Policy 02.007 Student Survey of Programmes and Courses (see Appendix E). Formal Programme Surveys provide feedback from students on programmes and Course Surveys provide feedback from students on courses within a programme. These formal evaluations are collated and summarised internally by the centre responsible for institutional quality. They are scheduled by the appropriate Programme Leaders and consist of an initial survey and final survey per offering of the programme.	Over half of the tutors or 18 (56%), stated that they did use evaluation processes to change or modify the programme, mostly in terms of adjustments rather than significant change. Many also commented that the results of evaluation were used to improve their teaching, for example, in improving teaching techniques or methodologies, and for gleaning new ideas for teaching their students.
	Student evaluation of teaching practice: The related internal policy for this evaluation is 02.008: Student Survey of Teaching Practice (see Appendix E). These formal evaluations are collated and summarised internally by the centre responsible for institutional quality. They are scheduled by the appropriate Programme Leaders. All academic staff, teaching more than 50 hours per year, are required to schedule at least one annual survey. One tutor made reference to the use of the student group evaluation technique or SGET (a focus group approach) to evaluate the programme and teaching practices which they found to be very useful.	A number of the tutors felt that evaluations were 'not really' used to change or modify programmes and that there were some issues with the evaluation process. There were also a small number of tutors who felt they were too new to know whether evaluations were used to change or modify the programmes.
Informal Evaluation	Most of the tutors commented on their use of informal evaluation processes which provide immediate feedback from students on an on-going basis.	*I definitely use the students' feedback quite often. I do at the end of the week, whichever students I have, I get them to tell me the best and worst part of the week. And you go around and they tell you and you get a bit of an idea of what has worked and what hasn't. At first they hate it. They are getting good at it now though. Just because it is different and they don't like talking in public and they don't like expressing themselves and they don't want to say something that might be wrong, even though it can't be wrong. (Tutor comment)*

Managers were asked their opinion on how evaluation is used. Many felt there were issues with the evaluation process, including the use of survey techniques. An issue raised was that the formal evaluation process leads only to minor changes rather than "the fundamental essence of what's going on" (Manager/administrator comment).

> *I would say that at foundation level, do the students really know what they need, or know what they need to progress? So, when you do student surveys and students answer the questions, do they understand what a good teacher is? Do they understand what good teaching practice is? And if they have come through a system that has let them down I suspect that they haven't had the best teachers in the world anyway where as they might say that the tutors are really fantastic. Are they saying that because the tutor was really, really friendly and they got on well with the tutor, or because the tutor was an effective teacher? (Manager/administrator comment)*

It was only the policymakers/influencers group who commented on evaluation in terms of the relatively new quality assurance regime (introduced since 2008/9) of Self-Assessment External Evaluation and Review (SAEER)[91]. SAEER incorporates separate and complementary elements that are requirements of course approval and accreditation (under sections 258 & 259 of the Education Act 1989) for all TEOs that are entitled to apply. The requirements are set through the course approval and accreditation criteria and policies established by NZQA under section 253(1) (d) & (e) of the Act.

Gauging from the results to this question, it appears that tutors conceive the evaluation process at NorthTec to equate to the formal surveys and informal feedback from students. While resources for understanding and implementing SAEER are contained within NorthTec's QMS, the self-assessment aspect of this quality assurance process may not as yet have been embedded into everyday practice or internalised by tutors as part of the ITPs evaluation process. One reason for this is that perhaps SAEER is still a relatively new process or perhaps tutors see this quality assurance regime as happening at the institutional level and view the whole process as essentially driven or evaluated externally by NZQA. It should also be noted that many of the tutors commented on their lack of familiarity or use of the QMS (see section 6.3.7), so it is perhaps understandable that they may not have accessed the information and guidelines on SAEER available through this resource. This lack of understanding of the intent of the self-assessment and external evaluation elements within SAEER was reinforced by a policymaker's comment as follows.

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[91] In 2006 Cabinet agreed to the development of a new quality assurance system, Self-assessment External Evaluation and Review (SAEER) for the non-university tertiary education sector that would include: a requirement for (non-university) Tertiary Education Organisations (TEOs) to undertake self-assessment (SA); and a system of regular external evaluation and review (EER).

> *Well clearly evaluation and self-assessment is something that is a hot topic in the sector at the moment. I think there is a lot of self-assessment and reflection going on at an individual tutor level, in an informal manner. I just don't know if we are brilliant at actually catching that at an institutional level and making sure that the learnings from that reflection and evaluation are then put through into changes, so I would say it's a bit hit and miss. (Policymaker/influencer comment)*

In summary, more than half of the tutors use evaluation processes to change or modify the programme. Student feedback is used in the main to improve aspects of the programme and/or course delivery rather than radically changing the programme or curriculum structure. Many tutors also commented that the results of evaluation processes were used to improve their teaching practice, for example, using evaluations as an impetus for learning new teaching techniques and often for sharing ideas and teaching strategies amongst colleagues.

6.7.7 Programme area summary

Table 6.66 provides a summary of the findings for this programme area based on the concept of Degener's continuum of critical pedagogy.

Table 6.66
Programme Area Summary for Assessment and Evaluation

	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Assessment and evaluation	←—————————————————————————————————————→			
Understanding of the purpose and importance of assessment	To help students achieve their goals	To assess student learning, knowledge, skills and attributes	So that students can achieve standard(s) or qualification(s)	For tutors' purposes of improving teaching practice
	Discussion of the philosophical basis of teaching, learning and assessment takes place with new cohorts	Assessment is considered important for both students and tutors understanding of subject mastery	To meet needs of organisation and tutors	
Range and types of assessment tools used in foundation programmes	Comprehensive range of assessment tools and activities	Range of assessment tools and activities used	Limited range of assessment tools and activities used	
	Emphasis on formative assessment	Emphasis on formative assessment	Emphasis on summative assessment	
Use of standardised tests or assessments	Standardised tests are rarely used	Standardised tests occasionally used	Standardised tests are used often	Standardised tests used primarily
The role students play in their own assessment	Students play a huge or significant role in their assessment	Students play a large role in their assessment, including setting and evaluating goals. There is a realisation that students' involvement in their assessment should be more	Students' role is to take responsibility for their own learning and be prepared to learn	Students have a limited involvement in their own assessment, assessment regime is strongly directed by the tutor
Interviewees understanding of the purpose and importance of evaluation	To change things for the student	Continuous improvement through the evaluation cycle	Ensuring the relevance and quality of programme/courses	To determine whether a student is capable of passing the course and progression to the next level
	Opportunity for critical reflection		Used to assess outcomes and to ensure that assessment processes are working and fit for purpose.	
	Understanding of the complexity of evaluating programmes, including the difficulty in evaluating whether students goals have been meet			

Table 6.66

Programme Area Summary for Assessment and Evaluation (continued)

	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Assessment and evaluation				
The degree that evaluation is used to modify or change foundation programmes	Use of both formal and informal evaluation processes to change/modify the programme		Formal and informal evaluation processes used but only minor changes to programmes are made as a result	Evaluations are not used to change or modify the programme
	Understanding of the wider evaluation field within tertiary education as a self-assessment opportunity for improving the programmes for students'	Understanding of the wider evaluation field within the tertiary education field as a quality management process		

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

CHAPTER SEVEN: THE ANALYSIS AND FINDINGS - PART THREE: FOUNDATION EDUCATION POLICY, STRATEGY AND RELATED AREAS

> A better understanding of critical pedagogy in adult education also has the potential to influence educational policy. Current policy concerning adult education, which reflects the trend toward national standards-based education and standardized assessments (Stites, 1999), is often perceived as conflicting with the philosophy of a highly critical pedagogy because it does not take into account the specific backgrounds, needs, and interests of individual students. (Degener, 2001, p. 57)

7.1 Introduction

This chapter provides an analysis of the interviewees' perceptions about policy and strategy aspects of foundation education, including research priorities and possible future research directions for foundation education.

As stated previously, although Degener (2001, 2006) recognised that education is political as a fundamental tenet of critical pedagogy, family literacy policy and strategy was not a key focus in her doctoral research nor did she interview other stakeholders in the programmes such as managers. This research has extended Degener's argument for a continuum of critical pedagogy to the policymaker, influencer and management levels within the context of foundation education. Given that foundation education in New Zealand is shaped by Government policy and funding decisions, it was considered important to broaden Degener's framework to the arena of policy and strategy to enable a better understanding of the multifaceted issues on the development, delivery and evaluation of foundation programmes. Also, as discussed in Chapter Two, Bell and Stevenson's (2006) framework or model on the processes of moving from policy formation to policy in practice is considered of use in conceptualising how Government policy on foundation education is translated into practices in the classroom. This model (see Figure 2.10) proposes that educational policy, derived from the wider socio-political discourse, is mediated through the formulation of a strategic direction in the national and regional context which, in turn, generates organisational processes for ITPs including the determination of curriculum content, pedagogy and assessment. In this way, policy

legitimised and derived from neo-liberal standpoints is translated into activities in the organisation and classroom.

The six programme areas and associated question areas in Chapter Six are based on Degener's (2001, 2006) analytical framework, pedagogical constructs and aspects of the research instrument protocols used in her doctoral research. The question areas for the policy area are based on my understanding of the political context of foundation education in New Zealand and from the themes arising from the discussion of foundation policy provided in Chapter Two. Thus, Degener's analytical framework has been extended from the single realm of educators, to investigate aspects of critical pedagogical thinking evident in the foundation policy and strategy areas. As with the analysis of the six programme areas, constructivist grounded theory methodology has been used to develop the themes and constructs for this area of the research. Table 7.1 presents the questions for this area that were used to explore critical pedagogical thinking in the area of foundation policy and strategy.

Table 7.1
Question Areas for Foundation Education and Policy

Question Areas
Degree of awareness and/or involvement in policy or strategy on foundation education in general.
Tutors and managers/administrators awareness of foundation education policy or strategy at NorthTec.
The role of ITP Councils in guiding the direction of foundation education policy or strategy.
Policymakers/influencers experience in policy and strategy on foundation education.
Managers/administrators and policymakers opinions of the 2010-2015 TES statements on foundation education.
Perceptions on the future of foundation education in New Zealand.
Managers/administrators and policymakers/influencers familiarity with researchers in the area of foundation education and their understanding of research priorities on foundation education.

7.2 Interviewees' involvement in foundation education policy and strategy

The interviewees were asked questions appropriate to their role in foundation education regarding their:

- awareness of any specific foundation education policy or strategy at NorthTec (this question was asked of tutors and managers/administrators only);

- involvement in the development of any policy or strategy on foundation education;

- perceptions of the role of ITP Councils in guiding the direction of foundation education policy or strategy; and

- awareness of any specific Government foundation education policy or strategy.

The following sections provide the themes and constructs that developed from an analysis of the data for the above questions.

7.2.1 Awareness of Government policy and/or strategies on foundation education

To begin with, all interviewees were asked if they were aware of any Government policy or strategy about foundation education. With regard to the tutors' responses, 18 (56%) said they were not aware of any Government policy or strategy. It is a potential issue that over 50% of the tutors are not aware of the high-level Government priorities and expectations for foundation education in New Zealand. Some tutors may be interested only in providing quality teaching and consider Government policy outside of their sphere of interest. However, it could be argued that an awareness of Government priorities would be useful to foundation educators and managers/administrators in validating the importance of the programmes and could be used as leverage for obtaining resources in a fiscally restricted environment. Of the tutors who stated that they were aware of Government policy or strategy, the following summarises their understanding. Eight (25%) of the tutors were aware of the Youth Guarantee Government initiatives.

> *The idea behind the Youth Guarantee programme is to provide a taster of vocational areas that they [the students] may be interested in moving onto. Also, Youth Guarantee is trying to re-engage students who have dropped out of the education system. (Tutor comment)*

Three (9%) of the tutors stated they were aware of the TES and two (6%) said they were aware of the LLN policy, operationalised through both the TEC mandated Learning Progressions and the Assessment tool. One tutor commented on their awareness of Government strategy or goals for the retention of Māori students.

> *One of the government strategies that we talked about at the NorthTec conference is to try to focus on the retention of Māori students. That's been said since I got here though. I don't see any change in what they are doing, they say it but with a lot of our students, our Māori students (we seem to have 99% Maori students) there's been no real strategy to say right this is how we are going to work with them. (Tutor comment)*

With regard to the managers/administrators responses, eight (50%) said they were not aware of any Government policy or strategy for foundation education. Four (25%) of were aware of Government policy on LLN and four (25%) were aware of the Youth Guarantee policy. Only one interviewee in this group stated that they were aware of the TESs' priorities in relation to foundation education. As to be expected, all of the ten policymakers/influencers interviewed were aware of policy and strategy for foundation education. This included:

- the TEC review of NZQF Level One and Two foundation programmes (including the intent to introduce contestable funding for these programmes;
- the TEC Literacy and Numeracy Implementation Strategy;
- the Youth Guarantee strategy; and
- the TESs.

Most of the policymakers/influencers commented on Government funding or investment as being the driver behind policy for foundation education in New Zealand.

> *There is a bit of a dilemma because you have got the government saying that they want to focus their investment on higher level qualifications because they see that they get a better economic return from students that are studying at degree level as opposed to sub degree level, so there is a funding flow away from those Level One and Two programmes and Level Three to higher level programmes, so that is a change. (Policymaker/influencer comment)*

Another commented on the financial and social cost of a lack of provision of foundation training as a driver in Government policy.

> *It's always on the agenda for any government but I think what some governments kind of 'get' more than others is that if they don't act it becomes a much bigger cost on society at a later date. So I think that's what's pushing the agenda. They realise that the tax dollars are going to be sucked out with these young people at a later date, plus they're not contributing to the economy, as I say, from a government perspective. New Zealand people are not contributing to the economy if they are not in education or training. So I think with the present government the fact that we have such internationally recognised fiscal problems globally means that it's a very, very topical area and people are talking about it more, especially employers. I think it makes the government a little bit edgy if they are not starting to try and get it right. (Policymaker/influencer comment)*

Three policymakers/influencers commented on the then pending major policy shift from the standard SAC funding allocation for foundation level programmes at NZQF Level One and Two to a contestable and competitive funding model.

> *The TEC have just produced their new investment planning guidelines for 2013-2015 and there is a little footnote on the bottom saying we are reviewing the way level one and two education will be funded for 2013. The rationale is about variable success rates in foundation programmes and real anxiety about progressions to work or further study. The assumption will be they'll either tighten up the requirements around the assessment tools and they may start to look at a performance based funding arrangement that's specifically focuses on level one and two by moving money from poor providers to good providers. That is likely to be announced after the budget. I mean we have got a minister who is keen to move money around. I mean he's done it with the Industry Training Organisations, taken $55 million off them because there were all these issues about people still on the books who hadn't had any credits over the last two years. So he is trying to take money out of low performing areas in the tertiary system and putting it in high performing areas. Well it's always going to be a work in progress but if Polytechnics aren't in that space [in foundation education], what are they there for? It comes down to a fundamental purpose, a moral purpose and it's also about regional economic development as well. (Policymaker/influencer comment)*
>
> *A few years ago when the LLN capability statements were required a number of organisations set up quite specific learning strategies. Some of them incorporated it in their teaching and learning strategies or policies but it has actually been integrated into the directional statement which is reflected in the investment plan with the funding agreement. I might add that that in a way is contrary to the messages that we are getting from the government because basically the sense that we are picking up in the sector is that the Minister in particular is questioning the value of ITPs delivering at level two and three and there is quite a feeling that in the Budget that's coming out towards the end of this week there is going to be significant changes made to the funding of level two programmes which could impact quite significantly on us because we have got such a high proportion of students at that level of study. (Policymaker/influencer comment)*

> *They've come up with a new way of trying to control funding. The Ministers and [their] staff are thinking it through, that there is 120 million dollars in TEC that goes to qualifications in Level One and Two. Forty-five million of that goes on the Wānanga. What they are saying is that they are currently going through the process that they would put all of the money that they are paying to the Level One and Two into a big pool and that PTEs and Polytechnics and Wānanga will all go into bid for that particular pool so they are trying to put a check to two things; one is to restrict the amount of money so there will be no growth at all in Level One and Two foundation programmes and what they are trying to do also is open up competition. They want to strip money out of the system by controlling Wānanga and they want to fix the amount of money that they are going to spend on the lower levels. (Policymaker/influencer comment)*

As discussed in Chapter Two, the impact of the contestable funding model for foundation education NZQF Level One and Two programmes has been detrimental for the ITP sector with only six of the eighteen polytechnics receiving funding from the competitive pool of money. NorthTec's provision at NZQF Level One and Two was potentially affected by these funding cuts and three of the foundation programmes targeted in this research were at NZQF Level Two. These were the:

- Northland Polytechnic Certificate in Foundation Forestry Skills (NZQF Level Two);

- Northland Polytechnic Certificate in Forestry (Forestry Industries) (NZQF Level Two); and

- Northland Polytechnic Certificate in Elementary Construction (NZQF Level Two).

My understanding is that funding for these programmes continued in 2013 and 2014 through commitments made within the NorthTec Investment Plan's EPIs agreed by TEC. However, allocation of a greater percentage of the funding pool for the SAC Levels One and Two (up to $70 million or approximately 60% of the SAC funding pool at NZQF Levels One and Two for 2015-2016) will be subject to a competitive process (as signalled by the Government in 2012) and this could have a potential negative impact on the continued funding for NorthTec's lower level programmes. All of the other foundation programmes targeted in this research were at NZQF Level Three or higher, so the NZQF Level One and Two competitive funding policy has not affected the funding for the delivery of these programmes.

One of the policymakers, who held a high position in Government circles in terms of influencing policy, commented that one of the criticisms of the providers of foundation education was their encouragement of 'churn' of students within the organisation. Churn, as described by this interviewee, is where students who complete a NZQF Level One or Two programme are re-enrolled in another low level programme and do not progress to higher levels of qualifications. This perception of churn was cited as a driving force for reviewing Government funding at lower levels of NZQF and the TES priority for measuring progression of students to higher level qualifications. It is assumed that TEC holds evidence of this 'churn' within its nationally collected statistics on qualification attainment. However, data on the evidence of churn is not apparent in the TES documentation sourced in this study or through searches on their website. The following quote indicates that this practice is considered to be 'bottom feeding' and infers that the purpose of foundation education is progression rather than meeting student needs or goals. This would be seen within Degener's analytical framework as lying towards to the non-critical end of the pedagogical continuum.

> *There is also quite a lot of churn that happens at that level [NZQF Level One and Level Two]. Some organisations are really good at that, in that churn space, so TWOA [Te Wānanga o Aotearoa] for example, I call them a churn organisation, because they will enrol a student in a Level Three Mauri Ora programme and then enrol them in Level Three Te Reo Māori programme and then they'll enrol them in another Level Three programme, ok? So they never escape out of that foundation kind of space. So that's a problem and if you use that organisation as an example, they, they are big numbers. So that's a problem for the system and it's a problem for the organisation. So you want to stop that happening, ok? It happens in the ITP sector so you see people, like outfits like Southern Institute of Technology with their 'SIT2LRN' programmes, they churn people through those as well because they are kind of attractive, you are doing them at a distance so 'I'll do a photography programme and then I'll do an Excel programme and then I'll do' etc. So you get all this bottom feeding going on and I think what we have got to do is make sure that the outcomes that we get on the foundation programmes are progression. (Policymaker/influencer comment)*

In summary, it is of potential concern that over half of both the tutors and managers/ administrators groups were not aware of any Government policy or strategy for foundation education. An awareness of Government priorities for foundation education could assist providers to develop and deliver programmes that take these priorities into consideration. The policy documents on foundation, LLN and youth

education contain important information for these areas which could be useful in building academic cases for the development or re-development of programmes, as well as developing the aim and philosophy statements for the programmes (required within the PADs).   From a critical pedagogical perspective, an awareness of Government strategy would greatly aid in the discussion and debate at levels of delivery, management decisions and resourcing allocation. An understanding of   the national priorities for foundation education would be of great value to an organisation in alleviating the perception of foundation education as a marginal area of delivery, particularly though the communication of these priorities throughout the organisation.   This reinforcement of the value of foundation education to the organisation would go a long way to acknowledging the worth of the foundation education tutors as teaching professionals.

7.2.2   Foundation education tutors' and managers'/administrators' awareness of foundation education policy and/or strategies at NorthTec

Tutors and managers/administrators were asked if they were aware of any strategy or policy on foundation education specifically for NorthTec. Despite the fact that NorthTec does have strategic goals for foundation education which are communicated and disseminated by various means (see Appendices E and G), 28 (88%) of the tutors and 15 or (94%) of the managers/administrators stated that they were not aware of any specific policy or strategy. This can be seen as a potential issue for foundation education at NorthTec in that most of the tutors and the managers/administrators involved in foundation education are not aware of the manifest expectations for outcomes for foundation programmes at NorthTec. Of more potential concern is that the tutors appear to be slightly more aware of policy or strategic directions for foundation education than the managers/administrators, this could have possible implications for the buy-in and implementation of any such policy or strategy if they are driven from the top down.

Of the tutors that were aware of NorthTec policy or strategy for foundation education, most could not reference any particular document but could make reference to the sorts of directions or goals that they understood that they should be working to. They stated that they had heard about these directives from their managers and from promotional or marketing material for the programmes and courses. These directions or messages included:

- foundation education is a means to progressing students to the next level of programmes qualifications;

- a need exists for a focus on students gaining the required literacy and numeracy skills to progress to the next level of qualifications; and

- there is a general message or directive around encouraging students to gain an education.

There was a perception that foundation education at NorthTec was not given the importance or priority it should have in terms of management or strategic planning.

> *I think that foundation is very much at the bottom of the heap. Yes, there are strategies and policies that have given lip service to, but I think that's all it is. (Tutor comment)*
>
> *Speaking personally, it seems to me what is done in the classroom is good, it seems to me that from a management point of view I am not sure that they fully recognise the problems that the teachers face. I think they do an amazing job than non-foundation teachers and I think they would benefit often from smaller classes from what I have seen. (Tutor comment)*

Two managers commented that, any plans for foundation education they did have, were more operational or target-based in nature rather than representing high-level strategic plans or policy directions.

> *It's interesting you say that because I'm currently writing a teaching, learning strategy for the whole institution. The LLN [Capability Plan] I probably have seen it but it's definitely not a living document. Well, it might be for the teachers in fact know that you've mentioned it to me I remember someone flashed something in front of me. So I've seen the capability plan so to speak, which is about literacy and which is about goals and setting directions for the whole of anything that involves literacy and numeracy, but it's more of an operational plan. (Manager/administrator comment)*
>
> *NorthTec has a lack of vision, lack of understanding probably of the value of policy. There's an understanding of compliance and there's an understanding of meeting targets but I don't think we have a really good track record in looking at policy and doing the best job we can to meet that policy. So I think we tick the boxes and we meet the targets where we can but I'm not sure that we have an authentic or ethical response to those at times. (Manager/administrator comment)*

A senior manager spoke of recent efforts made to forge a strategic plan for LLN delivery for Te Tai Tokerau. However, the middle manager who was delegated responsibility for this initiative commented that after the initial meetings the project had stalled. The reasons given for this were: perceived issues with differing objectives of the three TEIs involved; the underlying competitive position of NorthTec with other regional providers of foundation education (such as local PTEs); and other educational providers of foundation education that have a presence in Te Tai Tokerau.

> *I realised there are a number of people who deliver literacy and numeracy in Northland as a whole so I pulled them all together for a meeting and I got the National Centre for Literacy and Numeracy [for Adults] up at the same time. I said, 'shouldn't we be working from a strategy and shouldn't we agree on a strategy going forward working together.' It was partly run by the fact that we don't have an endless supply of money, if you're doing training and we're doing training and as professional development teachers why can't we send people to the appropriate providers. Well, I did the first two meetings then I handed it over to [name of manager withheld]. (Manager/administrator comment)*

In terms of tutors' involvement in strategy or policy development, 28 or (88%) commented that they had no experience in this area. Of the four tutors who had some involvement, two were involved in the ESL/ESOL sector in terms of establishing pastoral care polices for international students. One tutor developed the policies and procedures within a foundation programme centered on issues such as drug and alcohol abuse and safety for outdoor activities. Another tutor was involved in developing the LLN Capability Plan for NorthTec as required by TEC.[92]

With regard to the managers/administrators involvement in strategy or policy development, 15 or (94%) stated that they had not had any involvement in such development. The one manager who had been involved in strategy or policy development worked on the development of the LLN Capability Plan for NorthTec and had some input into Youth Guarantee funding strategy or planning, again for NorthTec. This manager commented on the difficulties in approaching policy and strategy from their pedagogical standing.

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[92] In 2009, TEC required all ITPs to develop capability plans for the embedding of LLN learning progressions within lower level programmes in order to access government funding allocated to this area.

> *I think one of the problems is a difference of opinion in terms of pedagogical philosophy. Some people here rubbish strength-based practice which I really believe in and it was interesting to see data that came out of Ako about the success of a strength-based approach. I, from my own pedagogical standpoint really like inquiry learning and also that whole thing about parallel processes because we have a lot of Māori students. But I feel at times that I am talking past particularly senior management who I believe have a theoretical knowledge that is not based on reality of what's happening here. There is a risk in that operational stuff, strategy or theoretical in terms of outcomes. Well what it is basically we don't start from a deficit model. We start from what students can do rather than what they can't do. A lot of our students have come from a deficit model where they have been constantly told 'you can't do.' (Manager/administrator comment)*

Comments were made that there was a higher level of involvement in developing policy or strategy some years ago under the leadership of previous academic managers and that there was a need for a champion for foundation education at a senior management level. Funding pressures and on-going restructuring was seen as a negative factor in developing effective policy or strategy for foundation education at NorthTec.

> *I have had no involvement in policy, not for many years. That used to happen when [name withheld] was here. He was quite strong on foundation education and what should happen there. Now, if there's no funding attached to a project here it doesn't really gain ground, there's got to be the carrot and the stick here, because no one packs it up with the love. (Manager/administrator comment)*
> *I suppose, just from my perspective, I wonder where foundation strategy fits into the grand scheme of things. There are so many pressures on the organisation to perform with less and less resources all the time, something has to give and so foundation education strategy, while I think its laudable, I can see how it would slip through the gaps in an organisation like NorthTec. (Manager/administrator comment)*

While it is perhaps more understandable that NorthTec staff involved in foundation education may not be aware of Government policy in this area, the finding that almost all of the tutors and managers/administrators stated that they were not aware of any specific foundation education policy or strategy at NorthTec should raise concerns. From my experience, it is the academic/quality managers who are often aware of Government policy directives impacting on academic programmes, as these typically these are the personnel who put these policies into operation. Academic

staff are typically not expected to be fully cognisant of Government policy in detail, but are expected to be aware of their organisation's strategy and goals.

In 2012, NorthTec Council had developed a new organisation strategy, vision and action plans with management and some consultation with staff (Appendix G) which incorporated aspects relevant to foundation education. Efforts had been made to communicate these high-level policies throughout the organisation through the annual staff forum and the internal staff portal. Perhaps, at the time of the data collection for this research these policies had yet to be internalised by operational staff. Continuous restructuring and the loss of institutional knowledge, particularly at the academic management level, may have led to the circumstances reflected in the thematic analysis for this question area. This was evident in the comments made by the managers/administrators quoted in this section. An area for future research may be to investigate the issues around both staff awareness and internalisation of organisation foundation education strategy, which could perhaps include an examination of the extent to which staff need to be aware of foundation education policy in order to be effective in their various roles.

7.2.3 Perceptions on the role of ITP Councils in guiding the direction of foundation education policy or strategy

When managers/administrators were asked if they were aware of any policy or strategy at NorthTec for foundation education, they were also asked what role they thought that NorthTec Council should play in this strategic planning or policymaking. The tutors were not asked this question as it was felt that tutors would have far less opportunity to be involved in the workings of the Council than the managers and senior administrators. Although it should be mentioned, that a copy of the latest Council minutes are kept in the NorthTec staff-rooms, for the general staff to peruse. However, as one manager commented these minutes are rather 'sanitised' and of little informative value to general staff.

All of the managers/administrators felt that the NorthTec Council does not have a specific plan or strategy for foundation education, but that there would be some reference in the EPIs on this area in the NorthTec Investment Plan, which is the main document or mechanism through which NorthTec sets out its response to Government priorities and stakeholder needs, and links these with the organisation's:

strategic plans; educational provision; capability development; outcome commitments; and funding and monitoring decisions. One manager commented that they perceived that the Council's focus was primarily on revenue generation, rather than comprehensive planning for foundation education needs in Te Tai Tokerau.

> *The current [NorthTec] Council is extremely business focused, and whilst they recognise the huge opportunity that the youth pool of students possess, it is as potential revenue for NorthTec. It doesn't go any further than that. (Manager/administrator comment)*

A number of the managers/administrators commented that they thought it would be of value to have direction from Council in terms of foundation education provision. A comment was made that a clear strategic direction from Council followed by relevant action within NorthTec would go a long way to reducing the perception that foundation education is marginalised or is the 'poor cousin' of programmes at NorthTec.

> *I think that it would be really useful to know really where they [Council] see the role of foundation education, even from senior management because we seem to be open to criticism about what we are not doing rather than focusing on the things that we are doing. (Manager/administrator comment)*
>
> *I think it would be really useful to have a focused strategic document which talks about our desire for educational outcomes, not TEC's educational outcomes but as our organisation's outcomes. There's the skills strategy and there are various other documents. But I think that if we could work across the North to come up with a plan for foundation education we could keep doing it forever and not run out of people who needed it. I think that [NorthTec] Council needs to look at Northland as a learning community and look at how we work sustainably. (Manager/administrator comment)*
>
> *I think it's not only direction [we need from NorthTec Council] but also ongoing energising of that commitment so that people constantly are focusing on it. I think we have a bit of a darkroom strategy at NorthTec in how it gets disseminated and what it is. (Manager/administrator comment)*

In terms of perceptions about what Council needs to know about foundation education, a number of the managers/administrators commented that they need a fuller understanding of both the programmes/courses and the demands and challenges within the regional economy, industries and communities.

> *I think what they need to know is a whole lot of stuff we know, i.e., the feeders into other courses. If we are going to grow the Northland economy we have to have literate, work literate, numeracy literate people. It's about second chance learners, they need to know that we can't give employment, we can't grow the economy and have people being failed in the secondary school system, They need to know that if we are going to grow at NorthTec and have good quality outcomes and progressions and retention and success rates they need to put the money in to enable student to go on. It's a hotchpotch at the moment. There isn't a cohesive policy and I think we have got other people who would like to take over foundation and they have other agendas which is interesting. (Manager/administrator comment)*
>
> *Council needs a good understanding of the Northland community and the needs in the community, and then an understanding what the outcomes of the foundation are, and how those tie into the community needs. (Manager/administrator comment)*
>
> *We have talked about strategy at a senior level with staff for quite a long time. It's always been lacking and I think we need to make a statement about how we deal with foundation learning. It's always been we have this foundation programme, but if the programme areas want to go off and do their own thing they are more than welcome to. I don't think Council understands foundation education and the issues around foundation education. Some of the more astute ones would understand but, in general Council wouldn't understand foundation education, the impact it can have on people's lives and that sort of thing. (Manager/administrator comment)*

One manager felt that NorthTec needs to be clearer about the preferred pedagogies within its strategies, particularly for foundation education.

> *At NorthTec there doesn't seem to be any organisation wide pedagogy that's been strategised about. So if a new tutor came to NorthTec and they said, 'Give us an idea of what sorts of pedagogies I should be involved in. What's happening in this particular area, for example, foundation education?' I don't think anybody could answer the question. If we had a tutor who came from South Africa and was going to go teaching in foundation learning and they asked that question personally I would expect that the word Māori pedagogy would crop up considering that forty to fifty percent of our students are Māori, but it doesn't exist. It doesn't exist at an organisation level but it doesn't exist down lower in the department levels from what I can see. There's no overarching strategy. (Manager/administrator comment)*

A couple of the managers/administrators commented that they felt that it should not be Council that makes strategy; rather this is management's role and/or NorthTec's Academic Board.

> *To be honest, they're probably a little out of touch with what is really needed and with what's going on so I think any input needs to come from the bottom up and not the top down. (Manager/administrator comment)*

Given that it was unlikely that all of the policymakers/influencers would have knowledge of NorthTec Council's involvement in foundation education, they were asked what they saw the role of ITP Councils was in general with regard to foundation education. The themes arising from the analysis of the responses in this area come from policymakers' and influencers' experiences with other ITPs rather than NorthTec. Only four of this group saw ITP Councils as having an important role in terms of setting policy or strategy for foundation education.

> *I think it's a pretty acute issue. They [the ITP Councils] need to understand how students' progress through their organisation so it is about understanding how the institution monitors education performance of each learner as they progress through. From my experience on a Polytechnic Council it's a real issue for Councils to address about not being too involved in operational matters. So I think this is a nice exemplary model [Name of the Chief Executive of a Polytechnic withheld] invited people to a couple of workshops so Council understood in some detail how the institution was addressing quality issues right across its portfolio including foundation and got Council to understand the process, understand the checks and balances, understand the opportunities that were being explored. And then he asked them to back off again. So it's about giving Council confidence that operational matters are being addressed. They want to know who is coming into those foundation programmes and who is not. They want to know about access and they want to know about progression, and if those are right they don't have to ask too many other questions. If those aren't right, if things are going wrong they might get into it at that level, but the key questions for me that they should be asking are; 'who is coming into these programmes? Who is not? Who are we missing? And what are those programmes doing for those learners? Where are they going?' [It is about] access and outcome. (Policymaker/influencer comment)*
>
> *All the main TEC strategies are based around foundation education. So, yes they [the ITP Councils] must know things like embedding literacy and numeracy, moving people on to Level Four, more under 25 year olds, more Māori and Pacifika achievement. Foundation education is where those things are going to happen. (Policymaker/influencer comment)*

One policymaker and influencer commented on what they saw as Council's critical role in establishing the vision for the provision of quality foundation education.

> *The Councils' role is quite critically important just because of the nature of the environment we work in. So if we look at the strategy which I have got sitting in front of me now. What we envision of is the raising of the regions expectations and aspirations, opening minds to how quality education can change lives. So that's the vision and to be able to achieve that vision for everyone, at NorthTec clearly you have got to have a really good foundation programme functioning and operating in the organisation because you simply can't assume that people are going to be able to come in and enter the vocational training and the qualifications that we have got on offer without having that opportunity, without providing that service. Some students can but there is a big cohort of people who can't. They can't make a jump from where they are to the entry point for the diploma qualifications or for the degree qualifications that they might aspire to and that crosses to all curriculum areas whether it's nursing or whether it's the field of engineering or carpentry and all of the programmes that we offer. (Policymaker/ influencer comment)*

Another policymaker and influencer commented on the ability of Councils to become more operationally involved in setting both the vision and strategy for the ITPs. The Education (Polytechnics) Amendment Act, 2009, reduced the size of Councils and stakeholder representation; and gave the Education Minister close to fifty percent control over appointments with the stated intent of improving governance capability and effectiveness of ITP Councils. The implications of this Act are discussed in Chapter Two, section 2.5. The following quote reveals the degree to which Councils are now becoming involved in what was previously considered operational activities under the jurisdiction of the ITPs Chief Executive and executive or senior management teams.

> *I think it's getting increasingly better, it was really difficult when you had a big Council so prior to the changes in the [Education] Act it was very difficult because you had a whole lot of vested interests that were present, sitting around the Council table and they kind of all had their own axe to grind on that context. I mean we have developed the vision which is in the strategy, so foundation education is really, really critical in terms of us being able to achieve that vision and then we have got to be able to build capability which is what we have been doing for the last three years and the institution's made some quite significant changes in the way in which it has adjusted to that. Now what we have got to do is to deliver on the promise that we have made, and that's the challenging part, but really that stage at the moment is just a dream, really. (Policymaker/influencer comment)*

As discussed in Chapter Two, the Education (Polytechnics) Amendment Act, 2009, has received criticism from the tertiary education sector, reflected in the submission of the TEU (2009b) to the Education (Polytechnics) Amendment Bill. The Government move to affect similar changes to University Councils has resulted in strong resistance from Universities New Zealand - Te Pōkai Tara and the TEU, particularly around the potential threat to the autonomy and academic freedom needed for universities to be the critic and conscience of society.

The remainder of the policymakers/influencers (six or 60%) felt that ITP Councils do not have a significant role in policy direction for foundation education within the sector. Again, there was an expressed opinion that their role is not to make policies for the ITPs but rather bring the 'voice of the community' into organisational strategies. There was an expressed concern that the more corporatised focus of the ITPs, through various policy initiatives including the investment planning requirements and the Education (Polytechnics) Amendment Act, can be seen to have an overdue focus on outcomes as opposed to process.

> *The Council doesn't make the policy. It doesn't make the policies for the organisation although they do approve them in the end. I think they only approve changes to the Academic Statute. I think the Council's role is partly being the voice of the community and bringing that into the strategies of the organisation. However everything at the moment tends to be so focused on employment, employment, employment, we tend to focus on the end result rather than focusing on the students hopes, who starts and where they are at the beginning and that's an issue with an outcome focused programme. It feels that something is missing. We are missing people's needs because the entire focus is on the end result and not on the process so it's quite unfortunate. Actually I think we don't have enough focus on process at the moment. It's more on educational outcomes. I think the Council can be a voice of the community and that but they are so higher level and half of them are now appointed by the government who have that complete outcomes focused approach so I am not very hopeful about it. (Policymaker/influencer comment)*

A number of comments were made by the policymakers/influencers regarding a perceived disconnect between ITP Councils, individuals at the coalface in providing foundation education and the needs of the students that these programmes are primarily established to address.

> *I'd be surprised if Council knows who we, [the foundation education educators and influencers] are. I don't know what Council knows about us. We never have any dealings with Council. The Chair of Council comes to graduation. Occasionally I see someone else from Council but really I have no idea what Council thinks about foundation education. (Policymaker/influencer comment)*
>
> *From the Council perspective there was very little discussion about the different levels of education. I guess when My Start or Youth Guarantee as we first knew it was introduced. Unfortunately, it was looked upon as a cash cow. It was looked upon as a way to increase the bottom line. Everybody acknowledged that there was a need for the street kid (as it was originally deemed to be for) for further education but, from my experience, putting my other hat on as well, the systems weren't set up to be able to look after those kids properly. The money was skimmed off to be used to keep the Polytechnics afloat as opposed to being put back in to make a better education and an all-round person for those students coming through. Out of that caused major problems. So there wasn't a lot of discussion about foundation [education]. It was recognised that there was a need for it but to be perfectly honest I'm not sure the Council understood really what foundation [education] was about. Most of the Council members are high flying business people who don't suffer fools lightly and they don't, to be honest, understand the person or child in the society that needs that further education. They just don't come into contact with them so they don't understand them; they don't know them. They see them as people who just haven't succeeded in life and so what? (Policymaker/influencer comment)*

One policymaker and influencer, who worked with NorthTec at the time of the data collection, commented on their perception that NorthTec Council both appreciates and considers the needs of the communities that foundation education impacts on. This interviewee commented that the NorthTec Council's strength came from having some members who came from a commercial as well as an educationalist background. However, this interviewee also acknowledged that this understanding of the needs of local communities was channelled more towards achieving tangible employment outcomes than addressing social needs in the communities in the North.

> *I think [NorthTec Council] has got a reasonable high-level of appreciation of just what is required. They would acknowledge that this issue of work readiness with youth is a big issue for the region so they are actually quite excited about the prospect of running this project as well. They would also acknowledge that we have got an issue with Māori youth in particular and that we need to address that. So I think they would come from again from an outcome perspective. They would be saying we think that NorthTec is here to basically help the region move forward for vocational training so what we ought to be doing ultimately is making it easier for our students to get work. I think they would definitely maybe focused on that end product, of us preparing people for work so they would see the foundation level training as being part and parcel of that. I think where they would struggle is sometimes some of our staff involved in the regions in particular see the foundation level training as being a bit of a social good in the sense that it is helping the community to become more robust and helping people to feed themselves and look after themselves better. And I think that our Council would take a bit of a hardnosed approach would say well that's not our role. We are not here as social services agency, we are here as a vocational training organisation so we would have to demonstrate to them that ultimately by sometimes giving those people in those regions a sense of worth, of empowerment, that that's actually at some point in the future going to help them in terms of work and going forward for them. (Policymaker/influencer comment)*

In terms of what Councils need to know about foundation education to be effective in their governance role, detailed comments were made regarding the need for Councils to have quality information and clear strategies for achieving the EPIs or organisational objectives for foundation education and equally for providing the resources to make this happen. Comments were made that there also needs to be a clear focus on educational delivery not just finances or funding.

> *I'm not sure if it's a stated or unstated objective in terms of the governance changes, was to get Councils to focus on the educational delivery, not just on the [accounts] books. Certainly, from what we've seen previously, the Council is concerned about the business of education and satisfying the needs of the catchment population. But were they [the Councils] achieving, were they reaching the people who were actually in need of it, and were they making a difference and concerns on the quality of delivery not just the finances. So in terms of doing that, certainly we expect Councils to receive information from management about the degree to which the population is achieving within its level, what percentage are they actually getting to and who is enrolling and how well they are succeeding. In one way the Council is there to help the organisation decide exactly what business are you in, what's the mission of NorthTec. In terms of the communities that Northland serves you would expect the institution to reflect the values of that community and sit down and work out some high-level values and inspirations for that organisation as a whole, making sure that everything that is delivered is complimentary with that. That's the main role of the Council as I see it. (Policymaker/influencer comment)*

I think first they [the Councils] need a better understanding of what foundation education is. Some may have that but Councils are very much the governance and the governing body and unless they know the product how can they govern? I don't think they have a great enough or sufficient knowledge of the product. So, when you are talking about the student here, how could Council get to know the kind of demographics of the students in terms of specifically about foundation education? I guess they have to see for themselves. Unless they are prepared to spend more time in the institution and actually physically walk into some of those classrooms unannounced – because if they are announced then there is going to be a special performance for the day – so they need to walk into an everyday type of classroom. There is a huge difference between somebody just popping into a classroom and observing unannounced than a tutor knowing somebody is going to come in. And most tutors will welcome it. The tutors that I know at NorthTec were very happy for people to pop in. They didn't see that as somebody spying on them. Basically they are not there to look to see whether the tutor is doing a good job or not. They look to see what sort of relationship the tutor's got with their students and also what they have to deal with on a day to day basis. (Policymaker/influencer comment)

The role of the Council is so that we can assure ourselves that we know that we are achieving the objectives that we have set for ourselves. We have got to resource basically the capability of the institution to be able to do that so the Council role is to know what is happening to start off with so we need feedback and we need to know how many students are being enrolled and where, what there achievement rates are like, what there progression is with the qualifications so we need that information so that we can make appropriate funding decisions out of the investment that the TEC gives to us. If you go back one step further then that needs to inform the way in which we negotiate our Investment Plan so we have got to be clear in our own heads about what we want investment funds for, to deliver to whom and what the outcomes are that we seek as a consequence of that investment so the Councils role is critical. (Policymaker/influencer comment)

There was a comment from a policymaker and influencer who perceived Councils as operating differently depending on whether they governed regional or metropolitan ITPs.

With the regional Polytechnics, they tend to flick this stuff [foundation education strategy] more into the operational people without sorting out the strategy first. In the bigger centres they are better strategic leaders ...I'm not going to say the metros. I'm saying the bigger centres because that's not just metros but mostly where they actually want to have a quite clear grasp of the strategic before they flick it to the operational. The smaller ones don't get the strategic depth of understanding. They give emphasis to it but its emphasis by de rigueur rather than deeply understanding the process as being implicit and absolutely intrinsic to success. (Policymaker/influencer comment)

Another perceived that the Chair of Council's style of leadership has the greatest influence on the operation of the Council.

> *I think the operation of Council is very dependent on the chairperson. In my experience the Chairperson ruled and this Council has tended to go more into operational than governance because of the Chairperson's financial focus. (Policymaker/influencer comment)*

A final comment, in the area around Council involvement in the strategic direction of foundation education, contained a cautionary note on the dangers of a focus on fiscal outcomes as opposed to educational processes.

> *In terms of direction around specific priorities in curriculum or programme makeup or those kinds of things, what I see is that we build a strategic intent or a strategic plan with a set goals and what becomes sort of like a structuralist or productivist approach where everything's drilled down to these output/outcomes based on the strategic plan. For example we might have to be innovative for Northland and by that, by just saying that, assume that our executive leadership team understand that means a priority for foundation learning or whatever, but we don't get explicit around what we see as the methodology for priorities to achieve those goals. I could see that Councils without educationalists' participation are going to get into a lot of trouble in New Zealand. We can't just have boards stacked with industrialists because what tends to happen is that we then end up hiring chief executives who are industrialists and we miss out on good academic critique or philosophical understanding about how we practise our educational provision for communities. And what I think tends to happen in Polytechnics is we tend to lean on the whole trades thing because it's easier to teach somebody how to turn a light bulb on and off than to teach them the history of the light bulb. Or why we need the light bulb. But the context, I think, is just as important as the technique and you need champions for that way of thinking in our governance systems and I think we're lacking a little bit in that way. (Policymaker/influencer comment)*

In summary, the potential exists for ITP Councils to have a leadership role in foundation education policy and strategy for the organisation, regardless of whether the actual policy or strategy is developed by the Council or senior management. Table 7.2 presents some of the potential positive aspects of Councils' involvement in foundation education policy and strategy.

Table 7.2

Councils' Involvement in Foundation Education Policy and Strategy: Positive Aspects

Aspect	Description
Regional communities	Councils would be able to develop closer relationships with its regional communities that foundation learners come from.
Local industry	Councils would be able to develop closer relationships with the local industries that foundation learners may find employment in.
Progression	Councils would be able to develop a greater awareness of the institution's higher level programmes and other educational institutions that foundation learners may progress to.
Value	Given effective communication strategies, the perception of the foundation education as a valued aspect of the institution's programme portfolio could be promulgated throughout the organisation.
Educational Focus	Given the right focus and direction, foundation education policy and strategy could be inclusive of educational processes, not just a focus on EPIs and financial and measures of performance.

7.2.4 Policymakers' and influencers' experience in foundation education policy and strategy

As portrayed in Table 5.20, the types of roles that individual policymakers/influencers held with regard to foundation education were diverse. Specific examples of policymakers/influencers' involvement in influencing policy and strategy are demonstrated within the following quotes. The first two comments are from senior academics who were involved with sector-wide foundation education professional forums and foundation education management and/or delivery within the ITP sector (although not at NorthTec).

> *I was involved with those foundation learning quality assurance requirements when they were developed. I participated in several discussion groups around that and other than that at a national level I guess the only thing is through working with ITP foundation education forum when it was the ITP forum. On a regular basis we have the NZQA people to talk to us and we try to defend some of our views. I am not sure whether that has had any impact at all. Then I was involved with the whole numeracy and literacy when [name withheld] was leading that at TEC. She was always very interested in the voice at our forum so she always asked for some feedback. When she wanted to send something out to the sector she would pass it by me and say hey what do you think and those sorts of things, so that's the kind of influence. I do have an influence at [name of ITP withheld] because if anything comes up around foundation or around literacy or numeracy it runs by me. (Policymaker/influencer comment)*

> *I instigated and did a review of foundation education at [name of ITP withheld] in 2006. And that did change some of the policy there. When I look back it was more effective than I thought it was and what it did meant that quite a lot of the degree programmes in their first year now have academic literacies embedded in the courses in those programmes, which they didn't have before that. So it was very effective from that point of view. (Policymaker/influencer comment)*

Three of the interviewees in this group were senior policymakers within the public sector. These interviewees provided descriptions of high-level policy formation on foundation education and tertiary education that they had been involved in.

> *I was involved in the 'Lifting the game' research and work. [Name withheld] and I sat down and we just talked about how could do a piece of work that actually engages the provider community in a conversation about this group, and how we can make a difference and it sort of arose from that really. (Policymaker/influencer comment)*
>
> *My role is about the implementation of a range of policies that are grouped together under a Youth Guarantee umbrella which is about creating and attacking the foundation constructively i.e., foundation education frameworks across tertiary and secondary to try and create networks that will work in a much more connected way to provide a framework of learning opportunities that are more relevant to learners and provide more models so they have different learning environments to choose from within communities. I was seconded for a while because of my background in both secondary and tertiary and I was seen as being a bit of an innovator in this space, mostly on the back of other people's work, but anyway, I was invited in (when the Youth Guarantee policy was being developed) to help sell the ideas out in the sector. At the same time I was able to influence that policy, so bring in operational things. That became a really valuable exercise both for me and for them and they still talk about how important it was to have that operational input even though sometimes they ignored it but often they didn't. It makes a difference. It needs to happen. (Policymaker/influencer comment)*
>
> *There are two roles, one is the Ministry of Education is basically the policy advisor to Government in terms of the whole of education. My team are the interface between the TEC through the operational arm of tertiary education and the minister. That's one of the things we do. The other thing is we try look at long term trends, what's happening in tertiary education, whether higher education has an issue and try and think about what does that mean for tertiary education in New Zealand and what changes do we need to think about in terms of what we do or how we do it or what policy changes might we want to talk to the Ministry about. (Policymaker/influencer comment)*

It is evident, from the experiences and involvement described by the policymakers/influencers group, that these interviewees were able to bring a rich description of their contribution in foundation education to this research.

7.2.5 Managers'/administrators' and policymakers'/influencers' opinions of the 2010-2015 TES statements on foundation education

Managers/administrators and policymakers/influencers were asked their opinion on the third TES (2010 to 2015) statement that polytechnics have a core role "to assist progression to higher levels of learning or work through foundation education" (p. 18). Five (31%) of the managers felt that this was an achievable goal for New Zealand ITPs if given the appropriate:

- infrastructure;

- resourcing;

- funding;

- facilities;

- strategic planning;

- support from stakeholders such as secondary schools; and

- length of time to enable the goal to be realised (it was considered that three years term of office for any one Government was too short a length of time to see policies, such as those described within the TESs, operationalised through to successful completion).

One manager expressed a level of scepticism on the degree of social engineering within educational policy (such as LLN policy) that have an undue ideological focus or emphasis on educational outcomes for work and productivity factors, without considering the means to provide flexibility to meet individual student needs.

> *It [the TES] is very ideologically skewed and that's partly the problem. They're doing it to say "we've made 20 million more people literate' or whatever. It is that governments like to spout out whether it's true or not. And we all know there is this thing called a literacy premium. If you are literate and numerate, whatever that means, at various levels, that means you are likely to earn more or your ability to get a job is going to be better. So, those reasons are spouted out yet, they don't give us adequate space to work with students at different pace and in a different way and even to turn on lifelong learning which is so popular. And I know why, because it has become a political football… I read policy statements quite sceptically because I think they give us such narrow confines to work within. (Manager/administrators comment)*

Other managers/administrators' commented that no matter what the policy, the funding mechanisms and drivers are what determine what levels of programmes are offered within ITPs.

> *Different programmes have got different funding levels and different financial consequences for offering them, and so that tends to drive institutions to offer certain programmes. For example, since the nursing programmes are very profitable they try and teach as many nurses as they can and resource this accordingly. (Manager/administrator comment)*
>
> *Yes it is achievable, but from here on it probably depends on funding. Funding formulas changing; it's all about funding, funding, and it means that foundation has to go somewhere else if it's not here, and if it goes somewhere else that could be perfectly successful but they also need to be funded and have expertise to support them. (Manager/administrator comment)*
>
> *Well if you want the correct answer I say it's all about a big pot of money and that's why foundation gets a little bit marginalised because we are not the big pot of money. (Manager/administrator comment)*

Table 7.3 outlines the barriers that were perceived (by three policymakers/influencers) as preventing ITPs from achieving the core role of assisting progression for foundation education.

Table 7.3
Summary of Barriers to Achieving Progression for Foundation Students

Type	Barriers
Institutional	• lack of funding; • lack of resourcing; • poor or inadequate facilities; • top down decision making; • lack of student consultation; and • poor strategic planning.
Student-based	• LLN learning needs; • abuse of alcohol and in particular illegal and legal drugs in Te Tai Tokerau; • teenage pregnancy; • students' confidence that they can succeed; • students' motivation; • students' problem solving skills; and • lack of student involvement and/or buy-in within their foundation programmes.

Note:
Lack of student involvement or buy-in to programmes and/or processes can be considered to be both an institutional and student-based issue.

Table 7.4 outlines the themes that were identified in the analysis from eleven (69%) of the managers/ administrators and six (60%) of the policymakers/ influencers who responded to the question regarding the TES (2010-2015) statement that polytechnics have a core role to assist progression to higher levels of learning or work through foundation education. The interviewees' opinions on the foundation education goal within the TES illustrated a degree of realism and insight into the obstacles and issues in attaining this goal, with a clear understanding of the funding and resourcing drivers and challenges.

Table 7.4
Summary of Themes: Foundation Education Goals in Tertiary Education Strategy

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Policy for foundation education is confusing	A couple of the policymakers/influencers commented on the confusing, mixed and/or contradictory messages on policy for foundation education.	*Well, I think that is what ITPs are doing [fulfilling their role in foundation education]. However, then I also hear that apparently that Polytechnics are being told that they shouldn't focus on Level One programmes and they should do Level Two and Three only so it becomes confusing that they have that role to bring students to higher levels but actually they shouldn't really teach at the lower levels. At some stage there was also the stand that Polytechnics should only do Level Four, Five and Six and I think well that doesn't align with that tertiary strategy either but I think a lot of Polytechnics are doing it. (Policymaker/influencer comment)*
		The investment planning is trying to get away from ITPs providing low level programmes so they can focus on Level Four and higher in terms of progression to degrees. But Polytechnics are there, in my view, to serve the population, the catchment population in terms of their needs. Those needs might be at low levels and high levels and for those people, who need additional assistance and support in order to advance to higher levels. I think that's a valid role for Polytechnics. (Policymaker/influencer comment)
Theme Two: Unrealistic nature of the stated role and/or goal in the TES	The managers/ administrators and policymakers/ influencers commented on the unrealistic timeframe and expectations of the TES.	*I think it's a very difficult goal and I think the problem is that they've set the success rate too high. I mean, it's very hard to move people in the space of time that you've got. It's expensive on students to move ahead. It's very hard. I mean, they've been at school ten years. In one semester you're not going to move students who can't read and write into higher level study in, so I think the goals have been set a bit too high for it. Although, I think it's an admirable strategy. I think it's important. (Policymaker/influencer comment)*

Table 7.4

Summary of Themes: Foundation Education Goals in Tertiary Education Strategy (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Three: Progression to what?	Questions and concerns were raised regarding the issue of what, or where it was, that students were progressing to, as well as what was seen as an excessive focus within foundation education policy on the higher levels of educational provision and attainment.	*The other thing that really worries me is what are we moving them on to? How many jobs are there actually? Where are the jobs out there for a lot of them? This is what worries me. I mean, they go and do these degrees and where the hell are the jobs? How many people do you need doing landscape architecture (that's not probably quite so bad) but vet nursing for instance. How many vet nurses do you need or exotic animal management? How many exotic animals are there in New Zealand to manage? Then a lot of these kids do beauty therapy courses and theatre makeup and then they can't get jobs. (Policymaker/influencer comment)* *One of the problems we have is that the Tertiary Education Strategies, the last couple, have really focused on people engaging in higher levels of education, enjoying success at higher levels and it's expressed as interest specifically in young people. But maybe what should be more explicit, are the pathways from lower levels to allow people to transit up to higher levels and having the ability to, I guess, enter at points in the system where they are most comfortable and most likely to succeed. I'm not sure that message has been adopted by ITPs to the extent that I hoped it would. (Policymaker/influencer comment)*
Theme Four: Issues on ITPs performance and measurement of performance	There was some comment that that the measurement systems are not there to gauge how well ITPs are doing in meeting the TES prescribed roles and priority goals on foundation education.	*I found that polytechnics at the moment are not very good at measuring whether they are successful at bringing people to higher levels of study. I did some research last year across all Polytechnics and asked them how they measured the success of students that came from foundation programmes and went into higher levels of study and none of them had any systematic measurement around that. But I assume with the educational performance indicators (which is also a Government strategy which encourages the organisation by withholding funding or not) they will start doing that. (Policymaker/influencer comment)* *There has been definite and lots of discussion of how NorthTec would actually survive, with looking at introducing more of the higher level [programmes] and also stair-casing from NorthTec's foundation or lower levels into a higher level. Because I think if you were to look at the figures there's not a lot of progression from NorthTec's lower levels through to the higher levels. (Policymaker/influencer comment)*

7.3   Perceptions on the future of foundation education in New Zealand

All interviewees were asked what they thought the future of foundation education was for New Zealand. Table 7.5 provides the frequency of responses to identified themes and Table 7.6 summarises the themes in order of perceived importance across all of the interviewees' responses.

Interviewees' perceptions on the future of foundation education produced a number of themes which, to an extent, reveal the interviewees' values and beliefs for this area of provision. In an ideal world, there would be no need for foundation education in New Zealand society. However, there is no doubt that foundation education is required in the short and long term, given the current economic environment, increasing inequality and poverty, continued rationalisation of the tertiary sector and the failure of compulsory schools to meet the needs of all learners.

The development of competitive funding models and increasingly prescriptive nature of qualification development are indications of increased Government policy and intervention in foundation education at the quality assurance and programme development levels. It is of potential concern that there was a perception that there may be a move towards a more functionalist approach and greater Government control of the curriculum. The issue with this increased intervention and control is, as noted by Tobias (2006), policy to date has focused on foundation education as serving largely an ameliorative function, when a more developmental, empowering or critical pedagogical approach is needed to meet the needs and goals of students or "enable learners to develop their capacities to challenge hegemonic discourses" (p. 15).

Table 7.5

All Interviewees: Perceptions on the Future of Foundation Education

Themes	Foundation education tutors		Managers and administrators		Policymakers and influencers	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Foundation education will be a huge need and play a vital role	11	35	6	40	2	25
Increase through issues and failure in schooling	9	29	6	40	2	25
Likelihood that there will be a move to a more functionalist approach	2	6	1	7	1	13
Not sure if will survive in current form	3	10	2	13	-	-
Need for professional development of tutors	2	6	1	7	-	-
Dependant on the position of Government	2	6	1	7	3	38
Will be driven by needs of industry	1	3	1	7	-	-
ESOL will be needed, a need driven by globalisation	1	3	-	-	-	-
Need for greater recognition	1	3	-	-	-	-
Number of interviewees responding to question	31 (out of 32)	97	15 (out of 16)	94	8 (out of 10)	80

Note. The percentage response rate was calculated from the number of interviewees that responded to the question not the total number of interviewees in each group.

Table 7.6

Summary of Themes: Future of Foundation Education in New Zealand

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Foundation education will be a huge need and play a vital role	This theme described a future for foundation education where the demand for foundation education will grow within New Zealand and the provision of foundation education will fulfil a vital need in society, particularly in Te Tai Tokerau with its socio-economic and poverty issues.	*In New Zealand, I think there is a huge place for foundation education. I think it is absolutely essential to continue to put a lot of effort because New Zealand is not a highly educated country and there are so many people with such low education levels and the Government is concerned about jobs but what concerns me about it is that those people do not have a voice in our society and they don't go to the voting booth because they can't be bothered and they can't understand what is going on. (Policymaker/influencer comment)*
Theme Two: Foundation education provision will increase through issues and failure in the compulsory schooling sector	The interviewees' comments along this theme anticipated an increase in the provision of foundation education in New Zealand, particularly due to a perceived failure within the compulsory schooling system to meet the needs and challenges of all learners. Criticism was levelled at the NCEA system and the proportion of students who came out of secondary school with literacy needs.	*I think it's becoming increasingly important as the formal education in the primary and secondary seems to be so much more driven now towards an even more confined criteria. I think those students; we have got twenty percent of the students in New Zealand coming out with less than NCEA level one and twenty five percent up north. So looking at foundation learning across New Zealand I think it has to be there because it's the only way forward for a lot of these people. Perhaps they aren't visual learners or they are not the type of learners that a tradition classroom situation or a typical education system is serving. (Tutor comment)* *If you look at the school data which I routinely do every year when school data comes out for the schools in Northland, the statistics are getting worse in terms of the gap so that would imply at some point in the future the need for the population to access foundation or bridging courses is going to still be there. And it's growing at NorthTec. (Manager/administrator comment)*
Theme Three: A move to a functionalist approach to foundation education	Some comments were made on a future for foundation education which takes on more of a functionalist or mechanistic role due to the Government funding drivers and more recently the competitive funding models being adopted. Yet these interviewees felt that a more holistic or developmental approach is what is needed.	*I see it going towards employment and when I worked for Workbase, I probably would've said that's where it needed to go because there is a split between the purists and the skill-specific foundation educationalists. And I think that I have come back to this kind of education. I hope that's where it's going to go, I'd like to think that it was about making people politically and socially aware but I think for funding reasons that is not where the emphasis is and so as educators we have to slip them in the back door. It has to become a result of what we do. I think that a lot of the time, that's why we fundamentally do foundation education. That's certainly one of my main motivations for doing it as to how people become politically and socially aware so that they can make their own decisions and get control over their own lives rather than someone else telling them what they have to do all the time. (Tutor comment)*

Table 7.6

Summary of Themes: Future of Foundation Education in New Zealand (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Four: A need for change in order to survive into the future	A few interviewees saw challenges for foundation education and in particular NorthTec's foundation programmes going into the future. There was a perceived need to review the foundation programmes so that they better meet the students' needs.	*As it currently exists I don't know if it will survive. If some positive changes are made within the programme itself I think it can be a huge success and do really well up here. That's my own opinion. (Tutor comment)* *Well I think foundation programmes are a brilliant idea, but I don't think it's designed that well. But the whole idea of it is great, it just needs some fine tuning or we need to know a bit more of what the students need, is it the essentials, we can teach them to be on time, teach them that sort of thing? Or is it the unit standards as well. Are they actually getting some credits and everything as well? I don't know. (Tutor comment)*
Theme Five: A need for more professional development opportunities for the tutors -	Comments were made about a future where there were more professional development opportunities for foundation education tutors to be able to deliver foundation programmes.	*It depends on the delivery of the content, and how it's delivered. There needs to be more professional development, including myself, about how to deliver content efficiently to build a connection with students first. So these courses will fail if there is no connection. These courses would be very powerful if you could build that connection, you can lead and guide. (Tutor comment)*
Theme Six: The future is dependent on Government and or industry drivers -	A few of the interviewees recognised that the future is very much dependant on who is in Government and, ultimately, short term policy decisions due to the electoral cycle. There was a recognition that that the future of foundation education will also be moulded by New Zealand industry needs.	*This sounds pessimistic but I think ultimately it is inevitably going to be very messy because it comes back to the political imperative. It's an area of considerable concern to Government, e.g., the underachievement of Māori. So it is a political football. If you have a political football you will get short term interventions. So there is a short game and a long game to be played here. I think it's going to continue to change, there are going to be pilot programmes. One thing that's not mentioned of course is that it's not just the Ministry of Education playing in this space its social welfare as well. Some of these new targeted programmes are really converting providers into employment placement agencies. Yes and that is a work broker's contract, the measure of success is all about placement and employment on a very short term basis, now my prediction is that that scheme won't survive for very long but another one will come along in its place. The nature of the New Zealand, you know, electoral cycle is that it's always going to short term, it's not going to be particularly strategic, and the tertiary education strategy isn't actually a strategy, it's an agenda. It's a priority agenda that's all it is. A lot of it comes back to the weakness of the data and the ability of the policymakers and providers to work together to solve this, so if there was a question it would be how do you get the bridge across from the policy imperative to the practise imperative. It's a good question but there is no real answer. (Policymaker/influencer comment)* *Well, it's a hard one because you know the attitudes keep changing of Government attitudes towards the students. Like the attitude's constantly changing whether it's getting softer or harder, I don't know. They make it softer but it's actually harder for them. It might be easier to make it harder and it gives them a softer ride. This change thing, if you go back twenty years they set something up and it stayed there for years and years, good or bad. It stayed there. People got to learn how that worked and that's what that was. It was probably more bad than good really but at least there was something solid there. Now they keep changing it. (Tutor comment)*

Table 7.6
Summary of Themes: Future of Foundation Education in New Zealand (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Outlying comment	A policymaker/influencer discussed how the ideal would be that there is no future for this area of educational provision if all the needs of students were being met. This interviewee commented on how foundation programmes are often ambulances at the bottom of the cliff and that this needs to change.	*Well I hope there is no future. I mean if we are doing our jobs properly, but no, inevitably you are going to have our systems so you are always going to have people who don't fit. At in different times in our lives the teachable/learnable moment will happen in a different kind of context. So you have got to be able to allow for that, to give people a shot at it when they are ready, so there is always going to be a place for [foundation education] but at the moment there is too much of the ambulance at the bottom of the cliff and it would be good if we didn't have to have so many ambulances there at the moment because we are struggling to cope and that's the dilemma that we have got within the foundation education space. (Policymaker/influencer comment)*

7.4   Understanding of research priorities for foundation education

Managers/administrators and policymakers/influencers were asked to name any researchers in foundation education who they were aware of and also what they considered were the research priorities for foundation education which could possibly inform policy and strategy development. It was considered that these interviewees would be in the best position to respond to these questions given the potentially more strategic level in which they were operating. In hindsight, these two questions should also have been asked of the tutors, particularly in order to compare possible themes and priorities for future research in foundation education across the three groups of interviewees.

Almost all of the managers/administrators were not aware of any researchers in foundation education in New Zealand. The one manager who was aware of research in foundation education referred to Nick Zepke and Linda Leach's work through Massey University and also the EAWG work that has been facilitated through Ako Aotearoa. In terms of the policymaker's awareness of researchers, John Benseman's work was noted. There was also awareness from some in the policymaker/influencers group that the Ako Aotearoa website holds a repository of information and research on foundation education.

Table 7.7 presents the themes or threads identified from the managers/administrators responses regarding the research priorities for foundation education in descending order of frequency of comment. Only two (13%) of the managers/administrators' felt unable to comment in this area.

Table 7.7
Summary of Themes: Research Priorities for Foundation Education - Managers and Administrators

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: Research on outcomes including longitudinal research	Five (31%) of the managers felt that research was need on what the intended or valued outcomes of foundation education are (or should be) and the effectiveness of foundation education i.e., does it work? Comments included the need for longitudinal research on the impact of foundation education on students.	*It would be really good to see some long term focussed case studies on students that run through, perhaps students who are identified early in their secondary school careers as students that for whatever reason aren't performing with in that system and tracking them through a twenty year period of how that affects their life, how it affects their career. So longitudinal studies that really look at the impact of foundation learning on people and we are talking about secondary school level and also at ITP level and it would be a little bit hit and miss because you would potentially pick up students at secondary or earlier and they may not ever go through that foundation process. So I suppose looking at the value of foundation education to an individual and what it has actually meant to their lives. (Manager/administrator comment)*
Theme Two: Research on why students in secondary schools are failing many students	Four (25%) of managers/administrators felt there needed to be more research on why students are failing at New Zealand's secondary schools.	*I think [we need to research] this whole thing from a sociological construct - why people fail in secondary schools. To me that is a big dimension that we seem to ignore. How come our secondary schools are failing so many of our students and I think, in a way, that the secondary schools are denying there is a problem. They often kick them out or, having taught in secondary schools it's blaming the student rather than the programme or the teaching styles or something like that. (Manager/administrator comment)* *Secondary schools would be relevant to foundation education, but it needs a slant, because when there's been failure at secondary school, the success factors there I guess aren't going to be the same as they are in foundation education. (Manager/administrator comment)*

Table 7.7

Summary of Themes: Research Priorities for Foundation Education - Managers and Administrators (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Three: Research on Māori student success	Three (19%) of the managers/administrators commented that research is needed to inform Māori student success in foundation programmes, including understanding biculturalism and appropriate pedagogies such as Mātauranga Māori.	*I think we need to look at linking some of the work that's been done on Māori success and secondary education, I think we need to look at that in a bridging, foundation education context because I think, I'm not sure what our statistics are at the moment, but it seems that a significant proportion of foundation education students are Māori. (Manager/administrator comment)*
Theme Four: The need for research into developing new models of foundation education and effective teaching practices	Three (19%) of the managers/administrators commented on need for the development of better models of delivering foundation education which would take into consideration appropriate adult learning teaching practices and an understanding of the teaching and learning process.	*I don't think our foundation education as a country works very well. It would be really interesting to look at models and some really new ways of thinking about it. Ideally foundation education would throw out all those old ideas about education. (Manager/administrator comment)* *I think they need to understand the life of the student. They need to understand who they are going to get in there and somehow be flexible; I think flexibility is a key thing. What they do and how people get there. (Manager/administrator comment)* *Research around understanding that people learn in different ways, have different circumstances. Get rid of the expectations and just actually provide the platform for learning. I think it comes back to just that way you teach because too many get in the classroom and it's just all that jug to mug stuff, that information and they expect to memorise it for the exam, pass it and that means they understand it. Well, they don't you know. There has got to be other ways to do that. And a lot of those other ways, particularly with foundation students which are mainly of minority groups they learn with hands-on, smaller groups, discussions, that sort of stuff so I think teaching practice is critical. That's why I think you need the best educators in there with those groups that are seen as not so academically able. In fact you've got potential people there that could be academically able if they actually had the tools to do it. That's the thing, that's what frustrates me. I have seen some marvellous people come through that foundation course. I've had students come in here and start apologising about their school stuff before they even get in the door and you just know that the school system didn't work for them but they are obviously busy, bright and they are challenging and they're everything you want and somehow you've just got to point them in the right direction with the right stuff and they take off. (Manager/administrator comment)*

Table 7.7

Summary of Themes: Research Priorities for Foundation Education - Managers and Administrators (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Five: Literacies and learning challenges	Three (19%) of the managers/ administrators commented on the need for continued research on literacy (including bi-literacy and multiple literacies), as well as research on managing student learning challenges such as dyslexia and Asperger syndrome.	*This is limited by what I know has been researched in New Zealand which is not very vast. Let's be very honest about that, okay? So let's start from that point of view. I would like to look at bi-literacy projects as number one. I've done a lot of work in biculturalism and consequences of biculturalism or multiculturalism and I've been reading some research papers about what research has been done about bilingual speakers about their performance in cognitive activity in general intelligence and there's some interesting stuff coming out of that but there isn't much done about the effect of bi-literacy especially when placed in a positive sort of vein. Then there's what I call multiple literacies. (Manager/administrator comment)* *Recognised dyslexia exists so a lot of our students that came through who have dyslexia, Asperger or other learning difficulties have been labelled, or if you like, perceptions of themselves is that they are dumb. But I think there is a lot of work we could do to enable people to succeed, so it's like addressing diversity and the place of technology. (Manager/administrator comment)*
Outlying comments	Other areas for future research made by individual managers/administrators included the following: • the impact of unit standards on teaching and learning in the vocational sector in New Zealand; • linking foundation education to positive community development; • retention strategies and why people stay or don't; and • an emphasis on foundation education as a priority area in general.	

The policymakers/influencers' responses on areas for future research in foundation education have some similarities with the managers/administrators comments. However, this group's focus was generally more on how the foundation education field is defined, conceptualised, and measured. The themes or threads from this group are discussed in Table 7.8 in descending order of frequency of comment. Further exploration of possible future directions for research in the foundation education field are discussed in Chapter Nine.

Table 7.8

Summary of Themes: Research Priorities for Foundation Education: Policymakers and Influencers

Themes	Analysis	Relevant Excerpts from Interviews
Theme One: A better understanding of pedagogy	Four (40%) of the policymakers/influencers' responses on research priorities centered on the need for a better understanding of the teaching and learning processes or understanding of appropriate pedagogies for effective foundation education practice.	*I think instead of talking about outcomes and those sorts of things. I think we need to research what our people are actually learning in foundation programmes. I think that could give us a really good insight in where people are coming from and where they have come to. So it is researching people's development rather than researching whether they achieved a qualification or whatever. So I think we need a research focus on learning processes rather than outcomes. (Policymaker/influencer comment)* *We need research on pedagogy. So what does a vocational pedagogy look like? How do we actually build that into foundation learning, into what is essentially time for learning some basic skills as well. So there's that. (Policymaker/influencer comment)* *When I first came to [name of ITP withheld] I had my Masters in Critical Pedagogy and my thesis was in critical pedagogy post modernism and I talked about pedagogy and no one knew what it was. And when you talked to people about why they were doing it, it was, 'Oh well, these students have got a problem. We're going to fix it.' (Policymaker/influencer comment)*
Theme Two: Better data	Four (40%) of the policymakers/influencers commented on the need for better research, information and data in the field of foundation education. The following quotes are lengthy, yet they eloquently describe the issues on the need to have robust data on the foundation education field in order to make good policy and management decisions.	*I think it is about better data, about better understanding of longer term outcomes. I think we know the principles pretty well, just not how they are applied. The question marks are about the benefits, if you get a better value for money proposition, for the individual, for the organisation, the Government. That would probably strengthen the position of foundation education very effectively and that does require a better understanding of long term outcomes. In the foundation level it is absolutely critical to get it right because part of foundation education is about helping learners make choices, you know, and if you don't have clarity about what your programme is about it really doesn't help in what should be a very early stage in foundation education. My understanding of the data that there is, is that one of the key issues is that there is a broad brush across the foundation education space, Maori participation is very high. It's disproportionately high. A lot of learners are using it to compensate for being underserved by the school system. One of the things that we are really interested in is the work of Karen Vaughan on motivation in tertiary learner, about motivation and understanding the decision making capability of tertiary learners. She talks a lot about nervous explorers, there are learners who have a fairly nebulous idea of what the advantages are of foundation education and want to explore it further, but are very unconfident about their ability to succeed at the same time. And there is quite a distinct group in the foundation cohort which show those behaviours, that puts a huge onus on the provider to be aware of that and be able to anticipate when there may be disengagement because that can happen all the way along the continuum. It's not just a question of bringing in people for the first few weeks, if you've got them they will stay. (Policymaker/influencer comment)*

Table 7.8

Summary of Themes: Research Priorities for Foundation Education - Policymakers and Influencers (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Theme Two: Better data (continued)		*We need research on pathways, students' pathways. The success of students who pathway and the sorts of support they need in the first year on the pathway. We need some research on that because there's not enough research out there so you can say to people in pathway programmes the students need this or the support or they won't succeed. Who are the students who are succeeding? Where are they coming from? What sorts of skills do they bring with them? I think that's hugely needed and also some research into how we can support students psychosocially. What needs to happen? How can we do that? What are the problems that they bring and how can we support them? What are the effective ways of supporting them? I think that's hugely needed. What are the effective ways of working with some of these Youth Guarantee students who have got huge problems? How do we work with kids who are so turned off to maths that they can't sit still in a maths class for more than ten minutes? How do you engage those students? Who are the best people to do that? And often they are young Māori males themselves who have actually managed to move themselves up through the system and move out of there and if you meet some of those guys doing that stuff they're fantastically successful. But there aren't enough of them out there. And every time you get someone they leave because they get a better offer. (Policymaker/influencer comment)*
Theme Three: Clarifying the field of foundation education	Two (20%) of the policymakers/influencers commented on the need to have a better understanding of what the field of foundation education encompasses, how foundation education is defined, and what programmes do or should we offer.	*There is a lack of research and a lack of funding for research in the [foundation] area. I think that does have an effect on the way Government sees foundation education and on the way that CEOs and Councils and that think of foundation education. There is not the research to back the work we are doing and there is not the background knowledge around what success is, which we were talking about before, for Government to take that into account. I think one of the biggest problems is that Government, TEC, still doesn't really understand what foundation education is and what success is. (Policymaker/influencer comment)* *Possibly we need research on the way in which we have provision in the first place like who makes the decision on where foundation programmes exist, how much for how long and how they are funded. (Policymaker/influencer comment)*

Table 7.8

Summary of Themes – Research Priorities for Foundation Education - Policymakers and Influencers (continued)

Themes	Analysis	Relevant Excerpts from Interviews
Outlying comments	Other areas for future research made by individual policymakers/influencers included: • research on social needs of the foundation student. • research on foundation education provision specifically to inform governance and institutional leadership. A policymaker/influencer discussed how the ideal would be that there is no future for this area of educational provision if all the needs of students were being met. This interviewee commented on how foundation programmes are often ambulances at the bottom of the cliff and that this needs to change.	*We need research on social need. Because I believe foundation has got a major role to play, more major than it is given at the moment due to the disruption of families, due to the direction that society is going, due to modern technology, we are getting into a situation where we are going to have a huge number of young people that don't really understand or know the direction they are heading in. You've got your few who are still doing really, really well at school and you always will have, you've got your middle of the road kid, but your group at the bottom is struggling and I believe that's because mainly of family life. So I think foundation education has got a major role to play. I think it needs a lot more funding and I think it needs a lot more thought because a lot of the people who find themselves in those positions are bright. So it's not that they can't learn it's more about social needs, the social skills that they need. It's more about self-esteem. (Policymaker/influencer comment)* *I'm really excited about your angle on governance and institutional leadership because I think we've just been through quite a major restructure of the sector and now it's starting with the review of Councils within Wānanga. Whoever you've got round the governance board actually define the priorities of programmes, the initiative, the communication with communities, regional development needs, all those sorts of things. I see piles of industrialists coming on with no connection to the sorts of things you are talking about. So, research really needs to help them. And we don't get enough education ourselves. (Policymaker/influencer comment)* *Well I hope there is no future. I mean if we are doing our jobs properly, but no, inevitably you are going to have our systems so you are always going to have people who don't fit. At in different times in our lives the teachable/learnable moment will happen in a different kind of context. So you have got to be able to allow for that, to give people a shot at it when they are ready, so there is always going to be a place for [foundation education] but at the moment there is too much of the ambulance at the bottom of the cliff and it would be good if we didn't have to have so many ambulances there at the moment because we are struggling to cope and that's the dilemma that we have got within the foundation education space. (Policymaker/influencer comment)*

7.5 Policy and strategy area summary

Table 7.9 provides an aggregated summary for the interviewees' responses in terms of the findings for the strategy and policy area of questioning. As with the summary tables contained in Chapter Six, this table is based on the concept of Degener's continuum of highly critical to highly-non critical pedagogy. The themes developed from the question areas are mapped across this continuum using shading to indicate the strength of the overall response from the interviewees for each question area.

Table 7.9

Policy and Strategy: Summary of Question Area

Policy and strategy	Highly critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Tutors awareness of foundation education Government policy and strategy			Aware of: • Youth Guarantee policy • Tertiary Education Strategies • LLN policy	Not aware of any policy or strategy
Managers/administrators awareness of foundation education Government policy and strategy			Aware of: • Youth Guarantee policy • LLN policy	Not aware of any policy or strategy
Policymakers and influencers awareness of foundation education Government policy or strategy		• TEC review of NZQF Level One and Two qualifications • TEC LLN Implementation Strategy • Youth Guarantee strategy • TES		
Tutors and managers/administrators awareness of foundation education policy or strategy at NorthTec			• Foundation education and progression to higher qualifications and further education • LLN policy	Not aware of any specific policy or strategy
Tutors and managers/administrators involvement in strategy or policy development		Some involvement (for example LLN Capability Plan, Youth Guarantee strategy)	Limited involvement	No involvement
Perceptions on the role of ITP Councils in guiding the direction of foundation education policy or strategy		Councils have a critical role in setting specific policy/strategy for foundation education	Councils have an important role in setting specific policy/strategy for foundation education	Strong belief that management should make the policy and/or strategy rather than Councils

Table 7.9

Policy and Strategy: Summary of Findings (continued)

Policy and strategy	Highly critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum	←———————————————————————————→			
Perceptions on the role of ITP Councils in guiding the direction of foundation education policy or strategy (continued)	Councils have clear strategies for achieving and resourcing the EPIs around foundation education and need to focus on educational delivery not just the finances	NorthTec Council need fuller understanding of programmes, the demands and challenges within the regional economy, industries and communities		NorthTec Council has no specific plan or strategy for foundation education except for the EPIs contained within the Investment Plan
Policymakers and influencers experience in policy and strategy for foundation education	Developing high-level policy and strategic planning for the foundation education area for the Ministers or educational related Government departments	Leading teams which put the high-level policy on foundation education into operation	People management of foundation programme area departments or sections within ITPs	
	Leadership of foundation education professional bodies such as FABENZ	Development of foundation education strategies and plans for specific tertiary education institutions		
		Co-ordinating and disseminating foundation education research		
		Influencing the direction or strategic planning of foundation programmes through ITPs Academic Boards and/or Councils		
Opinions on the 2010-2015 TES statement that Polytechnics have a core role to assist progression to higher levels of learning or work through foundation education	Scepticism on the degree of social engineering and funding drivers within policy	Success of policy dependant on resources and infrastructure	TES statement is an achievable goal	
	Policy on foundation education is confusing and contradictory	Unrealistic nature of the stated role and/or goal in the TES		

Table 7.9

Policy and Strategy: Summary of Findings (continued)

	Highly critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Continuum				
Opinions on the 2010-2015 TES statement (continued)	Issue of progression to what? i.e. available jobs	Issues on ITPs performance and measurement of performance		
Perceptions on the future of foundation education in New Zealand	Foundation education will be a huge need and play a vital role	The need will increase through issues and failure in schooling		
	Dependant on the position of Government and industry drivers	Need for professional development of tutors		
		Likelihood that there will be a move to a more functionalist approach		
		Foundation programmes may not survive in current form given Government policy directions		
Managers/administrators understanding of research priorities on foundation education	Research on outcomes including longitudinal research	Literacies and learning challenges		Not aware of research or researchers in the area of foundation education
	Research on why students at secondary schools are failing many students			
	Research on Māori student success and pedagogies			
	The need for research into developing new models of foundation education, effective teaching practices and understanding the teaching and learning process			
Policymakers/influencers understanding of research priorities on foundation education	A better understanding of pedagogy	Need for better data		
	Clarifying the field of foundation education			

Note: The degree of shading indicates the strength of overall response from the groups of interviewees for each question area, i.e., the darker the shade the stronger the response.

7.6   Summary of findings for policy and strategy areas

> Tertiary policy in New Zealand is made too often on ideology, rhetoric and anecdote. More and better data, analysis, programme evaluation, and research are needed to inform the design and implementation of policy. Without this attention to data and studies using data, public funds are likely to be used ineffectively. Consumers - students and families - also need better information and they need it earlier. (McLaughlin, 2003, pp. 8-9)

This chapter has provided an analysis of the responses provided from the interviewees in the area of foundation education policy and strategy, as well as opinions on the future for foundation education and the research priorities for foundation education in New Zealand. Key findings arising from the analysis are summarised in Table 7.10.

Table 7.10
Summary of Key Findings for Policy and Strategy Areas

Key Findings
Low levels of awareness of both Government foundation education policy and strategy and NorthTec policy or strategy amongst both foundation education tutors and managers/administrators.
Low levels of awareness of both Government foundation education policy and strategy and NorthTec policy or strategy amongst both foundation education tutors and managers/administrators.
Policymakers and influencers are aware that funding is a key driver of foundation education policy.
Achievement of the 2010-2015 TES statement and goal (that polytechnics have a core role to assist progression to higher levels of learning or work through foundation education) is dependent on resources and infrastructure.
Perceptions on the future of foundation education in New Zealand is that there will continue to be a huge need and foundation education will play a vital educational and potentially transformational role in our society.
Policymakers and influencers understanding of research priorities for foundation education included a better understanding of pedagogy; the need for better data to inform policy; and the need to clarify the field of foundation education.

CHAPTER EIGHT: INTERPRETATION AND DISCUSSION

> Grounded theory writing preserves and presents the form and content of the analytical work. Rather than spotlighting actors or authors, grounded theory places ideas and analytical frameworks on centre stage. (Charmaz, 2006, p. 151)

8.1   Introduction

This chapter addresses the aims of the research and research questions through discussion and interpretation of the analysis and findings arising from this study. In addressing the research aim (see Table 1.1), a conceptual framework for the consideration of foundation education provision and policy is presented, which at the programme level is derived from Degener's (2001) framework of critical pedagogical concepts across a continuum of highly critical to highly non-critical pedagogy across six programme areas (see Chapter Six). Degener's framework is also applied to the policy level of foundation education drawing on the research findings contained in Chapter Seven. The proposed foundation education conceptual framework incorporates relevant findings to describe the pedagogical constructs used and developed, both at the programme and policy level. The utility of the proposed conceptual framework is discussed with suggestions for practical applications of the framework at four levels which are: governance; organisational management; programme; and quality assurance. Examples of potential tools, methodologies and processes which utilise aspects of the conceptual framework are also provided. Each of the four research questions are discussed in relation to the findings contained in Chapters Five to Seven and with reference to appropriate foundation education research and the associated literature.

This chapter also presents an analysis of the findings arising from this study against twelve recognised factors leading to successful bridging and/or foundation programmes (see Table 2.22). While recognising that these success factors represent the ideal, suggestions for further research and/or organisational change initiatives are made which have may have relevance not only for the case study, but other tertiary providers of foundation education.

8.2 A conceptual model for foundation education

Figure 8.1 and Tables 8.1 to 8.5 represent a conceptual model or framework for foundation education. Figure 8.1 presents the overview of the conceptual framework developed from the research findings and analysis. As discussed in Chapter Two, within the New Zealand political environment the Government has a strong influence on the provision of programmes in the ITP sector through funding rules, TES priorities and NZQA quality assurance requirements. Foundation programmes can be seen to operate within these Government constraints or parameters as depicted in the concentric circles in Figure 8.1.

This research, having adopted Degener's (2001, 2006) approach to thinking about adult education programmes as falling somewhere on a continuum between non-critical and critical pedagogy, has extended the approach to the consideration of policy on foundation education within a similar continuum. This is represented in the theoretical and pedagogical continuum portrayed at the bottom of Figure 8.1, whereby non-critical or functionalist approaches lie at one end of the continuum and critical, emancipatory or Freirean approaches lie at the other end of the continuum. The six areas of foundation programmes within the inner circle in Figure 8.1 are those that Degener (2001) used in her conceptual framework, each of which were examined for aspects of critical pedagogy along a highly critical to highly non-critical continuum of critical theory or pedagogy. These aspects are presented in the detailed analysis of the conceptual framework (see Tables 8.1 to 8.4). Table 8.5 presents a framework for the consideration of foundation education policy along a highly critical to highly non-critical theoretical or pedagogical continuum. It is intended that the conceptual framework will contribute to the foundation education field and growing base of knowledge, and that it can be used to better understand and inform foundation education policy and practice, particularly within the New Zealand tertiary education context. An aspirational goal for the use of the research findings and conceptual framework is to eventually develop evaluative constructs or instruments for managing the tensions between the policymakers, managers at the institutional level and the educators in operationalising policy directives

on foundation learning and education. The goal being for all parties involved in foundation education policy and practice to develop a better understanding and communication of the multifaceted issues involved in the successful (as defined by each stakeholder) design, development, delivery and evaluation of foundation programmes.
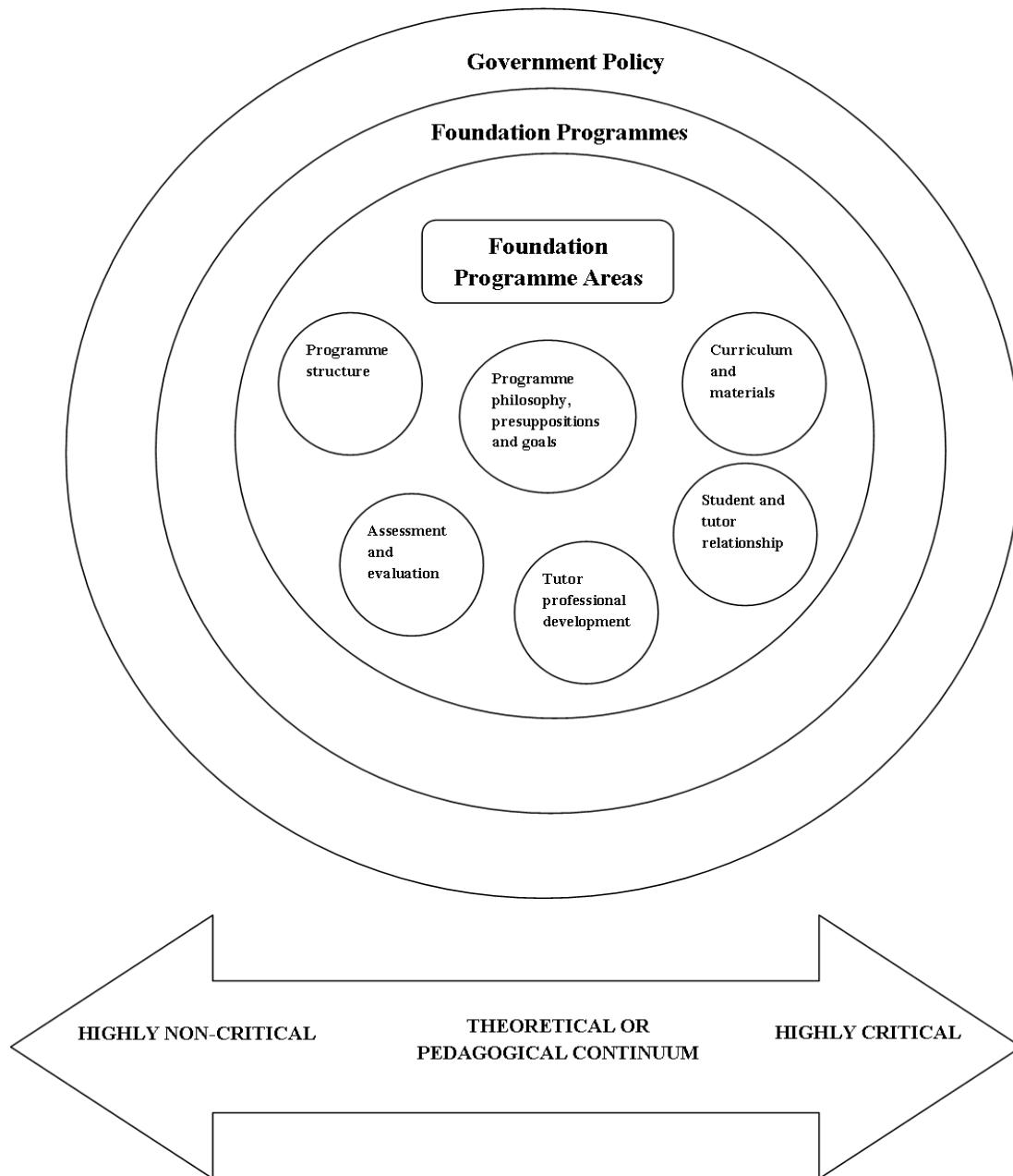
Figure 8.1. Overview of a conceptual framework for the provision of foundation education policy and programmes along a highly non-critical to highly critical theoretical or pedagogical continuum.

Table 8.1

Highly Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly critical	The purpose of FE is multi-dimensional and complex.	FE programmes are developed to meet the needs of students.	Tutors have a high degree of responsibility and autonomy in developing the curriculum.	Students are seen as teachers, teachers as learners. Tutors actively demonstrate their willingness to learn from students.	FE tutors have a post graduate degree level educational background and/or teaching experience in adult education.	The purpose and importance of assessment is whether students' meet the goals they have set for themselves.
	Education is political in nature and the main goals of FE students are to learn to act politically.	Contextual factors influencing the development and design of FE programmes are the political context and the potential learner community.	Tutors develop curriculum materials themselves. There is no pre-set curriculum.	The relationship tutors have with students can be described as close and caring with reciprocal sharing of personal information.	The organisation recognises the importance of specific personal qualities and characteristics of the educator, not qualifications alone.	Discussion of the philosophical basis of teaching, learning and assessment takes place with new cohorts.
	The main needs of FE students are to gain a positive educational experience and FE should be used for personal growth and empowerment.	Important factors in the consultation process for FE programme are development students and stakeholder feedback.	Students are actively involved in decisions on the delivery of the curriculum.	Dialogue between students and teachers helps students to discover their voices.	Areas of PD include: adult learning theory, FE challenges and issues; impact of behavioural/societal issues on adult learning; cultural awareness, Kaupapa Māori and Te Reo Māori; learning about the communities that FE students come from.	A comprehensive range of assessment tools and activities with emphasis on formative assessment.

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Table 8.1

Highly Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly critical (continued)	FE students start tertiary education less ready than others due to socio-economic factors and/or a complexity of factors.	Student input into the FE programme planning process is sought continually and the local community has a partnership role in the FE programme planning.	Students are perceived as capable of taking charge of their own learning and 'stronger' students guide others within the same cohort.	Teachers and students share control of, and responsibility, for the programme.	The organisation provides PD opportunities for tutors relevant to FE provision including in-house activities, access to relevant qualifications and conferences.	Standardised tests are rarely used. Programme success is measured by how students use the skills they have acquired to negotiate change in their world.
	The strengths of FE are the networks formed between students.	Tutors have a major influence in the development of the programme.	Graduated students are invited to teach new cohort.	A variety and combination of practices occur when the student starts the programme to get to know individual student's goals and needs.	Tutors learn about issues of importance to individual students as well as community issues.	Students play a huge or significant role in their assessment. They are active partners in assessment and evaluation processes.
	The perception of FE education needs addressing within a better understanding of: theoretical knowledge and understanding of FE; foundation education management/ institutional processes and systems; and Government priorities.	There is a strong awareness of the history of the FE programme or institutional history of FE provision.	Preference is given to teaching activities that are interactive and small group based.	Personal issues raised by students are discussed in class if appropriate and tutors make time for this in an open manner. Tutors guide students toward taking action to solve problems.	Teachers are tuned into the learning contexts that students encounter outside of formal education.	The purpose and importance of evaluation is to change things for the student and provide an opportunity for critical reflection.

Table 8.1

Highly Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly critical (continued)	The students are the most influential factors in educators' thinking about FE.	Overarching curriculum documents are used in a flexible manner to meet the needs of students.	Emphasis is placed on activities that help students deal with personal needs and concerns, at home and within the community. Skills, such as LLN, are seen as tools to help students deal with life issues and political action.	Tutors regularly intervene on behalf of students and/or address personal issues on a one-to-one basis.		There is an understanding of the complexity and challenges of evaluating FE programmes, including the difficulty in evaluating whether students' goals have been meet.
	Learning is a meaning-making process that takes place within specific contexts.	Changes to the structure of the FE programmes are made directly through student feedback.	Tutors encourage student involvement and activities in the local community.	Tutors encourage student attendance through personal and direct approaches.		Both formal and informal evaluation processes are used to change/modify the programme.
		There is a high awareness of the organisation's systems and processes in relation to its relevance in meeting student needs.	Dealing with diversity and different skill levels of students is considered essential in delivering FE programmes.	Tutors perceive their students as all being 'good' students, hindered by a lack of previous positive educational experiences.		There is an understanding of the wider evaluation field within tertiary education. Self-assessment is seen as an opportunity for improving the FE programmes for students.
		Organisational structures or models of FE programmes used are chosen to meet varying students' needs.	Curriculum change is considered in an integrated and 'whole' of programme approach.	Tutors have close relationships with local communities.		

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Table 8.2

Somewhat Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Somewhat critical	The purpose of FE is enabling students to set goals for themselves, learn how to learn and build confidence.	FE programmes are structured as local programmes/courses developed to meet the needs of the local or targeted communities.	Tutors develop curriculum with their manager and colleagues to the structure contained in programme approval documents.	Students are seen as teachers, teachers as learners. Dialogue between students and tutors helps students to discover their voices.	FE tutors have an undergraduate degree in teaching and education and/or some teaching experience in adult education.	The purpose and importance of assessment is to assess student learning, knowledge, skills and attributes.
	FE is student-centred or focused with a relatively flexible delivery process for teaching and learning.	Contextual factors influencing the development and design of FE programmes are the social and regional context.	Tutors receive curriculum from another tutor or from the team of tutors and make changes themselves or through their team(s).	The relationship tutors have with students can be described as friendly with boundaries. Tutors share personal information about themselves with students and consider it important to do so.	Areas of PD include LLN; different kinds of literacies (e.g. digital literacies); theories of adult education; learning styles/needs of adults; multicultural learning styles; and teaching skills and knowledge.	Assessment is considered important for both students and tutors understanding of subject mastery.
	The main goals of FE students are to become empowered and/or gain more personal development skills.	Important factors in the consultation process for FE programme development are the tutors being valued, heard and/or consulted as educators.	Tutors actively involve students in developing and modifying curriculum on an on-going basis.	Practices that occur when students start includes meetings between tutors and individual students are designed to get to know individual students' goals (not just academic) and needs.	The organisation provides PD opportunities for tutors relevant to FE provision including in-house activities; access to relevant teaching qualifications and conferences.	A range of assessment tools and activities are used with emphasis on formative assessment. Portfolios may be used as part of the assessment process and students decide on their content.

Table 8.2

Somewhat Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Somewhat critical (continued)	The main needs of FE students are support and care.	Students have some involvement or influence in the programme planning process; class agendas are organised around student needs and interests.	Students are influential in driving the direction of the class and are given choices on which materials and activities will be used in class.	Tutors allow for the discussion of students' personal issues if they are relevant, appropriate or of general interest to the class.	Tutors' belief systems are considered integral to programme success, as is the curriculum or materials being used.	Standardised tests are occasionally used.
	FE programmes work for all students at some level but are most successful for students who have a strong sense of self and students who have support from family/whanau.	Tutors have some influence in developing the programme, are able to make minor changes and have a high degree of autonomy to do so. Changes are instigated through foundation educators' team(s).	Most students are perceived as capable of taking charge of their own learning. Occasionally 'stronger' students guide others within the same cohort.	Tutors refer students to range of support services.		Students play a large role in their assessment, including setting and evaluating goals. There is a realisation that students should be involved as much as possible in their assessment.
	FE students start tertiary education less ready than others due to negative experiences from compulsory schooling.	There is some awareness of the history of the FE programme or institutional history of FE provision.	Graduated students are invited to engage with new cohort.	Tutors use a variety of formal and non-formal strategies to encourage attendance.		The purpose and importance of evaluation is to enable continuous improvement through the evaluation cycle.

Table 8.2

Somewhat Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Somewhat critical (continued)	The strengths of FE are the provision of opportunities for student achievement and seeing them achieve.	Overarching programme approval and curriculum documents are often perceived as needing review or as being too inflexible.	Preference is given to teaching activities that are practical. LLN and other basic skills are taught in the context of socially or culturally relevant activities.	Tutors perceive all of their students as being 'good' students.		Students' ability to negotiate with social institutions outside the programme is seen as an indicator of success.
	There needs to be greater clarity around expected outcomes for FE programmes; greater awareness of students' needs; acknowledgement that much needs to be done to improve foundation education for students; and a better understanding of FE as an evolving field.	There is some awareness of the organisation's systems and processes in relation to relevance in meeting student needs.	Tutors encourage some student involvement and activities in the local community.	Students' strengths are perceived as resilience, determination, goal orientation, openness and honesty. Students' weaknesses are low self-esteem, lack of maturity and life skills.		
	Teachers, colleagues and/or researchers are the strongest influencers for educators thinking about FE.	Organisational structures or models of FE programmes used are chosen to meet both student and institutional needs.	Curriculum change is considered in terms of improving content to meet student needs.	Tutors have a good relationship with local communities.		

Table 8.3

Somewhat Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Somewhat non-critical	The purpose of FE is progression or bridging to further education/ qualifications and gaining employment/functional skills.	FE programmes are structured as local programmes/courses developed to meet the needs of the local community with embedded NZQA qualification(s) and/or Unit Standards.	The curriculum is, to a degree, prescribed by NZQA, ITOs and other external bodies. Some use of mandated materials/tools.	Classes are teacher directed, but tutors make an effort to tune into the life needs of students. Open communication between students and tutors is seen as important. Tutors ask students for input on the topics covered in class.	FE tutors have a diploma, certificate and trades qualifications (e.g. LLN, adult/youth teaching and specific trades); a teaching qualification and/or some teaching experience in adult education.	The purpose and importance of assessment is so that students can achieve prescribed standard(s) or qualification(s).
	FE requires good tutors providing a higher proportion of pastoral care and academic support to deliver curriculum which is more practical and applied.	Contextual factors influencing the development and design of programmes are collaboration with other organisations (e.g. NZQA, TEC and other ITPs).	Tutors receive curriculum through programme approval documents and/or other organisational mechanisms. Changes are made through managers.	The relationship tutors have with students can be described as professional. Tutors share personal information as appropriate and within boundaries.	Areas of PD include teaching skills; theories on learning; time management skills; organisational knowledge of systems and processes.	Assessment is considered important in meeting the needs of organisation and tutors. Programme success is partially measured by the extent to which students meet their own goals.
	The goals of FE students are to progress to further education and/or employment.	Students have limited involvement or influence in the programme planning process, but do provide feedback through evaluation processes.	Students modify or develop the curriculum through both formal (evaluations and student surveys) and as a result of non-formal feedback.	Practices that occur when students start include completing a survey or checklist about skill levels and discussion on the kind of skills the student has and needs.	The organisation provides access to relevant teaching qualifications and some in-house PD opportunities.	A limited range of assessment tools and activities are used with an emphasis on summative assessment.

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Table 8.3

Somewhat Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Somewhat non-critical (continued)	The needs of FE students are considered to be career direction and goal setting.	Tutors are involved in the early development of the programme only.	Students' issues somewhat influence the direction of the class.	Students' personal issues are addressed either at the end of class or outside of class on a one-to-one basis.	Tutors modify materials and curricula to meet student needs.	Standardised tests are used often. Heavy emphasis is placed on academic progress, measured by standardised tests.
	Aspects of FE programmes are considered to work but success is restricted by resources.	There is little awareness of the history of the FE programme or institutional history of FE provision.	Most students are perceived as not capable of taking charge of their own learning.	Sometimes tutors refer students to range of support services.	Tutor training emphasises the importance of understanding the community in which one teaches.	The students' role in assessment is to take responsibility for their own learning and be prepared to learn.
	FE is most successful for motivated and goal oriented students (even if goals are not fully formed at the start) and students with a degree of maturity and/or a good attitude.	Curriculum documents are used as appropriate to the programme.	Occasionally graduated students are invited to engage with a new cohort.	Attendance is regulated through formal strategies.		Students provide feedback throughout the term. Assessment or evaluation may be based on interviews with students and their self-reported success.

Table 8.3

Somewhat Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Somewhat non-critical (continued)	FE students start tertiary education less ready than others as they need to be able to develop goals.	Changes are instigated by FE programme managers.	The curriculum is generally planned, but attempts are made to link the curriculum to students' every day experiences. Students participate in discussions that help them relate the reading material to their own lives.	Students' strengths are perceived as resilience, determination, goal orientation, openness and honesty. Students' weaknesses are perceived as self-discipline, time management and commitment.		The purpose and importance of evaluation is to ensure the relevance and quality of programme/courses.
	The strengths of FE are the teaching and tutors interaction with other tutors.	There is limited understanding of the organisation's systems and processes in relation to programme delivery.	The curriculum is modified to match students' interests or needs but rarely leads to action in the students' community.	Tutors perceive some of their students as being 'good' students.		Evaluation is used to assess outcomes and to ensure that assessment processes are working and fit for purpose.
	An area for improvement is a better quality of tutors.	Organisational structures or models of FE programmes are chosen to fit into existing organisational structures.	Curriculum change is considered in terms of improving content to meet external or organisational requirements.	Tutors have limited involvement with local community.		

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Table 8.4

Highly Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly non-critical	Literacy and other basic skill development is the answer to the social and economic problems of marginalised groups. Thus, the purpose of FE is the provision of functional skills such as LLN.	FE programmes are structured as national or NZQA qualifications with unit standards forming the basis of the course structure.	The curriculum is prescribed by NZQA, ITOs and other external bodies.	Classes are teacher directed. Teachers make no effort to learn about students or to modify instruction to meet student needs or interests.	Tutors come to the organisation with no formal qualifications or little personal experience relevant to FE.	The purpose and importance of assessment is for tutors' purposes of improving teaching practice and to meet the needs of the organisation.
	FE focusses on foundation practical and/or basic skills and there should be no difference between foundation programmes and other programmes.	Contextual factors influencing the development and design of programmes are the requirements set by other organisations (e.g. NZQA, TEC).	Tutors receive the curriculum as pre-set and unchanging, no matter what the students' cultural or language needs are. The curriculum is often received as Unit Standards.	Tutors try not to share personal information about themselves with students.	Tutors learn 'on the job' and undertake minimum generic tutor qualifications while teaching.	Limited range of assessment tools and activities used with an emphasis on summative assessment.
	The main goals of FE students are to become more literate.	Students are not included in any part of the programme planning process.	Students are not involved in influencing the curriculum or in guiding the direction of the class.	Tutor is not involved in any practices when students start the programme. Responsibility for these practices lies with other person or area.	Tutors may have access to national qualifications in foundation education areas such as LLN.	Standardised tests are used primarily. Heavy emphasis is placed on academic progress, measured by standardised tests where available.

Table 8.4

Highly Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly non-critical (continued)	The main needs of FE students are to address functional and/or academic skill gaps.	Tutors are not involved in the development of the programme.	Students are perceived as not capable of taking charge of their own learning.	Tutors try not to get involved with students' societal or personal issues.	Tutors learn specific methodologies and must have a good understanding of basic skills.	Students have a limited involvement in their own assessment. The assessment regime is strongly directed by the tutor.
	Many FE students fail because they or their whanau/families (or both) do not value education.	There is no awareness of the history of the FE programme or institutional history of FE provision.	Graduated students do not have opportunities to engage with new cohorts.	Tutors rarely refer students to support services.	Emphasis is placed on learning to plan class time and using time wisely.	The purpose of evaluation is to determine whether a student is capable of passing the course and progression to the next level.
	FE students start tertiary education less ready than others as they lack of maturity.	Unit Standards are used to deliver the courses. No overarching curriculum documents are in use.	Students' classwork on issues/ problems in the community never lead to action in the community.	Attendance is regulated through formal strategies.		Evaluation is based on programme goals and expectation, not student goals.
	The strength of FE is the programmes.	Changes are made by FE programme managers only.	The preferred delivery approach is lecture style 'chalk and talk.'	Students' weaknesses are perceived as a deficit in skill attainment.		Evaluation processes take place only at the end of the term or semester.

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Table 8.4

Highly Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly non-critical (continued)	Areas for improvement are physical and teaching resources including improved moderation practices.	There is no understanding of the organisation's systems and processes in relation to programme delivery.	Either there is the perception that nothing needs changing in the curriculum or the changes are externally prescribed.	Tutors do not perceive their students as being 'good' students.		
	Literacy and other basic skill development is the answer to the social and economic problems of marginalised groups. Thus, the purpose of FE is the provision of functional skills such as LLN.	Organisational structures or models of FE programmes used are chosen to meet institutional needs.	Student evaluations are not used to modify the curriculum in any meaningful way.	Tutors have no involvement with local community.		
	FE focusses on foundation practical and/or basic skills and there should be no difference between foundation programmes and other programmes.	FE programmes are structured to prescribed national qualifications with unit standards forming the basis of the course structure.	The curriculum is prescribed by NZQA, ITOs and other external bodies.	Classes are teacher directed. Teachers make no effort to learn about students or to modify instruction to meet student needs or interests.	Tutors come to the organisation with no formal qualifications or little personal experience relevant to FE.	Assessment is for tutors' purposes of improving teaching practice and to meet the needs of the organisation.
		Contextual factors influencing the development and design of programmes are the requirements set by other organisations (e.g. NZQA, TEC).	Tutors receive the curriculum as pre-set and unchanging, no matter what the students' cultural or language needs are. The curriculum may be received as, or be based largely on, unit standard descriptors.	Tutors try not to share personal information about themselves with students.	Tutors learn 'on the job' and undertake minimum generic tutor qualifications while teaching.	Limited range of assessment tools and activities used with an emphasis on summative assessment.

Table 8.4

Highly Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly non-critical (continued)	The main goals of FE students are to become more literate.	Students are not included in any part of the programme planning process.	Students are not involved in influencing the curriculum or in guiding the direction of the class.	Tutor is not involved in any practices when students start the programme. Responsibility for these practices lies with other person or area.	Tutors may have access to national qualifications in foundation education areas such as LLN.	Standardised tests are used primarily. Heavy emphasis is placed on academic progress, measured by standardised tests.
	Main needs of FE students are to address functional and/or academic skill gaps.	Tutors are not involved in the development of the programme.	Students are perceived as not capable of taking charge of their own learning.	Tutors try not to get involved with students' societal or personal issues.	Tutors learn specific teaching methodologies and need a good understanding of basic skills.	Students have a limited involvement in their own assessment. The assessment regime is strongly directed by the tutor.
	Many FE students fail because they or their whanau/families (or both) do not value education.	There is no awareness of the history of the FE programme or institutional history of FE provision.	Graduated students do not have opportunities to engage with new cohorts.	Tutors rarely refer students to support services.	Emphasis is placed on learning to plan class time and using time wisely.	The purpose of evaluation is to determine whether a student is capable of passing the course and progression to the next level.
	FE students start tertiary education less ready than others as they lack of maturity.	Unit Standards are used to deliver the courses. No overarching curriculum documents are in use.	Students' classwork on issues/ problems in the community never lead to action in the community.	Attendance is regulated through formal strategies.		Evaluation is based on programme goals and expectation, not student goals.

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Table 8.4

Highly Non-Critical Pedagogical Thinking and Practice across Six Areas of Foundation programmes (continued)

Foundation education (FE)	Presuppositions, philosophy and goals	Structure	Curriculum and materials	Tutor and student relationship	Tutor professional development (PD)	Assessment and evaluation
Highly non-critical (continued)	The strength of FE is the programmes.	Changes are made by FE programme managers only.	The preferred delivery approach is lecture style or 'chalk and talk.'	Students' weaknesses are perceived as a deficit in skill attainment.		Evaluation processes take place only at the end of the term or semester.
	Areas for improvement are physical and teaching resources including improved moderation practices.	There is no understanding of the organisation's systems and processes in relation to programme delivery.	Either there is the perception that nothing needs changing in the curriculum or the changes are externally prescribed.	Tutors do not perceive their students as being 'good' students.		
		Organisational structures or models of FE programmes used are chosen to meet institutional needs.	Student evaluations are not used to modify the curriculum in any meaningful way.	Tutors have no involvement with local community.		

Table 8.5

Four Degrees of Critical Pedagogy across Elements of Foundation Education Policy and Strategy

Foundation Education (FE)	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Policy and strategy				
Educators' awareness of FE Government policy and strategy	Internalisation of policy priorities amongst educators.	Awareness of key policy details in FE area amongst educators.	Awareness of existence of key policy areas amongst educators.	No awareness of FE policy amongst educators.
Managers' and administrators' awareness of FE Government policy and strategy	Deliberate incorporation of elements of policy priorities within organisational plans.	Managers/administrators communicate key policy priorities to staff, with some incorporation of these within organisational plans.	Managers/administrators communicate key policy priorities to staff, but little incorporation of these within organisational plans.	No awareness of FE policy amongst managers/administrators.
Policymakers' and influencers' awareness of FE Government policy or strategy	High degree of understanding of the challenges and complexity of the FE field and incorporation of critical pedagogical concepts within policy.	Policy is formulated according to overarching Government policy drivers with the incorporation of some critical pedagogical aspect.	Policy is determined according to overarching Government policy drivers.	Policy is driven by highly functionalist ideology.
	High degree of consultation with FE stakeholders including the learners' voices.	Some consultation with FE stakeholders, mainly with the educators and communities.	Limited consultation with FE stakeholders through survey of reaction to existing or proposed policy.	No consultation with FE stakeholders.
Understanding of FE policy at the local or organisational level	High degree of awareness and incorporation of FE organisation policy throughout the organisation.	Awareness FE organisation policy is strong within FE departments and is incorporated within departmental planning.	Policy on FE is articulated in high level organisational documents but not within the department or programme area.	No awareness or existence of organisational FE policies or strategies.
Educators' and managers'/administrators' involvement in strategy or policy development	High level of involvement in conceptualisation and development.	Some involvement in conceptualisation and development.	Limited involvement in conceptualisation and development.	No involvement in conceptualisation and development.

Table 8.5

Four Degrees of Critical Pedagogy across Elements of Foundation Education Policy and Strategy (continued)

Foundation Education (FE)	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Policy and strategy				
Governing bodies' (Boards or Councils) and senior management role in in guiding the direction of FE policy or strategy	Clear strategies exist for achieving and resourcing the EPIs on FE and the need to focus on educational delivery not just the finances. There is a full understanding of the organisation's FE programmes, their overarching pedagogies and the FE needs within the regional economy, industries and communities.	Governing bodies and management have a critical role in setting specific policy/strategy for FE. Governing bodies and management work towards a greater understanding of programmes, their overarching pedagogies and the FE needs within the regional economy, industries and communities.	Governing bodies and management are seen as having an important role in establishing specific policy/strategy for FE within wider organisational policy and strategy. There is some understanding of programmes, their overarching pedagogies and the FE needs within the regional economy, industries and communities.	No specific plan or strategy for FE exists at the governance or management level. There is little understanding of programmes, their overarching pedagogies and the FE needs within the regional economy, industries and communities.
Consultation priorities and processes	There is an inclusive approach to developing FE policy.	There is some consultation with FE stakeholders, mainly with the educators and communities.	There is limited consultation with FE stakeholders.	Policy is determined by governing bodies and/or management.
Policymakers' and influencers' experience in FE policy and strategy	Developing high level policy and strategic planning for the foundation education area for the Ministers or educational related Government departments.	Leading teams which put the high level policy on foundation education into operation.	People management of foundation programme area departments or sections within ITPs.	No experience in FE policy or provision.
	Leadership of foundation education professional bodies such as FABENZ.	Development of foundation education strategies and plans for specific tertiary education institutions.	Co-option to policy making arenas through experience in other fields.	

Table 8.5

Four Degrees of Critical Pedagogy across Elements of Foundation Education Policy and Strategy (continued)

Foundation Education (FE)	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Policy and strategy				
Policymakers and influencers experience in FE policy and strategy (continued)		Co-ordinating and disseminating FE research. Influencing the direction or strategic planning of FE programmes through ITPs Academic Boards and/or Councils.		
Policymakers and influencers philosophical stance on FE	Philosophy fits within the description of the highly critical end of the conceptual framework of FE.	Philosophy fits within the description of the somewhat critical end of the conceptual framework of FE.	Philosophy fits within the description of the somewhat non-critical end of the conceptual framework of FE.	Philosophy fits within the description of the highly non-critical end of the conceptual framework of FE.
	High level of understanding of the complexity of drivers for FE policy.	Understanding of the success of policy being dependant on resources and infrastructure.	Belief that overarching Government policy on FE education is achievable within existing structures and resources.	FE policy is mandated and compliance is necessary.
	Understanding of the political nature of education.			
Perceptions on the future of foundation education in New Zealand	Belief that FE education will be a huge need and play a vital role in society.	The need will increase through issues and failure in schooling.		
	Understanding that progress is dependent on the position of Government and industry drivers.	Need for professional development of tutors.		
	Perception that FE need to move from its status as 'poor cousin' in terms of programmes and policy.	Likelihood that there will be a move to a more functionalist approach.		

Table 8.5

Four Degrees of Critical Pedagogy across Elements of Foundation Education Policy and Strategy (continued)

Foundation Education (FE) Policy and strategy	Highly Critical	Somewhat critical	Somewhat non-critical	Highly-non critical
Perceptions on the future of FE in New Zealand (continued)		FE programmes may not survive in current form given Government policy directions.		
Understanding of research priorities which could drive FE policy	Need for longitudinal research including a focus on outcomes. Research on why students at secondary schools are failing. Research on Māori student success. Research into developing new models of FE, effective teaching practices and understanding the student and teaching process. Research into appropriate pedagogy for FE. Research which clarifies the field of FE.	Research on different literacies. Research on learning challenges. Research which provides better data for decision making.	Research on improving LLN attainment for progression to higher qualifications/employment. Research on improving skills attainment for progression to higher qualifications/employment.	Perception that further research is not needed or necessary.
Policy focus and associated values on FE provision	Focus on holistic or developmental approach to helping FE learners become politically and socially aware. Belief in the role of tertiary institutions to transform lives of FE learners.	Focus on educational process. Belief in the role of tertiary institutions to meet student needs and goals for employment or progression.	Focus on learner outcomes and achieving standards or competencies. Belief in the role of tertiary institutions to focus on progression to higher levels of learning or work through FE.	Focus on fiscal and productivity outcomes. Belief in the roles of tertiary institutions to train FE learners to meet industry skill needs.

Some explanatory points need to be made to clarify how the conceptual framework described was developed. These have been discussed in earlier chapters but are synthesised as follows.

The concept for the framework was derived from Degener's (2001) model of four degrees of critical pedagogy across six elements of adult education programmes (see Table 3.9). Many of the questions in the interview schedules used in this research were derived from Degener's (2006) doctoral research instruments. However, the questions were contextualised for the foundation education field in New Zealand and a new section on foundation education policy was added.

Chapters Six and Seven provide the findings and analysis of the interviewees' responses to the six programme areas and the policy section, respectively. The summary tables provided in these Chapters (at the end of the discussion around each programme area and the policy area) reflect the actual responses although, in some areas of the continuum, there was no response from the interviewees to report. In order to convey the possible range of practices and beliefs along the whole of the critical to non-critical continuum, statements were developed from either Degener's concepts or from the research conducted on foundation education and policy. For example, Degener states that educators with a highly non-critical philosophy may take the view that "so many students fail because they or their families (or both) do not value education" (see Table 3.9). There were no responses from the interviewees that reflected or aligned with this philosophy or construct. Table 6.16 reflects this finding. However, this philosophy may potentially be held by those involved in foundation education or policy at other New Zealand TEOs or organisations. Accordingly, a similarly worded highly non-critical philosophy is proposed as being "Many foundation education students fail because they or their whanau/families (or both) do not value education" (see Table 8.4).

In terms of interpretation and the application of the framework it must be stressed that, as with Degener's framework, this conceptual model represents the ideal for critical pedagogy in foundation education at the highly critical end of the continuum. In reality, it would be very unlikely for a foundation education programme in New Zealand to have

the autonomy or resources to be critical in every area. It is argued that it is useful to consider programmes in terms of the degree to which they reflect critical pedagogy, recognising a non-critical programme or policy may contain elements of more critical pedagogy. While recognising that critical pedagogy typically has normative aspirations, this research takes a similar stance to Degener (2001) in arguing that a continuum is a more useful concept for considering programmes rather than a dichotomy of pedagogical philosophy and practice.

8.2.1   The utility of the conceptual framework

As discussed in Chapter Three, critical theory, as described by Horkheimer in 1937 (Horkheimer, 2002) and Brookfield (2005), is useful if it meets the criteria of being explanatory, practical, and normative. That is, it must explain what is wrong with current social reality, identify the actors to change it, and provide both clear norms for criticism and achievable practical goals for social transformation. The conceptual framework has utility according to these criteria as follows:

- the potential to provide a better understanding or 'illuminate' foundation education policy and practice along a continuum of critical to non-critical pedagogy;

- practical applications for the development of resources that may assist to better inform, develop and evaluate foundation education policy and practice; and

- the potential for developing and/or enhancing foundation education policy and programmes to better meet the goals of students, which ultimately must be the ideal goal for this field of provision.

The potential utility of the conceptual framework can be viewed within a range of levels including that of governance, organisational management, programme and quality assurance levels. The possible usages described and exemplified in Table 8.6 are all situated within the NZ ITP environment. However, they have possibilities for application in other tertiary education organisational settings.

Table 8.6

Foundation Education Conceptual Framework: Levels of Utility

Levels	Utility
Governance	• The conceptual framework can be used at the governance level within TEOs to inform Council members of the issues and challenges regarding foundation education and enhance organisational foundation education strategy and policy • enhanced quality of discussion and debate at the Council board table on the value and/or importance of foundation education provision for the organisation, local communities or industries; and • greater awareness and understanding of the choices around foundation education models.
Organisational management	• development of an organisation wide foundation learning strategy; • development of value statements on how the organisation sees its responsibility for foundation education provision within its communities; • incorporation of foundation learning values into the organisation's Teaching and Learning plans or equivalent; • agreement and communication of accepted nomenclature on foundation education throughout the organisation; • gap analysis of where the organisation stands in terms of the continuum of critical to non-critical foundation education provision and where it would hope to be; • consideration of optimal organisational models of foundation programmes for the institution along centralised/decentralised and generic/specialist options; • evaluation of the organisation's programme portfolio in terms of strengths and weakness of foundation education provision against organisational goals and strategies; and • incorporation of organisational strategies on foundation education into the organisation's appropriate academic policies.
Programme	• a tool for critical programme analysis in assessing the effectiveness of programmes beyond the range of normative criteria and parameters (see Table 3.2). • consideration of programme philosophy and pedagogies for new or redeveloped programmes in terms of the continuum of critical to non-critical foundation education philosophy and goals as appropriate to the targeted student populations and communities; • alignment of new and redeveloped programmes to the organisation's foundation education strategy and teaching and learning plans or equivalent; • development of comprehensive graduate profiles which incorporate statements on valued outcomes for society and/or the community that are not solely skill based; • design of optimum structure(s) for new or redeveloped programmes to meet diverse students' needs; • design of quality curriculum and materials for new or redeveloped programmes to better meet students' needs and goals; • design of robust assessment regimes for new or redeveloped programmes to better meet students' needs and goals; • design of robust evaluation regimes for new or redeveloped programmes to better meet students' needs; • articulation of the desired aspects of the tutor-student relationship as appropriate to specific foundation programmes and their philosophies; • evaluation of tutor attitudes and beliefs towards their foundation students against the desired or optimal attitudes and beliefs; and • identification of tutor professional development needs and the development of professional development plans (or equivalent), including: plans for the attainment of foundation education related qualifications; attendance and contribution to foundation education related conferences; and the development of in-house professional development opportunities.

Table 8.6

Foundation Education Conceptual Framework: Levels of Utility (continued)

Levels	Utility
Quality assurance	The conceptual framework has its greatest potential use at the quality assurance level within ITPs for supporting the ongoing development of an evaluative approach to the self-assessment of foundation programmes which considers the key features of effective self-assessment as defined by NZQA (2009) including: • needs assessment – the extent to which TEOs systematically determine and address the needs of learners, employers and the wider community; • processes and practices – the processes and practices that help to achieve outcomes e.g. the primary importance of good teaching, or the role of effective learner support services; • learner achievement – the impact of educational provision on learner progress and achievement; • outcomes – what is being achieved and the value of that for learners, employers and the wider community; • using what is learned – self-assessment should result in evidence-based conclusions and decision-making that will feed into strategic and business planning, leading to positive change; and • actual improvement – the extent to which improvements are relevant and worthwhile. (NZQA, 2009, p. 6)

The foundation education conceptual framework has the potential to inform practice at each of the above levels, partially depending on the tools and methodologies that could possibly be developed from this research. The following section outlines examples of the tools and processes which may aid in organisational self-assessment and continuous improvement processes for foundation education provision.

8.2.2   Potential tools, methodologies and processes

There is a range of tools and methodologies that could be developed from the foundation education conceptual framework as in Table 8.7.

Table 8.7

Foundation Education Conceptual Framework: Tools, Methodologies and Processes

Tools, Methodologies and Processes	Description
Professional development seminar guides	Degener's (2001) article was used to develop a Seminar Guide for NCSALL (2005) which was designed as an overview of critical pedagogy "to introduce adult education practitioners to critical pedagogy theory, providing a tool for analysing the degree to which their own programs reflect that theory" (p. 3). The intent of this guide is for education practitioners and/or developers to use the three hour seminar as a professional development tool within training programmes or local staff meetings with educators, counsellors and/or administrators. This seminar guide stated the following objectives: By the end of the seminar, participants will be able to: • Define critical pedagogy; • Explain to what extent educational programmes reflect critical pedagogy in their structure and practices; and • Analyse their own practices with the degrees of critical pedagogy across six elements of adult education programmes. (NSCALL, 2005, p. 3) It is intended that this research will lead to the development of seminar guides for a range of foundation education practitioners. These guides will have similar objectives to the NSCALL guide, but will be tailored specifically to foundation education provision using the conceptual framework, key findings and the different audiences from the policymaker level to the educator level.
Self-assessment guides	It is envisaged that the foundation education conceptual framework can be used to develop self-assessment guides or tools that incorporate the NZQA (2009) key aspects of effective self-assessment and the six outcome and process questions that underpin the self-assessment process as follows: 1. How well do learners achieve? 2. What is the value of the outcomes for key stakeholders including learners? 3. How well do programmes and activities match the needs of learners and other stakeholders? 4. How effective is the teaching? 5. How well are learners guided and supported? 6. How effective are governance and management in supporting educational achievement? (NZQA, 2009, pp. 8-9) Aspects of the foundation education conceptual model can be identified and refined to develop evaluation instruments that may add to the self-assessment processes for foundation programmes. For example, the critical to non-critical continuum can be used to describe and assess the value of outcomes ranging from the more functionalist type of outcomes such as skill acquisition to the types of outcomes associated with critical pedagogical thinking such as empowering the learner. Also, the findings could be used to contrast and compare foundation education provision in another TEO.

Table 8.7

Foundation Education Conceptual Framework: Tools, Methodologies and Processes (continued)

Tools, Methodologies and Processes	Description
Programme development and design tools –	The foundation education conceptual framework could be used as a 'mapping' aid to assist programme developers to tease out important aspects of new or redeveloped foundation programmes either in a workshop or survey approach. The conceptual model can be used to address the NZQA (2010, 2011) requirements for qualifications up to NZQF Level Six to be approved and listed on the qualifications framework, in particular the requirements for a statement of strategic purpose, qualification outcome statement and stakeholder profile for the qualification. Other programme areas that the conceptual framework may have specific applications for include: the articulation of programme philosophy and appropriate pedagogies; the development of entry criteria for the programme; the design of curriculum and course structures; student handbooks and regulations; specification of tutor minimum qualifications and expectations for professional development; and assessment and evaluation regimes.
Policy development and assessment tools	The foundation education conceptual model could be used to assist policymakers and stakeholders to position policy on foundation education as appropriate to the needs and goals of specific groups of foundation learners. The policy section of the conceptual model can be used by policymakers to explore the ideological underpinnings of policy either as a self-assessment tool or in a workshop/meeting situation.

8.3 Addressing the research questions

The following sections provide discussion on the four research questions that have guided this research. This discussion is derived from an interpretation of the analysis and findings within the context of the literature review on both foundation education and critical theory.

8.3.1 The application of Degener's framework to foundation education in New Zealand

The first research question was - *How can Degener's analytical framework be applied to foundation programmes in New Zealand in order to develop a working model or theory that incorporates a suitable critical theory framework?*

As stated earlier, it was Degener's (2001, 2006) work that sparked the germ of the idea for the focus of this study. In particular, her analytical framework of four degrees of

critical pedagogy across six elements of adult education programmes (see Table 3.9). The analysis and findings chapters have indicated the usefulness of Degener's analytical framework for the context of foundation education in New Zealand and the application of the framework (the 'how' within this research question) can be considered in terms of the following factors which have driven decisions made in the research design.

Factor one: The comparability of the foci of programme areas researched. Degener's (2001, 2006) research focussed on family literacy programmes in the USA, which can be viewed as a sub-set of foundation education as described and defined in Chapter Two.

Factor two: The validity and reliability of Degener's constructs. As discussed in Chapter Four, Degener's largely quantitative research design (in particular her doctorate research) is assumed to be both valid and reliable. This applies to the composite measures of critical pedagogy that were developed from the Rasch analysis and the regression analysis used to test and develop her critical theory precepts. The interview schedules used for this research were based on Degener's (2006) survey questions and interview protocols (as well as her 2001 analytical framework, see Table 3.9), but were contextualised for foundation programmes (as opposed to family literacy programmes) and the New Zealand tertiary education sector. An option available was to repeat Degener's research design which would have had value in adding to the validity and reliability of Degener's research. However, as the research aims and questions which have guided this research are broader than the validation of Degener's critical theory constructs, it was decided early on in the research design phase to accept her constructs and explore these further using a qualitative approach, and namely, constructivist grounded theory.

Factor three: The appropriateness of the use of critical theory and critical pedagogy to explore foundation education provision. As described in Chapter Three, both critical theory and critical pedagogy lend themselves well to the field of foundation education. Foundation programmes often target the disadvantaged and the marginalised. The emancipatory and transformative focus of critical pedagogy is appropriate to learning

within foundation programmes, where the technical aspects of learning are intimately linked to the learners' lives, including their social, cultural and economic positions. The view of foundation education as an opportunity for individual and social transformation is considered entirely appropriate for addressing many of the needs of foundation learners. Other philosophical perspectives such as the functionalist approach or technicist approach (which is largely that of the New Zealand Government policies on foundation education) are also considered important for addressing many foundation learners' needs in terms of employment or progression to higher qualifications. However, this approach is acknowledged as representing little challenge to existing political or power structures and relationships.

In summary, the 'how' as to the application of Degener's analytical framework to foundation programmes in New Zealand has been described in this research in the depiction of the research design (see Chapter Four) and the resulting analysis and findings chapters. Perhaps a more important question is 'why' the application of Degener's framework is appropriate and useful and it is hoped that the arguments presented for the application of her framework (see Chapter Three in particular), have been justified and validated throughout the process and writing-up of the research. Of key note is the reinforcement of Degener's (2001, 2006) argument for the consideration of critical pedagogical constructs along a continuum rather than a dichotomy. Within the foundation education field I have observed a tendency for some stakeholders to express normative judgements on proponents positioned at the high ends of the continuum. Specifically, proponents at the critical end of the continuum are considered to be rampant revolutionaries and at the non-critical end of the continuum proponents are seen as narrow-minded, mechanistic, behaviourists. The conceptual framework provides an instrument for foundation education practitioners to position their thinking about foundation education without the fear of attracting negative value judgements by protagonists of these philosophical approaches.

8.3.2 The extent to which policymakers and influencers consider critical theory or pedagogy in the development of policy

As discussed in Chapter Seven, the ten policymakers/influencers who were interviewed in this research were either aware of, or involved in, significant Government policy and strategy on foundation education including:

- the TEC review of NQF Level One and Two foundation programmes (including the intent to introduce contestable funding for these programmes;
- the TEC Literacy, Language and Numeracy Action Plan, 2008–2012 (TEC, 2008b) and Adult Literacy and Numeracy Implementation Strategy (TEC, 2012b);
- the Youth Guarantee strategy; and
- the TESs.

The policymakers/influencers had considerable experience in foundation education related policy and some of these interviewees had practical experience in management of foundation educators and/or programmes. Given the small and rather intimate nature of the policy arena on foundation education in New Zealand, the size of this group of interviewees can be considered to be quite illustrative of this sub-sector within tertiary education policy. The analysis of the transcripts from this group of interviewees demonstrated that it was possible to apply the concept of a critical to non-critical continuum of pedagogical thinking to the arena of foundation education policy (see Figure 8.1 and Table 8.5).

The research question 'To what extent do policymakers in the foundation education area consider critical thinking or pedagogy in the development of policy?' was not asked directly of the interviewees. Rather, the questions asked of the policymakers/influencers were more open and exploratory in nature (see Table 7.1). One of the reasons for not asking direct questions about the use of critical theory or pedagogy, was to avoid interviewees responding according to possible negative 'labels' associated with the terms. In my opinion, there exist certain radical or revolutionary connotations associated with the critical theory or critical pedagogy. These connotations may be off-putting to those who prefer a 'middle' ground and/or who have only a partial understanding of these approaches. Likewise, the terms 'functionalist' or 'technicist' can have negative

connotations with some policymakers/influencers as they incur images of education provision associated with outmoded positivist and behaviourist approaches.

On reflection, it may have been helpful to have asked the interviewees more targeted questions on their awareness of the focus or intent of foundation policy along a critical to non-critical continuum. For example, a possible research question that could have been asked could have been along the lines of 'in your opinion what do you think are the main aims of policy on foundation education (select from display card): to address learners' LLN needs; to up-skill learners for employment so that they contribute to the economy; to provide access to higher education; to address local community needs; to empower learners to meet their personal goals; to enable learners to become politically aware so to bring about positive changes in society.' The policymakers/influencers were asked what they thought the purpose of foundation education was. The strongest themes from this question were about progression or bridging to further education/qualifications and the provision of second-chance educational opportunities (see Table 6.2). However, it is acknowledged that this question did not address this group's views on the purpose of foundation education policy per se.

The analysis of the policymakers'/influencers' interviews revealed that many have a high degree of awareness of the drivers behind foundation education policy which included the imperative of a 'return' on Government investment and the perception of the need for foundation learners to be able to contribute to the economy through progression to employment through the attainment of higher level qualifications. The introduction of contestable funding for NZQF Level One and Two programmes was a topical issue at the time the interviews were conducted. The comments made from the policymakers/influencers revealed a high degree of understanding of the political motivations behind this policy being that of control of funds and provision as well as increasing competition among foundation education providers for 'quality' provision. Although none of these interviewees explicitly stated that they felt this particular policy was, as TEU (2012d) argued, an ideological experiment in privatisation by the National Government, a number of their comments did reveal a degree of critical pedagogical

thinking in the sense of their awareness of the political nature of foundation education and the economic drivers behind related Government policy.

At the other end of the continuum, some of the policymakers/influencers revealed a degree of suspicion regarding the motivation of TEOs in their foundation education provision and that of the learners. This is evidenced in the discussion of the notions of 'churn' and 'bottom feeding' in relation to learners' engagement with foundation programmes (see Chapter Seven).

In terms of ITP Councils' role in relation to foundation policy, despite the fact that one of the roles of Council is to "determine policies to implement" the institution's Investment Plan (which contains goals relevant to foundation education) (TEC, 2014 p. 20), most of the policymakers/influencers felt that Councils do not have a significant role in policy direction on foundation education within the ITP sector (see Chapter Seven). However, a number of interviewees felt that Councils should have an important role in this area. Some saw the Council's role as important in developing the vision of foundation education provision for the organisation and for being the 'voice of the community' and bringing that voice into the strategies of the organisation, also that Council membership should include educationalists as well as those with business backgrounds. Some of the policymakers/influencers saw the role as being that of a monitoring agent for the attainment of TES priorities for foundation education. Regardless of how the policymakers/influencers perceived the role of Councils in relation to foundation policy, their responses demonstrated a range of critical pedagogical thinking from enabling the need of communities to be met (which can be considered as lying towards the more critical end of the continuum), to viewpoints on the role of Councils as being of a more functionalist or pragmatic nature such as oversight of the ITPs' progress against the TES priorities for foundation education.

In asking the policymakers/influencers group whether they thought that the 2010- 2015 TES goal (that Polytechnics have a core role to assist progression to higher levels of learning or work through foundation education) was achievable was intended to explore

any issues that the interviewees had with the ideological and/or practical aspects of this policy. Within the responses in this area there was acknowledgement that the TES is 'ideologically skewed' and that the key driver for provision is that of funding. The interviewees identified a range of both institutional and student-based issues preventing the achievement of the TES goal which indicates a degree of understanding of the complexity of the issues in foundation education as well as aspects of critical pedagogical thinking.

In summary, the language used in the transcripts from the policymakers/influencers' group reveals elements associated with critical pedagogy. There was almost no advocacy for a highly non-critical approach and most policymakers/influencers gave criticisms of Government policy for foundation education at a number of levels which were able to be mapped along the critical pedagogical continuum (see Chapter Seven and Table 8.5).

8.3.3 The extent to which managers and administrators reflect critical theory or pedagogy in quality assurance processes

This research question was - *to what extent do managers and administrators within NorthTec reflect critical theory or pedagogy in quality assurance processes including: programme approval, delivery and review processes; and staff professional development processes as they relate to foundation education provision?*

The 16 managers/administrators interviewed were all directly involved in foundation education provision at NorthTec. Many in quality assurance related roles through their membership or participation in NorthTec's Academic Board and sub-committees (see Chapter Five). Given the relatively small size of the ITP (compared to other NZ ITPs) and a rather flat organisational structure, almost all of this group were 'hands on' in their roles within foundation education at NorthTec.

The analysis of the transcripts from this group of interviewees (see Chapters Six and Seven) demonstrated that it was possible to apply the concept of a critical to non-critical continuum of pedagogical thinking to both the six programme areas and the arena of

foundation education policy (see Tables 8.1 to 8.5). Again, research questions asking directly the extent to which interviewees used critical or non-critical philosophies in their practices were not asked of this group of interviewees for the reasons provided earlier.

Tables 8.1 to 8.4 depict the extent to which managers/administrators reflect critical pedagogy in the areas of quality assurance (for programme approval, delivery and review) and staff professional development. It could be argued that quality assurance systems and processes underpin (or should underpin) all academic activities related to foundation education at NorthTec. However, these systems and processes are at the highest level manifested and articulated in the NorthTec approved QMS which incorporates the externally prescribed systems and procedures of SAEER. Many of these policy and procedure documents do contain statements related to meeting the needs of students and the professional development of tutors (see Appendix E) which can be seen as incorporating student-centered aspects of critical pedagogy.

As discussed in Chapter Six, section 6.3.5, the managers/administrators who commented on the question of the use of the QMS felt that the tutors need to be more familiar with the policies and procedures, and this could be an area for improvement (see Table 8.8).

Table 8.8

Areas for Improvement in NorthTec's Foundation Education Provision as Identified Managers and Administrators

Areas	Description
Engagement with QMS	A number of managers/administrators did not believe that foundation education tutors were familiar or engaged with the QMS, but were focused more on the teaching aspects of their role. A higher level of engagement with QMS is needed.
Bias	Perception that as foundation education tutors are typically more personally invested in their students they are less likely to fail them, thus creating issues for robust assessment regimes. This perception needs further investigation.
Lack of cohesion in programme structure	NorthTec foundation programmes have in general evolved in a haphazard way, giving rise to a lack of cohesion in terms of programme structure and the need for comprehensive review of the programmes.
Induction	There exists a need for better induction programmes for new tutors to introduce them to the systems, procedures and processes embedded within the organisations QMS.
Moderation	A problem area for operationalising the QMS exists in the area of moderation and this finding was particularly strong in the interviews with the managers of programmes that foundation students' pathway into. Moderation training and support is required.
Professional development	A greater focus is needed to address QMS requirements for on-going tutor professional development including the attainment of appropriate qualifications.

The managers/administrators' responses demonstrated a range of critical to non-critical pedagogical thinking in the areas of questioning that was at times quite similar to that of the tutors. Given that the performance of the managers, in particular, is often measured by tangible outputs and outcomes, it could be assumed that these targets would be a major focus of their work in efforts to achieve high completion, retention and progression rates and that this productivity focus would be reflected in the responses from this group of interviewees. However, the analysis of the findings (contained in Chapter Six and Seven) indicates an overall depth of understanding of the complexity of foundation education and the needs of foundation learners. This position was reflected most strongly in the question area of programme philosophy, goals and presuppositions as indicated in the main findings in this programme area for this group (see Table 8.9).

Table 8.9
Summary of main findings on programme philosophy, goals and presuppositions programme area

Area	Summary of findings
Purpose of foundation education	The managers'/administrators' responses in this area were, to a degree, comparative to the foundation education tutors responses in that many saw foundation education as multi-dimensional and complex and that the purpose of foundation education is progression to further education or qualifications. Table 6.2 indicates that this group did not see the purpose of foundation education as being to provide purely functional or LLN skills.
The need for quality support structures	Most managers/administrators commented on the need for good tutors, a higher proportion of pastoral care and academic support to deliver curricula in foundation programmes which are more practical and applied (as opposed to a strong focus on theory) than in higher NZQF level programmes.
Perceptions of the goals of foundation learners	While most of the managers/administrators (which was similar to the comments from the foundation tutors) perceived the goals of foundation students as being geared towards skill acquisition for employment and progression to further education (which lie towards the somewhat non-critical end of the continuum), a small number did consider more critical goals in their responses, that is, of foundation learners becoming empowered and learning to act politically.
The need for foundation learners to gain a positive educational experience	In order to assess NorthTec's foundation students' perceptions of their experiences within their foundation programmes and courses it is recognised that further research is needed and for reasons described in Chapter Four, section 4.6.4, students were not included as participants in this research. However, as described in Chapter Six, many of the comments on the needs of foundation learners by managers/administrators focussed on the need for these learners to build their confidence and self-esteem, which was in alignment with the responses from the foundation education tutors in this area and reflects a more holistic than functionalist philosophy. It should be noted that a strong discrepancy between foundation education tutors and the managers/administrators was whether they felt that 'foundation programmes work' (69% of the tutors felt that the programmes work compared to only 31% of the managers/administrators).
	Further exploratory research is needed to identify the reasons for this perception which could include questions on perceptions of whether foundation students gain a positive educational experience through their programmes and/or courses. Also, monitoring of pass rates, retention rates and destinations will provide information to gauge the aspect of 'success' for foundation learners. Evaluative or exploratory research on the destinations of graduated foundation students would be of particular value in assessing aspects of their programmes and courses that evoke students' perceptions of gaining a positive educational experience.

In summary, the analysis of the transcripts reveals that, to a degree, the managers/administrators within NorthTec reflect critical pedagogical thinking in some areas of quality assurance processes. This is substantiated in the range of responses provided in the programme area summaries contained in Chapter Six and reflected in the foundation education conceptual framework described in this chapter.

8.3.4 The extent to which foundation educators reflect critical theory or pedagogy in the six programme areas

This research question was - *To what extent do foundation education practitioners reflect critical thinking or pedagogy in the six programme areas of programme philosophy, programme structure, curriculum, teacher development, teacher/student relationship and assessment?* This question represents a core area of investigation for this research. The programme and policy area summaries (see Chapters Six and Seven), depict the results for this question as a detailed representation of the findings along the highly critical to highly non-critical continuum of pedagogical thinking.

Table 8.10 provides a summary of the strongest aggregated themes for each of the six programme areas and where these lie within the pedagogical continuum. It is noted that in focusing on the overarching themes derived from the analysis other identified themes may be overlooked. A summary of the main themes arising from the policy and strategy questions is also provided although it is recognised that this area was not specified in this particular research question. This area of analysis was derived largely from the interviews with the policymakers/influencers. However, tutors were also asked questions on their understanding of local and national foundation policy and strategy. With the aim of providing a complete summary on the extent that foundation education practitioners reflect critical thinking or pedagogy, this area has been included in the analysis of overarching themes.

In summary, in order to gauge the extent to which foundation education practitioners reflect critical thinking or pedagogy in the six programme areas it is important to reflect on the entire range of findings contained within Chapter Six and the selected quotations chosen to illustrate the experiences and perceptions of the interviewees. The overarching themes contained in this section however, do provide evidence of the range of critical to non-critical pedagogical thinking across programme areas and policy, which reinforces Degener's (2001, 2006) argument for the consideration of pedagogical constructs along a continuum rather than as a dichotomy.

Table 8.10

Programme Areas: Summary of Strongest Aggregated Themes

Programme Area	Range in Pedagogical Continuum	Summary of Strongest Aggregated Themes
Philosophy, presuppositions and goals	Somewhat critical and somewhat non-critical	• the purpose of foundation education is for progression or bridging to further education/qualifications and gaining employment and functional skills (somewhat non-critical); • the main goals of foundation students are around progression to further education and/or employment (somewhat non-critical); • in terms of the efficacy of foundation programmes there is a belief that they work for all students at some level (somewhat critical); • foundation programmes are most successful for motivated and goal-oriented students even if these goals are not fully formed at the start (somewhat non-critical); • foundation education students start tertiary education less ready than others due to negative experiences from compulsory schooling (somewhat critical); and • the 'best' aspects of foundation programmes are the provision of opportunities for student achievement and seeing them achieve (somewhat critical).
Programme structure	Highly critical and highly non-critical	• in terms of overall programme structure, NorthTec foundation programmes and courses are designed to meet the needs of the local communities often with embedded unit standards to comply with the prescribed learning outcomes of national qualifications (somewhat non-critical): • the important contextual factors influencing the development and design of programmes are the social and regional context (somewhat critical); • students have no influence in the development of programmes and/or there is a lack of awareness of students influence or input into the development of programmes (highly non-critical); • tutors have minor or no input into the development of programmes (highly non-critical); • there is a lack of awareness of the history of the development of the foundation programme (highly non-critical); • organisational documents or PADS, containing information on the programme are not used and/or there is a lack of awareness of their existence (highly non-critical); • approved course descriptors are used as relevant to the programme being delivered (somewhat critical); • changes to the programme and courses are instigated and developed through the appropriate manager (somewhat non-critical); • foundation education staff either do not use or know what the NorthTec QMS is (highly non-critical); and • there is a preference for a either a centralised structure or a combination of decentralised and centralised structure for foundation education (somewhat critical and somewhat non-critical, respectively)

Table 8.10
Programme Areas: Summary of Strongest Aggregated Themes (continued)

Programme Area	Range in Pedagogical Continuum	Summary of Strongest Aggregated Themes
Curriculum and materials	Highly critical and highly non-critical	- there is a perception that tutors have a high degree of autonomy in developing the curriculum (highly critical) and/or the curriculum is developed with the programme leader and colleagues (somewhat critical); - tutors receive the curriculum from another tutor or team of tutors (somewhat critical); - changes to the curriculum are made independently by tutors or through their team(s) (somewhat critical); - students have no involvement in influencing or guiding the delivery of curriculum (highly non-critical); - students issues sometimes influence the direction of the class (somewhat non-critical); - most students are not capable of taking charge of their own learning (somewhat non-critical); 'stronger' students guide others within the same cohort (highly critical); - graduated students are not involved or engaged with new cohorts (highly non critical); - students' classwork/ discussions of students issues/problems in the Northland community never lead to action in the community (highly non-critical); - practical activities are the preferred teaching activities by both tutors and students (somewhat critical); and - there exists a perception that nothing within the prescribed curriculum needs changing (highly non-critical).
The student and tutor relationship	Highly critical and somewhat non-critical	- the relationship that foundation education tutors have with their students is described as a close, caring and friendly relationship (highly critical); - foundation education tutors share personal information about themselves with students and consider that it is important to do so (somewhat critical) and they share personal information as appropriate and within professional boundaries (somewhat non-critical); - practices that occur when the student starts on the programme or course includes getting to know individual students' goals and needs, the identification of students' academic goals and individual meetings between the tutors and the student so as for the tutor to learn about the students' background experiences and interests (somewhat critical); - practices that occur when the student starts the programme to get to know the student's goals and needs include the completion of a survey or checklist about individual student's skill levels and desired skills (somewhat non critical); - personal issues raised by students are discussed in class and tutors make time for this in an open manner (highly critical); - tutors regularly intervene on behalf of students and/or address personal issues on a one-to-one basis (highly critical); - perception of attendance is high and tutors use a variety of formal and non-formal strategies to encourage attendance (somewhat critical);

Table 8.10

Programme Areas: Summary of Strongest Aggregated Themes (continued)

Programme Area	Range in Pedagogical Continuum	Summary of Strongest Aggregated Themes
The student and tutor relationship (continued)	Highly critical and somewhat non-critical	• students' strengths are perceived as resilience, determination, goal orientation, openness and honesty (somewhat critical); • tutors have a perception that all students are 'good' students (somewhat critical); students' weaknesses are self-discipline, time management and commitment (somewhat non-critical); • either tutors have a good relationship with local communities (somewhat critical) or a limited involvement with the local community (somewhat non critical).
Tutor professional development	Highly critical and highly non-critical	• a perception that minimum requirements for foundation education tutors must stress the importance of specific personal qualities and characteristics of the educator not qualifications alone (highly critical); • the range of topics relating to foundation education that tutors had **not** learnt from formal educational programmes include: the foundation education field challenges and issues; learning about the communities that foundation education tutors teach within (both highly critical); and time management skills (somewhat non critical); • many tutors have no experience of formal training specific to foundation education (highly non critical); • a perception that formal education has not adequately prepared tutors for teaching at the foundation education level (highly non-critical); and • while some tutors had made use of in-house professional development opportunities many tutors commented that had not experienced professional development opportunities related to foundation education (somewhat non-critical).
Assessment and evaluation:	Highly critical and somewhat non-critical	• an understanding of the purpose and importance of assessment as being to measure student learning, knowledge, skills and attributes (somewhat critical); • a comprehensive range of assessment tools and activities are used (highly critical); • standardised or mandated tests are rarely used (highly critical); • the belief that students play a huge or significant role in their own assessment (highly critical); • an understanding of the purpose and importance of evaluation is for continuous improvement through the evaluation cycle (somewhat critical); and • formal and informal evaluation processes are implemented but only minor changes to programmes are made as a result (somewhat non-critical).

Table 8.10
Programme Areas: Summary of Strongest Aggregated Themes (continued)

Programme Area	Range in Pedagogical Continuum	Summary of Strongest Aggregated Themes
Policy and strategy	Highly critical and somewhat non-critical	The strongest aggregated themes for this area lie within a range of highly critical and somewhat non-critical dimensions of the continuum in the following question areas and summary statements: • a perception that NorthTec Council has no specific plan or strategy for foundation education except for the EPIs contained within the Investment Plan (highly non-critical);policymakers'/influencers' experience in policy and strategy in foundation education comes from developing high level policy and strategic planning for the foundation education area for the Ministers or educational related Government Departments (highly critical). • opinions on the 2010-2015 TES statement that Polytechnics have a core role to assist progression to higher levels of learning or work through foundation education is that the success of policy is dependent on resources and infrastructure (somewhat critical); • perceptions on the future of foundation education in New Zealand is that there will be a huge need and foundation education will play a vital role (highly critical); • managers/administrators have a lack of awareness of research or researchers in foundation education area (highly non-critical); and • policymakers'/influencers' understanding of research priorities in foundation education include a better understanding of pedagogy (high critical and the need for better data to inform policy (somewhat critical).

8.4 Analysis of findings against success factors for foundation education provision

Table 2.22 presents a number of recognised factors leading to successful bridging and/or foundation programmes compiled by Trewartha and Barrow (2006) and Trewartha (2008) and substantiated largely by international research, which were organised around Degener's six programme areas. This section provides an analysis of the findings as related to these factors, alongside suggestions for implementing change strategies that may be applicable for all TEOs that provide foundation education.

Success factor one: The programmes are valued as integral to the institution by all members of staff - The thematic analysis revealed a perception of foundation programmes within the case study as being undervalued and marginalised by the

organisation, despite many comments from both the tutors and managers/administrators that indicated a belief in the strong intrinsic value of these programmes (see section 6.2.5) and the fact that NorthTec has articulated goals for foundation education related goals within its 2012 strategic plan (see Appendix G). Comments from a number of both the tutors and managers/administrators about the programmes being of a 'poor cousin' status or the 'Cinderella' of programmes in relation to other areas is reflective of this perception that foundation education is undervalued in practice (see sections 6.2.9 and 6.6.5).

While it is acknowledged that the underlying reasons for this perception are complex and multifaceted, there are areas for consideration that may assist in understanding how this perception has manifested. First, there exists a difference in perception between that of the tutors and managers/administrators in that almost 70% of the tutors felt the foundation programmes did 'work' compared to only 31% of the managers/administrators (see Table 6.6). While this perception needs further exploration in terms of any relationship to beliefs on the value of foundation programmes, this finding does indicate a degree of incongruence around the perceptions of the efficacy of foundation programmes between the tutors and managers/administrators. This incongruence could be addressed by the introduction of measures for the evaluation of the efficacy of foundation programmes broader than solely Investment Plan EPIs. These measures could include valued outcomes such as the extent to which the programmes are successful in meeting students' expressed personal goals. They could also include Zepke, Leach, and Issacs' (2008) 'soft' measures of success or achievement in the areas of interpersonal skills, organisational skills, analytical skills and personal skills.

Second, within ITPs there often exists a degree of 'silo' mentality on programme delivery as a consequence of organisational hierarchies around programmes and the subsequent internal competition that exists for limited resources and funding. Unless the foundation programme area has strong advocacy at the senior or executive management level, these programmes run a risk of exclusion in terms of budget-round decision making and funding allocations in relation to programmes with greater resources and a

higher profile of importance to the organisation in terms of both income and prestige. This research has not investigated the value status of foundation programmes against other programmes within NorthTec. However, from my experience as an academic manager, within the ITP sector the trades and degree programme areas are often given priority in decision-making about annual budget allocations. The trades programme area attracts a higher source of income through the TEC funding categories and the established degrees (which typically have vocational standing in areas such as nursing, business, IT or engineering) are valued highly and sometimes perceived as 'cash cows.' While the rhetoric of strategic and vision statements may express value for foundation education, the reality is that resourcing for these programmes is often less than in other programme areas, unless specific funding pools are available through TEC such as the Youth Guarantee funding pool. This competition for resources, and at times limited investment in foundation education by individual ITPs (which perversely requires high levels of resourcing), can result in a sense of disillusionment amongst foundation education staff as to how foundation programmes are actually valued within their organisation.

This research has not investigated the perceived status of foundation programmes in relation to other programme areas and this could be an area for further research. Organisational initiatives to communicate and reinforce the value of education across the whole of the institution could go a long way to achieving this success factor. This is particularly salient given the themes arising from the analysis on the perceived marginalisation of foundation programmes and that foundation programmes should be valued as integral to the polytechnic.

Lastly, Dale (2010) concludes from her New Zealand based research that "the philosophy and pedagogy that underpins academic literacies and skills requires development across all academic staff as a mechanism to deliver a high quality education to students and provide consistency for skill transfer" (p. 105). In a similar vein, clear articulation and communication of the philosophy and pedagogies

underpinning foundation education[93] throughout the organisation may enhance how these programmes are valued.

Success factor two: Centralised structures and finances are in place to support the foundation programmes in a centralised manner - NorthTec's foundation programmes are structured within both a centralised and decentralised model. The generic foundation programmes are centralised while the other specialised foundation programmes included in this study can be considered as lying within a decentralised structure. The combination of existence of both a centralised and decentralised structure raises some issues for the consistency of support structures for foundation programmes across the organisation as described by some of the interviewees. In terms of fiscal support structures, at the time of the data collection phase in 2012, NorthTec's financial structures were highly centralised and controlled in response to the Government funding cuts arising from the global and national recession which took place from 2008 onwards. With regard to foundation learner support structures, at NorthTec a centralised student support services section is available to foundation students offering a range of academic and personal development support. There was some comment from the interviewees that there is a lack of take up of the services available within this section, largely due to the perception and location of these services (see section 6.5.7).

Perceptions on whether NorthTec should continue with a mixed model for structuring their programmes or move to either a centralised or decentralised structure were mixed. A higher number of the managers/administrators were of the opinion that the foundation programmes are best centralised in order to provide the necessary levels of pastoral care and teaching expertise needed for foundation learners. There were also comments made about the efficacy of a centralised model for foundation programmes for management purposes. At the same time, a number of managers/administrators felt that foundation education would be best delivered within a combination of centralised and decentralised

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[93] Most of NorthTec's programme approval documents specify the philosophy and sometimes pedagogies underlying each programme (see Chapter F). However, there were issues with tutors awareness of and/or access to these documents (see Chapter Six and Table 6.22) and this could be an area for improvement.

structures, but felt that a clear strategic direction and articulated pathways for students were necessary in order for this model to work.

This research does not presume to prescribe a direction for NorthTec's organisational structuring of its foundation programmes. However, it is recognised from the analysis presented in Chapter Six that there does exist a perceived need for both programme and curriculum review (see section 6.2.9). It does appear that there has not been an institution-wide review of foundation education since the early 2000s which resulted in the development of the generic foundation programmes. Subsequent reviews have focussed on the redevelopment of specific programmes and/or the development of new programmes and strands to meet immediate needs of foundation learners such as academic skill development in the generic programmes and the development of programmes targeted at youth.

Perhaps an institution-wide review could consider the strengths and challenges of generic and specialised programmes as described by Govers (2011a), when considering optimal models of programme structuring (see Table 2.18 and 2.19). Such a review could also consider the characteristics of centralised or decentralised programmes as described by Boylan (2002) and recognised by Coltman (2004) and Trewartha (2008) in their research on effective foundation education provision in New Zealand (see Chapter Two, section 2.3 and Table 2.22). Aspects for consideration, regardless of whether a centralised or decentralised (or a combination model) is to be adopted, could be:

- the development of a clearly articulated philosophy to guide programmes;
- the articulation of common goals and objectives for all foundation programmes and courses;
- the appointment or secondment of a single individual (manager or senior administrator) responsible for co-ordinating the institution-wide foundation education effort;
- identifying, combining and integrating support services specifically for foundation learners; and

- the provision of structured opportunities and team meetings for staff involved in foundation education across the organisation to discuss programme problems, outcomes, and professional development.

Success factor three: Courses in programmes are integrated, usually into learning communities, and where necessary, staff collaborate across disciplines to integrate teaching approaches, content and assessment – The concept of 'learning communities' is often associated with Tinto's (1997, 2003) work, in particular the *Learning Community Model* which was developed in the context of his multi-institutional, longitudinal research into academic needs of under-prepared low-income students who are increasingly enrolling in two-year colleges. In their most basic form, learning communities begin with a kind of co-registration or block scheduling that enable students to take foundation related courses together. Tinto postulates that the establishment of learning communities is an effective practice that improves student engagement. The development of an integrated, coherent curriculum across the organisation is argued to increase students' ability to "acquire metacognitive knowledge about their identity as learners, the conditions under which they best learn, and their role in the learning process, thereby allowing them to more deeply learn the course material" (Engstrom & Tinto, 2008, p. 15). Tinto (2003) postulates although the content may vary, learning communities have three things in common (see Table 8.11).

The concept or practice of learning communities was not manifestly articulated in the interviewees responses, with the exception of one policymaker/influencer who had been influenced by Tinto's (1997, 2003) work on learning communities (see section 6.2.10). There was a strong theme on the need for contextualising curriculum and course materials around directions which the students were aspiring to such as the nursing degree and the forestry industry. This research did not investigate the degree to which staff collaborated across programme areas to integrate teaching approaches, content and assessment. It was apparent from the responses that there was a strong team culture within programme areas, in particular with the generic foundation programmes and English language programme.

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Table 8.11
Characteristics of Learning Communities

Characteristics of Learning Communities	Description
Shared knowledge	By requiring students to take courses together and organising those courses around a theme, learning communities seek to construct a shared, coherent curricular experience that is not just an unconnected array of courses. In doing so, they seek to promote higher levels of cognitive complexity that cannot easily be obtained through participation in unrelated courses.
Shared knowing	Learning communities enrol the same students in several classes so they get to know each other quickly and fairly intimately in a way that is part and parcel of their academic experience. By asking students to construct knowledge together, learning communities seek to involve students both socially and intellectually in ways that promote cognitive development as well as an appreciation for the many ways in which one's own knowing is enhanced when other voices are part of that learning experience.
Shared responsibility	Learning communities ask students to become responsible to each other in the process of trying to know. They participate in collaborative groups which require students to be mutually dependent on one another so that the learning of the group does not advance without each member doing her or his part.

Note: Adapted from Tinto (2003, pp. 2-4)

NorthTec is a small polytechnic and from my experience, academic staff tend to fraternise pretty much within their programme area, but are very collegial and supportive of each other across disciplines. Perhaps the concept of learning communities and its underlying 'collaborative curriculum' as researched and developed by Tinto (1997, 2003) specifically for developmental education, could be a useful framework for reviewing foundation education curriculum and courses to enable communities of foundation learners to experience shared knowledge, shared knowing and shared responsibility within both generic and specialised foundation programmes.

Success factor four: Foundation pedagogy focuses on improving the quality of learning and the process, not just content or outcomes - A strong theme in the analysis of findings from all groups was on the nature and need for foundation education to focus on the learning process not just the meeting the institution's targets for retention, completion and progression. This came through in a number of question areas, in particular:

- how foundation programmes are different from other programmes;

- strengths of foundation programmes and areas that needed improvement;
- the need for tutors with appropriate teaching process skills;
- dealing with diversity and different skill levels of students;
- professional development of tutors in the area of understanding student needs and the teaching process;
- evaluation as a tool for enabling the process of critical reflection; and
- the focus and intent of national and organisational foundation education policy.

There was also some comment on the need for greater clarity and cohesiveness on the outcomes of the programmes (see section 6.2.9) and the need for improved communication and awareness of Government priorities for foundation education staff.

Success factor five: Course content is contextualised to mirror and build on the experience of the constituent student population - There was a great deal evidence from both the responses from the tutors (see Chapter Six) and the documentation reviewed (see Appendix F) that course content is contextualised within its delivery to be meaningful to the experiences of foundation learners. Also, as portrayed in Table 6.19, the three highest ranking contextual factors influencing programme/course development and design were considered to be the social context, regional context and the potential learner community.

As discussed in Chapter Six, section 6.4, the course structures are developed to meet the foundation programme aims which are prescribed within the PADs. In turn, the PADS are developed to meet internal requirements articulated through NorthTec's Academic Board approval processes and external body requirements (NZQA, ITOs and other professional quality validating bodies). Locally developed programmes tend to have more flexibility in their structures to meet the needs of targeted student populations than nationally approved qualifications within the NZQF when they are delivered as an entire programme. However, the onus of responsibility for developing the teaching curriculum (lesson plans, curriculum activities and materials) is largely seen as lying with the tutors, usually with support and direction from their Programme Leaders. It should also be

noted that the degree of autonomy that tutors have in designing curriculum delivery was seen by some as problematic in terms of the more functional aspects of delivery such as clarity of assessment and moderation regimes. It could be argued that managing the tensions between delivering prescribed programmes or courses and contextualised curriculum occurs in non-foundation education programme areas. However, perhaps one of the strengths of NorthTec's foundation programmes is the understanding of the need for delivery to be contextualised to the foundation learners' experiences, diversity and worldviews. Further research on how this is manifested in practice in the classroom is needed, perhaps through observational studies and focus groups.

Success factor six: Learning tasks are based around collaborative and problem-based learning and skills-based learning is integrated with more challenging discipline-specific course content to introduce students to the academic language and theories of the disciplines that they are intending to move on to - Again there is a great deal of evidence from the responses, particularly from tutors (see Chapter Six), that learning tasks are often based around collaborative and problem-based learning (as a student-centered pedagogy). Skills-based learning is also often integrated with discipline-specific course content. This was found both within the generic and specialised foundation programmes, for example the nursing and forestry pathways, respectively. As portrayed in Table 6.35, tutors' responses on 'favourite' teaching activities for both themselves and their students ranked practical teaching activities as the highest followed by interactive activities. Perhaps an area for future research would be to examine foundation education students' perceptions on their favourite activities and the degree to which different activities result in students' sense of preparedness and/or success at higher level programmes.

As noted in Chapter Six, section 6.7.2, there was a general awareness from most of NorthTec managers interviewed, that there needed to be an organisational investment into research on the success rates of foundation students who progress to higher level NorthTec programmes compared to those that directly entered the programme(s). One area of particular research interest, for the evaluation of NorthTec's foundation

programmes, could be in the degree of preparedness of foundation learning students who progress to the nursing degree in terms of their ability to take on more challenging discipline-specific course content at this level. At the time of the data collection for this research, NorthTec was undertaking an investigation into the successful completion rates of foundation students bridging into their nursing degree programme in preparation for an External Review being conducted by NZQA. The preliminary results of this investigation indicated strong successful completion rates of NorthTec foundation students bridging into the nursing degree, which would indicate a degree of accomplishment in working towards this success factor. Further research in this area would go a long way to either challenging or verifying perceptions of the 'academic preparedness' of graduated foundation students in their progression within the higher level programmes that they enter into and the degree to which NorthTec enables or encourages the use of learning tasks as described by this success factor.

Success factor seven: The cultural capital students bring with them is valued and accommodated and the institution is seen as willing to adapt its practices to affirm students' differing cultural needs - This success factor is relevant for all foundation learners, with particular importance for NorthTec's Māori students given that NorthTec has a higher proportion of Māori enrolments than ITPs located in regions with a lower Māori population (see Chapter Five, section 5.5.3)[94]. The tutors understanding of the ethnicity of their students as described in Table 5.16 reveals a very high percentage of Māori student enrolments across all of the foundation programmes (from 60–100%) with the exception of the English Language programme and the engineering and mathematics bridging courses. Three of the programmes investigated were in the top ten programmes enrolled in by Māori students in 2012. These were the Certificate in Foundation Studies (Level 3), Certificate in Elementary Construction and the Certificate in General Farm Skills (Level 3).

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[94] In 2012 54% of the student population were enrolled as being of Māori ethnicity with 55% of students identifying themselves as European (2012 NorthTec Annual Report, 2012, p. 99)

At NorthTec, Māori students' course and qualification completion rates are lower than NorthTec students as a whole. In 2012, 76% of Māori achieved course completion compared to 79% of NorthTec students and 57% of Māori achieved qualification completion compares to 64% of NorthTec students (NorthTec, n.d.-a, p.3). Significant findings from the analysis on how cultural capital for Māori students is valued in practice by the NorthTec and by the tutors is summarised in Table 8.12.

Interviewees also commented on the following areas for focus and improvement in relation to valuing and accommodating Māori students' (tauira) cultural capital:

- a need for cultural awareness and appreciation training for foundation education tutors or kaiako;
- more proficiency in the educational philosophies and language that are expressed within Kaupapa Māori and Te Reo Māori; and
- research into the factors for Māori student success.

Table 8.12

Summary of Practices Demonstrating Value of Tikanga and Mātauranga Māori

Practices	Description
Institutional practices	• within the NorthTec strategy, a specific aim for Māori is that "NorthTec will be a place where Māori can succeed educationally as Māori, with course and qualification completion rates being equal to those of NorthTec as a whole" (Appendix G); • within the NorthTec strategy, a specific strategy for Māori is "to become the sought after tertiary educator for iwi / Māori of Te Tai Tokerau: understand and anticipate the needs of Māori for vocational tertiary education and ensure that our programmes and Kaupapa enhance the ability of Māori to succeed (Appendix G); • all PADs include the formal endorsement of the NorthTec Māori Academic Committee which ensures that components of the programme and curriculum that may affect Māori are dealt with appropriately; • inclusion of Tikanga Māori policy (01.003) within NorthTec's QMS that states that NorthTec " shall operate in a manner that acknowledges Tikanga Māori as a valid set of principles and create a learning environment that is conducive to promoting academic excellence for Māori" (see Appendix E); • inclusion of Treaty of Waitangi policy (13.007) within NorthTec's QMS which states that NorthTec is committed to acknowledging and giving effect to the principles of the Treaty of Waitangi in carrying out its functions" (see Appendix E); and • Māori student advisors are available to give both financial and study support.
Foundation education tutors practices	• adoption of processes which include being culturally aware and engendering an environment which is respectful and informative of the cultures and ethnicities of others; • in terms of bi-cultural understanding of Māori students, there is an understanding amongst the tutors of the importance of relating to Māori students with a degree of understanding of Te Reo Māori and Tikanga Māori and taonga; • some interviewees expressly mentioned their adoption of a bi-cultural or parallel pedagogy within their teaching practice; • although 56% of the tutors commented that they do not use Te Reo Māori in the classroom setting, many expressed a desire to increase their knowledge of Te Reo Māori and Tikanga Māori and be able relate and engage with students more in these areas; • thirteen (41%) of the tutors commented that they use some Te Reo Maori words and phrases in the classroom, mostly as a way to relate to their students through commonly used Māori words and phrases; • engagement with Māori was seen by some of the interviewees as a strength of NorthTec's foundation programmes; • recognition that characteristics or attributes of 'good' foundation educators in included cultural understanding, particularly with Māori and that Māori pedagogies/Kaupapa Māori were considered important in 'making the learning happen' for foundation students; • recognition of the cultural importance of practices such as powhiri (welcome ceremony); waiata (song); karakia (prayer); and in particular kai (food) as gathering, preparing and sharing kai shows hospitality, respect and creates a sense of community; and • recognition that students may need to be referred to specific support services for Māori.

Success factor eight: The classroom environment is inclusive and affirming. Students and staff are engaged in working together to produce understandings of the complexities of knowledge. Staff teach in ways that match the needs of different learnings styles, difference is validated and students are supported academically, socially and emotionally - The interviews with the tutors revealed that they work hard to create inclusive and affirming classroom environments. This was evident in the interviewees responses on how foundation programmes are different from other programmes, specifically, that they are more student centred, focussed on teaching and learning and require more flexibility in terms of delivery processes as opposed to the more traditional content driven lecture style of delivery. Responses from the tutors indicated that dealing with diversity and different skill levels while challenging, was par for the course in teaching foundation students. They employ a range of activities and processes as appropriate to individual student needs and sometimes group needs which are described in Chapter Six, section 6.4.5.

There was an understanding from many of the tutors that the tutor-student relationship in foundation programmes tends to be close and supportive, although with professional boundaries. Students are supported academically within the classroom environment, through one-on-one sessions, tutorials sessions and through the services provided through the Student Learning Support service area. There was also a great deal of comment from the tutors on how their students are supported socially and emotionally through: the creation of safe and collaborative environments; project-based learning activities; and early identification of students' learning needs and/or challenges. There were many anecdotes given by the tutors that indicate how they often go that extra mile to engage and support the students including: picking them up from their homes; providing food; taking them on trips and excursions; and sharing personal information and experiences.

Success factor nine: Student support such as learning support, financial aid and counselling are widely available, are actively promoted and staff are familiar with the services provided - NorthTec has a range of services available to provide support to foundation students including:

- a centralised student support team staffed by student advisors, including Māori and Pasifika student advisors;
- career guidance;
- counselling services;
- financial advice;
- study help;
- reader/writer services;
- library resources and services;
- student health centre staffed by registered nurses; and
- policies and procedures in areas such as access, equity and anti-bullying.

Almost all of the tutors had intervened on behalf of their students and referred them to appropriate services if they were not able to resolve students' issues themselves. There was some comment by both managers and tutors that the engagement with centralised support services and resources for foundation students could be higher. This could be an area for further investigation and research for NorthTec.

Success factor ten: Diagnostic assessment and academic advising takes place for all new students, leading to placement in courses that value their existing knowledge and provide opportunities for students to build on that knowledge and attain their goals - Chapter Six, section 6.5.5 provides the findings and analysis of the questions on the practices that occur when the foundation students start their programme. Most of the tutors engage more than one type of practice to identify students' skills, needs and/or goals as reflected in Table 6.43. The most frequently used practices included the tutor asking about the kind of skills the student has and needs; meeting with the student individually to learn more about their background experiences and interests; and asking about students' academic goals. Many of the tutors also investigate the students'

previous foundational experiences, mostly at the interviews with the students at the beginning of the programme.

Diagnostic assessment of individual students' LLN needs takes place through the Literacy and Numeracy for Adults Assessment Tool. Although, as commented by the administrator of this tool, the volume of work to complete the required assessments means that often the assessment does not take place until well into the semester.

It is evident, from the tutors' responses, that there is no standard expectation or systems for the early diagnostic and advising process across NorthTec's programmes and courses. Sometimes the interviewing is completed by the Programme Leader, sometimes it is completed by an identified tutor, and other times by the tutor who is delivering the course. Perhaps an area for investigation for NorthTec could be the development of a 'tool-kit' of diagnostic and advising resources that could be built into the organisation's staff development programmes to help those responsible for these important processes.

Success factor eleven: The best staff teach the courses; the institution actively recruits those that are keen to teach in this area and invest in their development- This success factor represents the ideal for all tertiary programmes, however, it is recognised within the literature and this research that, given the complex and demanding nature of the teaching role for foundation programmes, the quality of the tutor or educator is paramount. As discussed in Chapter Six, section 6.6.2 there was recognition by many of the managers/administrators and the policymakers/influencers that qualifications alone do not make a good foundation educator. Desirable qualities and characteristics for these educators include passion, empathy, patience, a high level of communication skills, cultural understanding (particularly with Māori). The ability to relate their own life experience with the students, as well as being able to evaluate and teach to differing individual circumstances and varying goals of the students, was noted. There was also an opinion expressed that no qualifications or programmes currently exist that 'teach you' about the challenges educators face in foundation education.

This research did not investigate the recruitment and selection processes for employing foundation education tutors, or the organisational investment in professional development for these tutors compared to other programme areas. However, the findings on NorthTec's foundation education tutors qualifications, experience and engagement with professional development do provide a profile of these tutors. The main characteristics of the 32 tutors interviewed in terms of delivery, engagement, experiences and qualifications are summarised in Table 8.13.

Table 8.13   *Summary of the Characteristics of NorthTec's Foundation Education Tutors in terms of Delivery, Engagement, Experiences and Qualifications*

Characteristics	Description
Delivery of Foundation programmes	• a higher proportion of male foundation tutors (47%) than female tutors (31%); • 84% of the tutors teach on foundation courses only; and • 78% of the tutors were based at NorthTec's main campus.
Engagement	• 41% of the tutors were approached directly by NorthTec and requested to take on a foundation tutoring role; and • 28% of the tutors evolved into the role through other positions that they had held at NorthTec.
Experience	• 59% of the tutors had been teaching on their current foundation programmes or courses for less than two years. • 84% of the tutors had been a tutor in the foundation education field for more than three years with 41% having been a tutor for more than 11 years (see Table 5.7); and • Most of the tutors brought a wide and varied range of industry, management and/or teaching experiences to their role as a foundation tutor.
Qualifications and Professional Development	• 47% of the tutors held undergraduate degrees or post graduate qualifications degrees; • 38% of the tutors had completed the NCALE qualification; • 56% of the tutors responded that they felt their formal education had not adequately prepared them for teaching at the foundation education level; and • Centralised records of professional development activities over 2011-2012 show that 33 NorthTec foundation education tutors were engaged in internal and external professional development activities.

A strong theme that came through all of the transcripts was the tutors' passion for their role and a high degree of empathy or identification with the needs and concerns of foundation students. However, responses from many of the tutors that were new to teaching indicated that they felt a lack of confidence in their role and stated a need for institutional support in developing their teaching practice. There was some comment on

the pressure to recruit suitable staff for the My Start programme which resulted in the appointment of some staff without teaching qualifications or experience.

As discussed in Chapter Six, there exists a perception that foundation education tutors are marginalised within the NorthTec teaching fraternity in a similar vein as the perception of foundation programmes having 'poor cousin' status within the organisation's programme portfolio. This highlights the paradox that, in order to be an effective foundation tutor, the incumbent requires a high level of teaching proficiency, yet may be perceived as a less valued educator than those who teach at higher levels, such as those teaching at the degree level. Further research into the perception or status of foundation programmes is needed in order to ensure that the organisation is positively geared to recruiting the 'best' people for the role and providing on-going professional development opportunities.

Success factor twelve: Assessment is integrated across courses. Assessment criteria are specific, frequent feedback is provided and there are early opportunities for success. Well managed and comprehensive formative assessment is a feature of courses and treated as a learning tool; summative assessment is spread throughout the semester - Assessment (and evaluation) was one of the six programme areas explored. However, it is acknowledged that this research has only scraped the surface regarding the effectiveness of the NorthTec's assessment regimes in relation to this success factor. The main features of assessment philosophies and practice at NorthTec are summarised in Table 8.14.

There was some criticism, mainly from the managers' group, that there was a perceived lack of rigour and consistency within the assessment regime(s) for foundation programmes which are discussed in Chapter Six, section 6.7.2. Further research into assessment and moderation practices is needed to validate or refute this perception which would be of great value in: initiating actions to improve these processes; communicating the differences in these regimes specifically for foundation programmes;

and perhaps ensuring a better organisational understanding of the complexities and challenges of assessment within foundation education.

Table 8.14
Summary of Assessment Philosophies and Practices for NorthTec Foundation programmes

Practices	Description
Philosophy	59% of the tutors have a student-centered philosophy towards assessment, which at the same time is functional in nature in that there is a strong focus on the assessment of student learning, knowledge, skills and attributes within the programme (see Table 6.59).
Assessment Approaches	A range of assessment tools are used within foundation programmes including formative assessment, summative assessment and student observation. Formative assessment was perceived to be used more than summative assessment and more in foundation programmes than other programmes. There was some comment on the importance of early achievable assessments designed to build students' confidence and awareness of their capabilities.
Use of mandated assessments	With the exception of externally moderated or prescribed assessments there is little evidence for the use of mandated or standardised tests or assessments within the foundation programmes.
Role that students play in assessment	34% of the tutors felt that students play a major role in their assessment, while 25% of the tutors felt that students do play a role in their own assessment (in particular through self-assessments), but many felt that this role could be greater. There were comments on how students are continually assessing their progress against their plans and goals and that this self-assessment is part their self-development. Formative self-assessment activities were seen as important in informing students on their individual progress as a precursor to more formal or summative assessments.

CHAPTER NINE: CONCLUSIONS, IMPLICATIONS, FUTURE RESEARCH DIRECTIONS, LIMITATIONS AND FINAL RFLECTIONS

> [Foundation] education's day, it would seem, has arrived. After years in the educational wilderness as the concern of a fairly small, but dedicated group, bridging [and foundation education] can now be found as a prominent part of most of the current documents and policies that have been formulated to guide the planned review of post school [education] in New Zealand. (Benseman, 2002, p. 6)

9.1   Introduction

This final chapter discusses the conclusions for this research as they relate to having addressed the aim and research questions which have driven this study. Unanticipated conclusions derived from the research findings, which are considered to have relevance for foundation education provision and policy are presented. The implications of this study are examined within the context of professional practice and policy development for foundation education. Possible future research directions are suggested.

The limitations of the study are acknowledged in terms of the research methodologies that have been employed, namely, that of constructivist grounded theory and the case study approach. Issues which arose from a few of the question areas contained within the interview schedules used in this research are also recognised. Lastly, this chapter provides some reflections from my perspective as the researcher with the elucidation of insights gained from the both the research process and challenges encountered during the research and thesis writing.

9.2   Conclusions

This research has done what is set out to achieve in terms of addressing the aim and research questions which have underpinned this study. First and foremost, a conceptual framework for foundation education provision and policy has been developed (see Chapter 8.1, section 8.2, Figure 8.1 and Tables 8.1 to 8.5). This conceptual framework represents the achievement of the aim for this research as being, *to contribute to the field and growing base of knowledge on foundation education theory and practice by*

developing a conceptual framework or theory that can be used to better understand and inform foundation education policy and practice, particularly within the New Zealand tertiary education context.

This foundation education conceptual framework evolved from the analysis of data (utilising constructivist grounded theory methodology and analytical processes) arising from:

- A single-case study of a regional polytechnic's (NorthTec) foundation education provision (see Appendix G and F).
- A total of 58 interviews (representing a 95% participation or response rate) with 34 foundation education tutors, 16 managers and administrators and 10 policymakers and influencers who were working in the foundation education field.
- Documentation analysis (see Appendices E and F); and
- Personal observations.

Discussion of the potential utility and possible applications of the foundation education conceptual framework is detailed in Chapter Eight, sections 8.2.1 and 8.2.2. The utility of the framework is considered at four levels: governance; organisational management; programmes; and academic quality assurance (see Table 8.6). Potential tools and methodologies that could be developed using the framework have been identified and these include: professional development seminar guides; self-assessment guides; programme development and design tools; policy development and assessment tools (see Table 8.7). It is reasoned that this framework has the potential to:

- inform various stakeholder groups involved in foundation education policy and practice, within the New Zealand tertiary education context, of the possibilities for considering appropriate theoretical approaches to this field of endeavour along a continuum of critical to non-critical pedagogical constructs;
- have practical applications for the development of resources that may assist to better inform, develop and evaluate foundation education policy and practice, in particular for developing and/or enhancing foundation programmes to better meet the diverse

goals of foundation learners, which ultimately must be the ideal goal for this field of provision; and

- have potential relevance for similar provision in other countries or nations.

Alongside the achievement of the aim for this research, it is proposed that the four questions which have steered this research have also been addressed. The first question related to how Degener's (2001, 2006) analytical framework and critical pedagogical constructs (developed within the context of family literacy programmes in the USA), could be applied and contextualised to the field of foundation education in the New Zealand tertiary environment. The foundation education conceptual framework is considered to have provided a specific example of how Degener's framework has been further developed and, by doing so, substantiated to a degree the potential usefulness, authenticity and transferability of Degener's constructs to other areas of developmental education.

Although this research did not seek to replicate Degener's (2006) doctoral research, nor confirm the validity or dependability of her analytical framework, it has shown elements of the trustworthiness of her framework of four degrees of critical pedagogy across six elements of adult education programmes (see Table 3.9) in its application to a related field of developmental adult education. Specifically, by the application of her analytical framework, developed from research into family literacy programmes to the wider field of foundation education, it can be argued that this research has provided for elements of trustworthiness for Degener's research according to Lincoln and Guba's (1985) criteria (see Chapter Four, section 4.8.2). The criteria most pertinent are that of *transferability,* by demonstrating that Degener's findings have applicability in other contexts (parallel to the concept of external validity) and *confirmability,* in that, within both Degener's research and this study, the findings have been shaped by the respondents and not researcher bias, motivation, or interest (parallel to the concept of objectivity).

Degener's (2001, 2006) critical pedagogical constructs and her survey and interview protocols proved to be a sound base to develop the programme area aspects of the interview schedules used in this research. Her concept of a continuum of critical

pedagogical thinking was of greatest value in exploring the range of philosophies and practices manifested in the interviewees' transcripts. Examining interviewees' beliefs and practices on foundation education policy and provision along a continuum discouraged simplistic labelling or dichotomous views such as 'critical' versus 'functionalist' philosophies. Another positive aspect of the concept of a continuum was that it provided a frame within which to explore the complex and dynamic pedagogical constructs used within foundation education.

The conceptual framework developed from the research findings (see Figure 8.1 and Tables 8.1 to 8.5) is more detailed than that of Degener's (2001) analytical framework and this can be partly attributed to the research methodologies applied, namely, that of the case study and the constructivist grounded theory approach. These qualitative approaches enabled the gathering of in-depth and rich responses from the interviewees which it is considered would not have been possible if a quantitative approach, such as survey questionnaires, had been used. It is recognised that the adoption of a quantitative or even multi-methodological approach would have provided for the aspect of dependability (parallel to the concept of reliability) of Degener's research findings. However, an examination of the dependability or reliability of Degener's work was not the focus of this study and as discussed in Chapter Four, section 4.8.3, assumptions around the validity and reliability of Degener's work are acknowledged. Also, within Degener's (2006) concluding statements in her doctoral research she recognised the need for further research into "best practices" into family literacy approaches (p. 141). The examination of findings of this study against recognised success factors for foundation education represents a description of possible best practices and outlines strategies for improving provision (see Table 2.22 and Chapter Eight, Section 8.4).

The other three research questions addressed in this study relate to the extent that the main groups interviewed (foundation educators, managers/administrators and policymakers/influencers) consider critical theoretical or pedagogical constructs in their various roles. It was found that it was possible to map interviewees' beliefs and practices along a continuum of highly critical to highly non-critical pedagogical

constructs derived from Degener's (2001, 2006) work. Using this continuum, it was possible to develop categories and constructs which are believed to uniquely reflect foundation education provision in New Zealand, which could also have international significance.

A significant finding from the analysis of the transcripts was the degree to which the three groups of interviewees understood the multi-dimensional, complex and political nature of both foundation education provision and policy. Also, although there were some differences in the strength of responses amongst the three groups of interviewees, there were comparatively few strong themes or constructs arising from the data that lay at the highly non-critical end of the pedagogical continuum (see the programme area summaries in Chapters Six and the policy area summary in Chapter Seven). In fact, there was an overall high degree of synergy and awareness amongst these groups in their philosophies on: the purpose and need for foundation education; the imperatives of Government funding drivers for provision and resources; the need for student-centred approaches to delivery; and the paradox of the marginalisation of this field of education in spite of the importance given to this area of provision both in Government and local policy. The relevance of these findings lies within their potential use to identify areas of 'common ground' or potential collaboration amongst stakeholders in foundation education and to address any 'tensions' or ideological polarisation in the design, development and evaluation of both foundation education policy and professional practice. The implications of the research findings are further discussed in section 9.3.

In summary, in terms of addressing the aim and research questions there are two overarching conclusions arising from the analysis and findings. First, it has been achievable to have applied Degener's analytical framework and pedagogical constructs to examine the range of pedagogical beliefs and practices of foundation educators, managers/administrators and policymakers/influencers within foundation education. Second, through the use of constructivist grounded theory methodology, it was possible to develop a framework for conceptualising foundation programmes, professional

practice and policy that is distinctive for the New Zealand tertiary environment, but with potential for international practice.

There are two other areas of noteworthy findings that have arisen which are deemed worthy of discussion. First, the literature review and the level of detail gained from the interviews enabled the examination of the findings from the study against recognised success factors for foundation education. As mentioned earlier, suggestions have been made for change strategies that providers could consider to enhance their foundation education provision (see Table 2.22 and Chapter Eight, Section 8.4).

The second area of unanticipated findings, which perhaps raises more questions than answers, is around the definitional or nomenclature challenges in the field of foundation education with particular reference to the New Zealand tertiary environment. Benseman (2002) in his address to the NZABE 2002 conference rightly surmised that the dilemma of defining foundation education would become an "issue" for the future.

> It is almost a standing joke that Bridging educators find it difficult to define what they do with any degree of confidence – or brevity. Such a dilemma however will become more of an issue in the near future as momentum gathers for reforming our post-school forms of provision. There are a currently a number of educational sectors whose work overlaps to varying degrees with Bridging, including adult literacy, ESOL provision, Student Learning Centres and the emergent 'foundation studies.' (Benseman, 2002, p.14)

This issue remains, despite ongoing debate regarding nomenclature (both nationally and internationally) and attempts to ring-fence this area through funding and regulatory mechanisms. A broad definition of foundation education was developed for this research which acknowledged aspects of equity as well as theoretical or pedagogical frameworks appropriate for foundation education. This definition was used to help identify programmes and courses within NorthTec (as the case study) which possessed strong elements of bridging, transition, access and second-chance learning.

The interviewees were not asked to provide a definition of foundation education within the interview process. The definition used in this research was explained at the

beginning of each interview (see Appendix D) and the interviewees identified with this definition, as reflected in the transcripts. However, the interviewees were not directly asked if they were in agreement with the definition provided and in hindsight this could have been a useful question. Interviewees were asked what they thought the purpose of foundation programmes was and how these programmes differ from other programmes. The analysis of the transcripts from these two question areas (see Chapter Six, sections 6.2.1 and 6.2.2) could provide some insight into developing definitional aspects of foundation education, particularly from the educators' perspective.

In essence, the definition used in this research proved to be of value in identifying the foundation programmes and courses at NorthTec and it is hoped that it may be of future worth in any discussion on nomenclature in this field.

As is often the case in researching a topical field over a period of years, the external political environment within which the research takes place shifts and changes. At the time of the data collection and analysis phases, two national projects are acknowledged as having a potentially significant impact in conceptualising and defining the foundation education field in New Zealand. The first project was the work of the EAWG in researching and articulating the needs of 'priority learners' within New Zealand (see Chapter Two, section 2.2.2). This research and associated reports provides a positive shift away from considering foundation learners within a deficit model and viewing their diverse needs and goals as being the 'fundamental aim' for which the education system should be working towards creating successful outcomes.

The second significant project, that is producing outputs at the time of completing this research, is the TROQ mandatory review foundation and bridging qualifications. This review has begun to distinguish and develop qualifications and graduate profiles according to either foundation or bridging outcomes depending on the NZQF level of the programme. Although the stated purpose of the TROQ review is to rationalise and reduce the high number of registered qualifications throughout the tertiary sector (by defining foundation qualifications according to NZQF level as either foundation or

bridging qualifications), it can be said that a social reality is being created through Government agencies which will ultimately impact on how learners, providers, communities and industry both conceptualise and segment the field. Whether this new categorisation of foundation and bridging qualifications and graduate profiles will be fully accepted by academics and professionals in the sector is yet to be determined. However, there is no doubt that the TROQ process is likely to have a significant impact on how foundation and bridging qualifications are defined in the immediate future.

Perhaps the field, known as either foundation, enabling or developmental education, is one which is too complex to narrow down to a concise definition or set of definitions acceptable by all stakeholders. As discussed in Chapter Two, both Courtney (1989) and Elias and Merriam (2005) faced this issue in attempting to define adult education for similar reasons in that the field of adult education in general involves such a wide range of agencies engaging in diverse fields of activity.

Although it was not an explicit goal to develop or verify a comprehensive definition of foundation education it is acknowledged that the value of a definition lies in its ability to illuminate a topic of investigation and that definitions can become quasi-legalistic. It is considered an important recommendation that continued efforts are made to provide workable, yet flexible definitions of foundation education. In developing these definitions, the incorporation or acknowledgement of appropriate theoretical and pedagogical perspectives and a focus on the foundation learner are considered to be critical.

Conceivably once foundation education is truly accepted and valued as part of tertiary education (in the way that vocational and professional programmes are perceived and valued), the ongoing definitional argument may become superfluous. Anderson (2001) notes both the connotations of marginalisation of foundation or bridging education and the need for the integration of these programmes into mainstream education.

> If Bridging [and Foundation] education is to grow in its ability to contribute to diversity in tertiary education and to provide real pathways for non-traditional students in programmes they have had limited access to, then Bridging [Foundation] Education must be mainstream itself. While it remains marginal, its students can be seen as marginal rather than the core business of the institutions. (Anderson, 2001 p. 5)

Over a decade later since Anderson made the above comments, the findings on the perception of foundation education is that this field remains one which is perceived to be marginalised and prone to the application of deficit or ameliorative approaches at the policy level. This is reflected in the following statement made by Anderson (2003) in the introduction to the proceedings of the third NZABE conference.

> Foundation education is about fostering talent for the benefit of the individual and for New Zealand's social, cultural and economic good. It is not about thin definitions, constrained support or narrow, limiting low level qualifications that focus on presumed deficits (Anderson, 2003, p. i)

It is hoped that this research may add value to future discussions on definitional aspects of foundation education. Ideally, these discussions which encourage an understanding of a multitude of standpoints within the field including: economic and productivity factors; social justice and equity aspects; and the emancipatory or liberatory contribution that this area of provision can potentially manifest change, at both the individual and societal level.

9.3   Implications for professional practice and policy development

> If [foundation education] is truly to become an integral component of the new tertiary system, it is important that we know a great deal about what it is, what it does achieve (and what it doesn't) and the nature and extent of the contributions that it can make to a true system of lifelong learning. (Benseman, 2002, p.14)

It is considered that this research will contribute to the growing body of knowledge on foundation education and has the potential to provide a greater understanding of this field in the tertiary sector in New Zealand. This has been achieved through the application of Degener's (2001, 2006) concept of a continuum of critical theoretical and pedagogical constructs to six programme areas within NorthTec's (as the case study) foundation programmes and also within the area of policy and strategy for foundation

education, both within NorthTec and the wider arena of New Zealand Governments' policy directions for this area of provision. Constructivist grounded theory methodology was used to develop the themes, categories and constructs arising from an analysis of the interview transcripts documentation analysis and personal observations. These processes and analytical strategies (as described in Table 4.9 and Figure 4.2) were used to develop the conceptual framework for foundation education outlined in Chapter Eight. Strategies employed to ensure the trustworthiness and authenticity of the research process (as described in Chapter Four) and the magnitude of the information and data obtained are considered to have achieved a degree of robustness within this research. This has enabled the following discussion on implications for this research and its findings in terms of: foundation educators' professional practice and development; management and quality assurance of programmes and staff; and policy formation, monitoring and evaluation.

The overarching implication of this research lies within the substantiation of the usefulness, or potential, for adopting a critical theoretical or pedagogical lens to both the provision of foundation programmes and the consideration of local or national policy in this area of provision. While critics of academics who follow the critical theory or pedagogical approach are acknowledged as often being unduly elitist, overly esoteric or of a radical revolutionary nature (see Chapter Three), the foundation education conceptual framework has the potential to rise to McLaren's (2005) challenge for critical educators to come up with concrete pedagogical proposals which have relevance for critically reflective practice both at the professional practice and policy levels. This challenge has been realised within the efforts to retain a pragmatic focus in the discussion on the utility of the foundation education conceptual framework while at the same time recognising the essential tenets of critical theory.

Coincidentally, I acknowledge the same dilemma that Degener (2006) anticipated, in that her approach may incur criticism from some critical theorists. This criticism was that critical pedagogy as a philosophy should be reflected across the whole programme, and is not a technique to be applied to distinct programme areas (see Chapter Three,

section 3.6.1). However, Degener's research, in particular her doctoral research, appears to have held its ground over the last decade.

Within the New Zealand context, the acknowledgment by leading academics such as Benseman (2008a) and Tobias (2006) of the appropriateness of critical theoretical or Freirean approaches for examining the field of foundation education, regardless of what they see as a limited uptake of these approaches, remains a useful counterbalance to singularly functionalist directives around skill acquisition, employment outcomes and productivity factors that are essentially the driving forces underlying much of Government policy and the TESs.

> Let there be no mistake about this. Although people make transitions in all forms of educational programmes, many would undoubtedly miss important educational opportunities if programmes designated to provide or facilitate transitions were not readily available. They can indeed play a crucial - if not decisive - role for some individuals and for society. (Tobias, 2006, p. 14)

Essentially, this research acknowledges the challenges inherent in adopting a critical theoretical approach to foundation education. This is its potential to embrace idealistic and normative stances which draw away from the imperatives of everyday life that foundation learners and educators work within. However, as reflected in the analysis of the transcripts, at times differences of opinion were attributed to personality issues or conflict (see Chapter Six, section 6.3.3). The conceptual framework has potential to raise awareness that, at times, conflicts or tensions that arise in developing or evaluating foundation provision may not necessarily be due to personalities or egos, but may arise from differing philosophical or pedagogical beliefs amongst individuals or stakeholders. In summary, a key implication of this research is at the level of professional practice for those involved in foundation education in that the conceptual framework has the potential to facilitate open dialogue when conceptualising, developing, evaluating and reviewing foundation programmes and policy. This open dialogue and the use of the conceptual framework may assist stakeholders to recognise and respect differing philosophies and beliefs amongst these groups or individuals, and enable the exploration of various options for initiatives for foundation education provision. Imaginably, the conceptual framework could be used to break down the 'silo' perception (and in some

cases, reality) of programme 'status' which often places foundation programmes (while they may be seen as being important) as being of less value than programmes with greater prestige or income generation (such as degree areas or some trades areas in the ITP sector). Also, an understanding and discussion of the areas of alignment of philosophy and practice could possibly bring stakeholders to the 'same page' as to the importance and relevance of foundation education. This could include an understanding of the work that is needed to shift perceptions of foundation education from a marginalised status to one where there is recognition of the potentially immense value and importance of this area of provision for individuals and society as a whole.

In terms of specific implications for professional practice and policy, Chapter Eight describes the potential utility of the conceptual framework at governance, organisational management, programme, and quality assurance levels. Potential tools, methodologies and processes that could be developed from the foundation education conceptual framework are also discussed. The research findings from this study also have specific implications for each group of interviewees which are summarised in Table 9.1. The overarching message from these discussions is the possibility (and practicality) of developing pedagogically sound programmes and policy based on existing and evolving research.

An area of particular note for the consideration of managers in particular, is the need to address the perception of foundation education within their organisation. The analysis of the transcripts (see Chapter Six, section 6.6.5 and Chapter Seven, section 7.2.3) revealed a perception amongst a number of the interviewees (both from the foundation educators and managers/administrators groups) that foundation education within the case study is marginalised within the organisation. Although this finding cannot be generalised to all providers of foundation education in New Zealand, it is a perception that I have found to varying degrees within the four ITPs where I have worked. Interestingly, this was also a perception found within the policymakers/influencers group. There exists a paradox in that, to be effective, the foundation education tutor requires a high level of teaching proficiency. However, they may be perceived as a less

valued educator than those teaching at higher levels within the organisation. Ultimately this issue needs to be addressed by the management of the organisation. Not only to attract quality tutors, but also to raise the profile and profess the importance of foundation education in line with any existing policy or value statements in this area.

Both the thematic analysis and the conceptual framework could be used by management teams to explore any incongruence between espoused position statements on foundation education and the actual reality or theories of action within their organisation and put in place action plans to address any inconsistencies. It is recognised however, that the effective exploration of such incongruences requires an environment of trust and honesty amongst internal stakeholders that may be difficult to achieve if the value of attaining congruence between vision and practice is not seen as a priority by senior or executive management.

Benseman and Russ (2001, 2003) note that foundation education is beginning to develop its own identity, research literature and presence in educational policy. It is within the area of policy on foundation education that it is believed that this research has a truly original contribution to this field, in that the analysis of the findings and the conceptual framework has the potential to enable high level discussions of appropriate pedagogical approaches to this area of provision and to enable both the policymakers/influencers to explore their own philosophical stances that influence their decision-making.

The analysis of the policymakers/influencers interview transcripts revealed elements associated with critical pedagogy constructs and there was almost no advocacy for a highly non-critical approach from this group. While this research has not explored the relationship between philosophical beliefs about foundation education on decision-making in terms of policy and strategy, these findings reveal the potential for the use of the conceptual framework for articulating, in an objective manner, the various standpoints that these influential persons bring with them to discussions of how either to formulate policy or set in place initiatives to operationalise policy directives. The

research findings and the conceptual framework have possibilities for application at three levels within the policy and strategy arenas and these are described in Table 9.1.

Table 9.1

Summary of Implications of the Research Findings for Stakeholder Groups

Stakeholders	Implications of the Research Findings
Foundation educators	• The review or evaluation of the six programme areas within foundation programmes. This could take place through workshops or a series of workshops whereby the foundation educators examine and map their beliefs and practices against the statements contained within the pedagogical continuum of the conceptual framework. • The policy component of the conceptual framework has the potential to assist foundation educators to work through their individual or group stance regarding policy or strategy initiatives that they may be involved in or consulted about. This could be achieved through mapping their ideological position along the pedagogical continuum and using the results of this type of work to establish or negotiate clear positions or directions. • The analysis of the success factors leading to successful foundation programmes may also provide information or evidence for foundation educators in negotiating appropriate pedagogical positions in either programme or policy formation or evaluation.
Managers and administrators	Managers/administrators and those involved in the oversight of foundation programmes could use the analysis of the findings and the foundation education conceptual framework to introduce or support organisational processes and systems that support foundation programmes and staff. Areas of particular note that came from the analysis and findings as having value in supporting foundation educators and their programmes were: • clear articulation and communication of the organisation's strategy, philosophy or value statements on foundation education provision both for the institution and in terms of regional of delivery; • clear articulation and communication of the philosophy of each foundation programme within the organisation's programme portfolio through the programme approval documents, course and student handbooks and curriculum documentation; • the retention of the 'history' of foundation programme development within the organisation so that this can be communicated to new staff. This type of information could be located within induction programmes for new staff; • support for new tutors in their role. It is generally accepted that a new tutor's confidence grows with time. However, from my personal and colleagues' experiences, the risk of student disengagement if the tutor is not prepared or confident in the delivery of curriculum is particularly high for foundation learners. New tutors need to be supported to be able to deliver to the often complex needs of foundation learners. This could be achieved through focussed induction programmes, mentoring and peer support as well as support from programme or team leaders. • recognising the importance of consultation with foundation educators in the design and development of foundation programmes. The importance of foundation tutors being heard or valued was a strong theme which has implications for this group's sense of ownership of the programmes. • communication and training strategies and plans for aspects of the organisation's QMS in terms of processes and systems for programme development, changes and review; assessment and moderation policies; staff performance management and professional development; and any policies for equity issues.

Table 9.1

Summary of Implications of the Research Findings for Stakeholder Groups (continued)

Stakeholders	Implications of the Research Findings
Government policy	The conceptual framework and the findings have a level of resonance for Government policy in terms of the consideration of appropriate pedagogical stances for foundation education. While consideration of pedagogy tends to be seen as lying within the domain of educators in the delivery of programmes and curriculum, recognition of the importance of pedagogies that support foundation learners if articulated at the policy level can potentially result in increased support or funding of new initiatives and programmes.
	The adoption of a student-centred focus throughout this work enables discussion of appropriate curriculum design and pedagogy that can be fashioned to identify different types of incentives that affect educational success. While it is considered entirely inappropriate for Government policy to dictate pedagogical approaches to foundation education, the recognition of the importance of appropriate pedagogical approaches that should be considered in the design, development and delivery of these programmes would provide a level of guidance and leverage for programme designers that may aid in their arguments for additional resources and student support services above those available for mainstream programmes. While it may be overly optimistic within the current policy environment (which is recognised as being largely functionalist in nature) to expect that the consideration of all of the tenets of critical theory and pedagogy would be embraced, aspects of this approach, particularly with regard to the learner-centred and potentially transformative, empowering or emancipatory focus of this approach, may find some footholds within more progressive policy directions.
Organisational policy and strategy	The conceptual framework can be used in a number of ways at the organisational governance and management level within TEOs to explore and enhance foundation their education policy and strategy. Areas of potential activities and initiatives include: • the development of foundation education value statements, strategies and action plans either incorporated within institution-wide or as stand-alone policy or strategy; • gap analysis of where the organisation stands in terms of the continuum of critical to non-critical foundation education provision and where it would ideally hope to be; • consideration of optimal organisational models of foundation programmes for the institution along centralised/decentralised and generic/specialist options; and • enhanced quality of discussion and debate at the Council, Academic board and the Senior Management or Executive meetings on the value and/or importance of foundation education provision for the organisation, local communities and industries.
Professional forums	The conceptual framework and findings have the potential to inform professional associations involved in foundation education such as FABENZ or the Australian equivalent, NAEEA. It is anticipated that papers and seminars will be developed to present and share amongst professionals in this field of education. It would also be of great value to gain feedback from members of these associations on the usefulness or viability of the foundation education conceptual framework at both the practitioners and policymakers levels.

9.4 Future investigation and research directions

> The value of research is multi-faceted. It can help inform practices and programme development; but it can also help provide information to inform policy development which is probably the most urgent need in Bridging [foundation education] at present. (Benseman, 2002, p. 14)

This section describes two areas for further exploration and/or research. The first relates to areas that evolved from the research findings (see Table 9.2). Some of these could involve a re-examination of the data used in this study; others would require further research studies.

The second area of potential research is derived from the managers'/administrators' and policymakers'/influencers' awareness of research and/or research priorities for foundation education (see Table 7.7). As discussed in Chapter Seven, section 7.4, these questions could have also been asked of the foundation education tutors in order to compare possible themes and priorities for future research in foundation education across the three groups of interviewees. There was not a great level of awareness (amongst the managers/administrators and policymakers/influencers) of researchers focussing on foundation education in New Zealand. This is not unsurprising given that the body of research on foundation education is growing but is still relatively small. Yet, as Government policy continues to focus on foundation education, it is likely that the amount of research will increase. This potential growth in research on foundation education in New Zealand was recognised by Benseman (2002).

> There are huge variations in the amount of research carried out on the different parts of the educational system. This variation occurs for a range of reasons, not the least is the fact that it reflects the interests of university academics and increasingly research priorities in the Ministry of Education. For example there is a considerable body of research on child literacy, but very little on adult literacy. But things do change, There is now a growing body of research literature on pre-school education which was grossly under-researched not long ago (Benseman, 2002, p. 14)

Table 9.2
Areas for Future Investigation and/or Research

Areas	Description
Relationships between pedagogical practices and beliefs	Examination of any statistically significant relationships between pedagogical practices and beliefs regarding the function, value and intended outcomes of foundation programmes through examining the 58 transcripts for correlations (using either t-testing or regression analysis).
Characteristics of foundation educators at other tertiary institutions	A comparative analysis of the characteristics of the NorthTec interviewees described in this study with foundation education staff at other regional or metropolitan ITPs.
Qualification attainment of foundation educators	Almost half (47%) of the tutors held undergraduate or postgraduate qualifications. Comparable data on qualification attainment for tutors in other programmes was not readily available at NorthTec. An area for further investigation could be to consider and compare the level of qualification attainment of foundation tutors in relationship to mainstream programmes. This may help to raise awareness of the level or quality of foundation educators' educational attainment in their field.
Foundation educators qualification requirements	Examination of broader qualification structures for foundation educators (wider than the requirements for foundation education tutors to hold NCALNE (Voc)). This could include the development of stand-alone qualifications and/or the development of strands within existing teaching and/or education qualifications focussing on the field of foundation education. Research in this area could be supported or sponsored by FABENZ and Ako Aotearoa.
Professional development for foundation education tutors	The uptake of in-house professional development opportunities amongst foundation education tutors was mixed with half of this group reporting that they had not engaged in any such activities. Areas for further investigation could be to explore: - motivating or demotivating factors amongst foundation educators in terms of their uptake of professional development opportunities; - types of professional development that are most needed for foundation educators; - types of professional development that are most valued by foundation educators; and - types of professional development activities that may assist managers/administrators in their roles. It should be noted that this was an area not asked of the managers/administrators group.
Research on the need for awareness of strategy	56% of the tutors and 50% of the managers/administrators interviewed were not aware of any Government policy and strategies and 88% of the tutors and 94% of the managers/administrators were not aware of any institutional policy or strategies. An area for future investigation could be to investigate the issues around both staff awareness and internalisation of both Government and institutional foundation education strategy which could also examine the extent to which staff in this area need to be aware of foundation education policy in order to be effective in their various roles.

Table 9.2
Areas for Future Investigation and/or Research (continued)

Areas	Description
Foundation students/learners' experiences with different pedagogical approaches	It is recognised that not having the students' or learners' direct 'voice' within the research may be seen as a limitation of the research and this could be an area for further research and investigation. An area of particular interest is on foundation learners' experiences of different pedagogical approaches within their foundation programmes. The conceptual framework could be used to identify aspects of the programmes within a range of highly critical to highly non-critical pedagogical constructs. Students could be asked to evaluate their experiences within this range across a number of factors including the degree to which different approaches or activities are valued, preferred and enable the attainment of learners' needs or goals.
The effectiveness of foundation programmes	There was a sizable discrepancy between foundation education tutors' and managers/administrators' opinions on whether foundation programmes 'work,' 69% of the tutors felt that foundation programmes work compared to only 31% of the managers/administrators (see Table 6.6). As discussed the size of this discrepancy was rather surprising given that managers/administrators comments and themes indicated, in general a strong understanding of intrinsic value of the programmes, as well as an understanding of the special characteristics of foundation programme strengths alongside the challenges. The reasons for the discrepancy were not explored and could be an area for further investigation. In terms of further research into opinions on whether foundation programmes 'work' (or not), both the students' voice and 'soft' measures of success as described by Zepke, Leach, and Isaacs (2008) as including achievements in the areas of interpersonal skills, organisational skills, analytical skills and personal skills could be considered.

The research priorities for foundation education identified by the managers/administrators and policymakers/influencers groups were:

- research on outcomes including longitudinal research;
- the need for better data on the foundation education field in order to make good policy and management decisions;
- research on why students in secondary schools are failing many students;
- research on Māori student success;
- research which will clarifying the field of foundation education;
- the need for research into developing new models of foundation education, effective teaching and understanding the student and teaching process;
- research which will enable a better understanding of appropriate pedagogies; and
- research on literacies and learning challenges.

Many of the research priorities identified by the interviewees have been acknowledged within the existing literature and body of research on foundation education in New Zealand. For example, EAWG (2012) identify that "there is an urgent need to strengthen the evidence base for decision making" on foundation education in New Zealand (p. 8) in terms of improved data collection across three dimensions of in-course monitoring, tracking outcomes and system-level information. Zepke, Leach, and Isaacs (2008) have contributed to this discussion of measuring outcomes from their research in the finding that foundation learners 'overwhelmingly' understand success in terms of 'soft'[95] outcomes and "that that the outcomes they value most are not measured by institutions in response to Government policy" (p. 54). These researchers suggest further research into 'soft' outcomes in New Zealand tertiary education to counterpoise a predominant focus on 'hard' outcomes such as retention, completion and progression in the research literature.

In terms of some concluding thoughts for future research directions, Maharey (2001) in his opening speech as the Associate Minister of Tertiary Education at the inaugural conference of the NZABE in 2001 presented a number of 'future' challenges for foundation or bridging education in New Zealand that research in the field should address. Over a decade later some of these questions remain pertinent to the field including the following.

Who exactly are we providing foundation education for and who needs foundation education? Despite the growing body of research into the lower NZQF levels of foundation education provision (with particular emphasis on LLN provision) which has been achieved over the last decade, I believe that this question remains relevant for New Zealand foundation education. Perhaps the most significant piece of research in terms of answering this question is that of the EAWG (2012) with regard to 'priority learners' which not only considered NZQF Level One to Three programmes but also encompassed "targeted training and bridging programmes to degree-level study" (p. 3).

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[95] soft outcomes as described by Zepke, Leach, and Isaacs (2008) include achievements relating to interpersonal skills, organisational skills, analytical skills and personal skills.

While acknowledging that research around this question is evolving, it must also be recognised that the categorisation of foundation and bridging qualifications through the TROQ mandatory review is likely to have a significant influence on the categorisation of foundation or bridging students in the near future.

What access issues are specific to New Zealand? How are they different to other countries? This question relates to access and participation in tertiary education for under-represented populations which in New Zealand include Māori and Pasifika engagement in higher education. This research has not examined access issues specifically but has explored culturally appropriate pedagogy that may aid in the retention of students. Access and participation for Māori in particular has been recognised as a priority of the TES 2010-2015 and research in this area has been supported and commissioned by Ako Aotearoa and TEC. For example, the TEC (2012a) commissioned report *Doing better for Māori in tertiary settings: Review of the literature* includes research on Māori learner transition to tertiary education including, their participation, retention and progression to higher levels of study. It is anticipated that this type of research will be on-going until the issues around addressing parity of access, participation and achievement are addressed.

How effective are the foundation programmes currently being offered? How should they be improved? Interviewees identified a future research priority regarding the evaluating the effectiveness of foundation programmes as described in section 9.4.1. However, the questions that need to be asked are effective to whom and by whose criteria? These questions demonstrate the potential value of a critical pedagogical approach in that it allows the investigation of this issue. As discussed in this research, an ITP's performance is measured and monitored through financial and educational performance measures that are established through TEC. At the time of writing this thesis, these published measures reflect the performance or effectiveness of TEOs according to aspects of course and qualification completion, retention and progression to higher levels of study. The effectiveness of foundation programmes delivered within ITPs is ultimately assessed according to these criteria for the purposes of continued funding.

The organisational priorities and focus on meeting institutional performance measures and/or EPI's is understandable, as providers need to be accountable and responsibility for the educational spending by Governments. However, the EPI's in use to date, do not incorporate measures such as the attainment of students' personal goals or the evaluation of 'soft' outcomes as described by Zepke, Leach, and Isaacs (2008, 2010).

What role should the Government play in the provision of foundation education in New Zealand and how should foundation education be funded? Benseman (2008a) predicted that the responsibility for foundation learning would lie with one agency, that of TEC, and also that "ITPs are now expected to show more leadership in the foundation learning sector" (p. 24). Benseman's comment on the polytechnic sector taking a greater leadership role in foundation education was also expressed in the TES (2010-2015) statement that the third of ITPs core roles was to assist progression to higher levels of learning or work through foundation education (p. 18).

Benseman's (2008a) prediction has eventuated, as reflected in the description of TEC's dominant role in foundation education policy and funding described in this study. Sadly, his expectation that the ITP sector would take a greater leadership role in the foundation learning sector has, in my opinion, not been realised. Perhaps, some individual ITPs show more leadership in the provision of their foundation programmes than others. The disestablishment of the umbrella body of the ITPNZ in 2009 fractured any cohesiveness of what was previously a reasonably collaborative national network of Polytechnics and Institutes of Technology. FABENZ states that it has amalgamated the functions of the ITPNZ Foundation Forum within its organisation. Yet, as a fairly new organisation, I believe FABENZ needs time to establish itself as a coherent voice, leadership or lobbying group for this area of provision.

While it is outside of the preserve of this thesis to adequately answer Maharey's question on the role that Governments' should play in the provision and funding of foundation education, it is hoped that this research, which has included the perspectives

of policymakers at a senior level within Government policy, will add value to the discussions and directions of Government directed initiatives on foundation education.

Finally, Table 9.3 identifies areas for application of the foundation education conceptual framework which could explore the transferability and dependability of the foundation education conceptual model and key findings generated from this research to different contexts.

Table 9.3
Areas for Possible Application of the Foundation Education Conceptual Framework

Research areas	Description
Comparative study	A comparative analysis of the research findings with other ITPS possibly using a quantitative approach.
Foundation learners	Research on foundation students' perspectives and experience of different pedagogical approaches.
Māori foundation learners	Exploration of the value and uses of the foundation education conceptual model for Māori foundation learners.
Pasifika foundation learners	Exploration of the value and uses of the foundation education conceptual model for specific Pasifika cultural contexts.
Other tertiary education organisations	Research on the application of the foundation education conceptual model to other sub-sectors within the tertiary sector in New Zealand such as PTEs and ACE providers.
International application	Research on the utility of the conceptual framework in a comparable country such as Australia and its tertiary education sector.

9.5   Limitations of the research

The limitations of this research are recognised as being largely attributed to the methodological approaches adopted and are detailed in section 9.5.1. A few issues have been identified and acknowledged for some questions within the interviews which, upon reflection, could have been expanded to cover areas not originally anticipated in the design and piloting of the interview schedules (see section 9.5.2).

9.5.1   Methodological limitations

The constructivist grounded theory approach presents potential methodological challenges and limitations with respect to research bias and generalisation of the findings.   The single-case study approach also presents possible challenges for comparative analysis which would have been alleviated if a multiple-case study approach had been adopted.   The rationale for decisions around the choice of methodological approaches used in this research is outlined in detail in Chapter Four as well as the strategies employed to ensure the attainment of:

- Charmaz's (2006) criteria for evaluating grounded theory which are credibility, originality, resonance and usefulness (see Table 4.2);

- Yin's (2003) characteristics of an exemplary case study which are significance, completeness, consideration of alternative perspectives, sufficient evidence, and engagement;

- Lincoln and Guba's (1985) criteria for establishing trustworthiness within qualitative research which are credibility, transferability, dependability and confirmability;

- Lincoln and Guba's (1985) criteria for establishing authenticity within qualitative research which are fairness, ontological authenticity, educative authenticity, catalytic authenticity and tacit authenticity.

With regard to inherent or potential researcher bias, constructivist grounded theory study relies heavily on the researcher's subjective interpretations and value-laden perspectives of the data which can pose limitations on the validity of the emergent theory. I have worked to counterbalance against these limitations by acknowledging my own personal perspective and by using analytical processes and procedures (such as line-by-line coding and constant comparison) to ensure that the themes arose from the data and not my personal experience or opinions.

Another recognised limitation of the constructivist grounded theory approach is the generalisability of knowledge constructed within a certain social context. In this study, the social context is that of foundation education within a regional polytechnic in a region characterised by low socio-demographic factors as well as the more political

sphere of policymakers/influencers who mostly hold senior leadership roles within the New Zealand tertiary sector. As noted in section 9.4, further research is needed to explore the transferability of the foundation education conceptual model and other findings to other educational settings or providers of foundation education within the tertiary environment in New Zealand, including other ITPs as well as PTEs, ACE, Wānanga and Pasifika focussed providers.

9.5.2 Question areas within the interview schedules

The four interview schedules developed for this research are considered to be comprehensive in the manner in which they have incorporated Degener's (2001, 2006) interview protocols and critical pedagogical constructs which were contextualised for the New Zealand tertiary foundation education environment. These interview schedules were also piloted or tested before being used in the 58 interviews conducted in this research. The analysis of the interviewees' transcripts (as contained in Chapters Five to Seven) revealed a number of question areas could possibly have been refined or added to (see Table 9.4). It is considered that these areas of additional or more focussed questioning have not impacted on the overall outcome of the research in terms of the foundation education conceptual framework, main research findings and conclusions.

Finally, there are two other areas of note in terms of the possible limitations, the first of which was due to the high percentage of foundation education tutors interviewed who were new to their role and the impact this had in terms of their ability to respond to a number of the question areas. The second area which has been broached earlier, relates to the exclusion of foundation students enrolled in NorthTec's foundation programmes as participants in this research.

The newness of tutors to their role: As described in Chapter Five and Table 5.10, 28% of the tutors had been employed in their roles for less than one year and 31% had been in the role for less than two years. A decision was made at the beginning of the interview process to include new tutors in the hope that areas, such as professional development and institutional support needs for this group, could be discussed and identified. It was also recognised that the inclusion of new tutors could potentially impact on the overall

research findings in that these tutors would be unable to comment on some of the questions within the interview schedules. Where this occurred, the number of tutors who felt 'too new to comment' to specific question areas has been noted. The percentage of tutors who felt they were too new to comment was overall quite small (three to five percent for some of the question areas). Given the size of the foundation educators group at 32 tutors, it is considered that the impact of non-response from the newer tutors has not had a major impact in terms of the veracity of the whole thematic analysis.

The exclusion of students from the research: It is recognised that not having the input of students enrolled in NorthTec's foundation programmes may be seen as a limitation, particularly in terms of triangulation of the findings and conclusions. The need for further research on foundation learners' experiences along a continuum of pedagogical practices and approaches is recognised as an area for further research and investigation (see Table 9.2). This would best be achieved through approaching both graduated students and those who have not been successful in completing their programmes of study to gain a full understanding of their experiences in terms of pedagogical practices that they may have encountered.

Table 9.4

Question Areas within the Interview Schedules: Gaps and Areas for Consideration

Question Areas	Description
Descriptive information – age of foundation educators	It was considered that the age of the interviewees was not important to the research aims and questions and if asked could have potentially alienated some of the interviewees who may have been more sensitive about providing such potential information. Questions around the length of time that they had been a tutor and/or employed in their role were considered as of more relevance to the research. It may have been useful to have asked the foundation educators to identify their age within categories to compare against Benseman and Russ' (2003a) findings around the age range of educators in their national survey of bridging education.
Descriptive information – managers and administrators professional development activities and needs	Although foundation educators were asked to describe the professional development activities that they had undertaken, this was not asked of the managers/administrators. Given that many of the managers/administrators were relatively new to their roles (see Table 5.18), it may have been of value to have explored their professional development needs and activities, specifically around foundation education, so that areas of professional development could be identified that could support managers/administrators in their roles.
Programme philosophy – interviewees' definition of foundation education	Interviewees were not asked to provide a definition of foundation education or if they were in agreement with the definition provided. It may have been useful to have explored how the individual interviewees personally defined foundation education and then compared the analysis from this question area across the three groups of interviewees to examine if there were any commonalities or differences.
Tutors' perceptions on whether programmes should be centralised or decentralised	Tutors were not asked this question as it was thought that they may not have had the opportunity within their roles to be involved or consulted about the organisational structuring aspect of foundation education. On reflection, it may have been useful to have asked tutors their opinions on this question if only to explore their understanding of how foundation programmes are organised within NorthTec.
Tutors' perceptions around research priorities and familiarity with researchers	Managers/administrators and policymakers/influencers were asked to name any researchers in foundation education who they were aware of and also what they considered were the research priorities for foundation education which could possibly lead to support or inform policy and strategy. It was considered that these interviewees would be in the best position to respond to these questions given the potentially more strategic level in which they were operating. In hindsight, these two questions also could have been put to the foundation education tutors, particularly in order to compare possible themes and priorities for future research in foundation education across the three groups of interviewees.

9.5 Final reflections

> Principles of critical pedagogy, dialogue and democracy (Allman, 2001; Brookfield, 2005; Foley, 1999; Freire, 1972; hooks, 2003) can be applied to all adult educational contexts. In social movements, they may be implicit, and the value and potential of informal learning may not be fully realized (Foley, 1999). In more formal educational environments they may be constrained by the imposition of standardized curricular and assessment regimes and by the expectations of students. But regardless of setting, we suggest that these principles can be translated into pedagogical practices. (Bowl & Tobias, 2011, p. 281)

Within this study, I have acknowledged my professional and personal experiences and perspectives gained from years of working in academic management roles in tertiary education. These strongly influenced my decision to research the field of foundation education provision and policy. It is appropriate, therefore to conclude this research with some final reflections about this area of education and research which I remain dedicated to.

Ultimately, this research has provided a vehicle with which to examine my own philosophical and ideological practice, which can best be described as idealist within a pragmatic framework. By adopting a critical theoretical approach to foundation education I was able to explore questions on 'why' not just 'how' foundation education is evolving in New Zealand and also to attempt to demonstrate how principles of critical pedagogy may be translated into pedagogical practices. Yet, I am also aware, as was Degener, that by adopting a critical theoretical and pedagogical approach, which advocates initiatives and changes within the existing political and education systems, that the research may be open to criticism from the critical theorists who see the only way forward as being that of fundamental economic redistribution of wealth within democratic societies. In terms of professional practice, this research has provided personal insights on how to frame the wider sociological and philosophical dilemmas in designing and evaluating foundation programmes within the constraints of nationally prescribed quality assurance, accreditation and approval criteria for educational programmes. As an idealist, I embrace the social justice notions of the right for each individual to have access to education which will enable them to recognise their

individual and unique potential. As a pragmatist, I am fully aware of the need to develop programmes within a political and quality assurance environment that focusses on results and performance criteria measures that will ensure the sustainability of the programmes for as long as they are needed. I took heart in the reflections of Belzer (2004) in her introduction to *Blundering towards critical pedagogy,* which became almost a creed as the analysis of the research findings progressed.

I strive to enact a critical pedagogy. This short statement can mean many things. But for me it means creating a classroom context that encourages critical analyses of the social circumstances that press us into fulfilling certain roles and expectations based on race, class, gender, and a host of other socially constructed categories. I hope that more or better critical analysis will lead individual and groups to take action to bring about a more just and equitable world. I enact this pedagogy in many ways, including attempting to redefine traditional teacher-student roles. I invite learners to take an active role in constructing the learning context; build instruction explicitly around learners' day-to-day (outside of school) needs, interests, and experiences; and use materials and activities that build on learner's strengths rather than focus on their deficits. In other words, I try to model much of what I hope for in the wider social context in classroom interactions. I believe that inviting learners to take an active role in their learning and connected learning in school to events and activities outside of school encourages learners to develop their ability to make significant personal and social change. Even when curriculum is not explicitly focused on topics related to social justice, equity and other issues of social change, it is implicitly taking a critical stance on power relationships inside and outside the classroom. (Belzer, 2004, p. 5)

A further reflection considered to be worthy of note is on the potential power of constructivist grounded theory to develop new theory, models or conceptual frameworks. Urquhart's (2013) insight into the nature of grounded theory methodology is that this methodology "does not fit well with the PhD process, but that's not an argument for not using it" (p. 179). The practical barriers that Urquhart observes that are of particular challenge for PhD students exist within the time factors required for both the fieldwork and the analysis. There is no doubt that this approach has presented these challenges, yet a thorough exploration of the themes and the development of the foundation education conceptual framework was only made possible through the use of constructivist grounded theory processes and analytical strategies. Given the high response rate, size of the transcripts, and the documentation amassed, the volume of information that was generated for analysis was quite a challenge and at times the

coding process was daunting.   Line-by-line coding of the transcripts, while exhaustive and at times exhausting, enabled the analysis to remain as true to the information provided within the transcripts as possible, constant comparison with document analysis and personal observation was often a challenge. I concur with Urquhart (2013), that although the time it takes to do the analysis of the data is greater, writing up the findings, or in this case the development of the foundation education conceptual model was "much easier and takes less time than usual because the write-up already has the foundation of an extensive analysis" (p. 179). I also took courage with Urquhart's comments on the issue of temperament of the researcher.

> Detailed, painstaking analysis does not suit everyone, even if there is also a great deal of space in GTM for creative insights about the data. Researchers do have to be able to see it through and be persistent and optimistic when it seems to be going nowhere. The rewards are great. (Urquhart, 2013, p. 180)

My final reflection gained from this research endeavour, which I believe has the greatest potential for manifesting change at both the policy and practice level within foundation education in New Zealand, lies within the passion and dedication of the individuals who work in the field, which I believe is encapsulated within the richness and vibrancy contained of the 58 interviews. The selected quotes within the analysis and findings chapters are an endeavour to adequately reflect and represent the voices of those that are intimately involved in foundation education. EAWG (2012) notes that solutions are already to be found within the sector for implementing this research group's recommendations on an integrated framework for the provision of foundation programmes for priority learners in New Zealand and concludes "the fact that some providers are currently achieving excellent results shows that putting in place approaches and models of delivery that truly meet the needs of priority learners is not something that is beyond our grasp" (p. 6). I would take this comment a step further by recommending that with any new initiatives in foundation education, consideration should be given to tapping into the potential of the pool of dedicated professionals across the sector to truly enhance and develop foundation education provision in New Zealand.

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APPENDIX A   **PARTICIPANT INFORMATION AND CONSENT FORM**

A.1   Participant information sheet

Curtin University
Science and Mathematics Education Centre

Participant Information Sheet

My name is Nano Morris. I am currently completing a piece of research for my Doctor of Philosophy, Science and Mathematics Education at Curtin University, Western Australia.

Purpose of research
I am investigating foundation education at NorthTec within the context of the NZ Government's tertiary education policy for foundation learning and from the perspective of policymakers, management, administrators and educators that implement foundation level programmes.

This research builds on and extends existing research (Degener 2001, 2006) that characterised literacy programmes according to specific critical pedagogy precepts and applies these to the New Zealand context of foundation education policy and practice.

I hope to develop an analytical framework specific to foundation education in the New Zealand context which will enable stakeholders involved in foundation education to understand and work within a continuum of non-critical and critical aspects of programme design, delivery and evaluation as appropriate to the needs of students.

Your role
I am interested in finding out:

1.   How can Degener's analytical framework be applied to foundation programmes in New Zealand in order to develop a working model that incorporates a suitable critical theory framework?
2.   To what extent do policymakers in the foundation education area consider critical theory or critical pedagogy in the development of policy?

3. To what extent to managers or administrators within NorthTec reflect critical theory or critical pedagogy in the quality assurance, programme approval, delivery and review processes, staff development and support processes and mechanisms as they relate to foundation education provision.
4. To what extent do foundation education practitioners reflect critical theory or critical pedagogy in the six programme areas of programme philosophy, programme structure, curriculum, teacher development, teacher/parent relationship and assessment?
5. What relationships exist between the pedagogical practices of foundation education policymakers, programme managers/administrators and educators/practitioners and their beliefs regarding the function, value and intended outcomes of foundation programmes?

I will ask you a series of questions in an interview about your experience, opinions and beliefs around foundation education and the programmes or policy that you develop and/or implement.

The interview process will take approximately 60 minutes.

Consent to participate
Your involvement in the research is entirely voluntary. You have the right to withdraw at any stage without it affecting your rights or my responsibilities. When you have signed the consent form I will assume that you have agreed to participate and allow me to use your data in this research.

Confidentiality
The information you provide will be kept separate from your personal details, and only myself and my supervisor will only have access to this. The interview transcript will not have your name or any other identifying information on it and in adherence to University policy, the interview tapes and transcribed information will be kept in a locked cabinet for at least five years, before a decision is made as to whether it should be destroyed.

Further information
This research has been reviewed and given ethical clearance by Curtin University which has been endorsed by the NorthTec Research Committee. The Chief Executive at NorthTec has granted permission to conduct this research at NorthTec. If you would like further information about the study, please feel free to contact me on [private phone number provided] or [private mobile phone provided] or by email [private email provided]. Alternatively you can contact my supervisor Professor Darrell Fisher on +61 8 9266 3110 or d.fisher@curtin.edu.au.

Thank you very much for your involvement in this research.
Your participation is greatly appreciated.

A.2   Consent form

Curtin University

CONSENT FORM

_____

• I understand the purpose and procedures of the study.

• I have been provided with the participation information sheet.

• I understand that the procedure itself may not benefit me.

• I understand that my involvement is voluntary and I can withdraw at any time without problem.

• I understand that no personal identifying information like my name and address will be used in any published materials.

• I understand that all information will be securely stored for at least five years before a decision is made as to whether it should be destroyed.

• I have been given the opportunity to ask questions about this research.

• I agree to participate in the study outlined to me.

_____

Name: _____

Signature: _____

Date: _____

APPENDIX B   BACKGROUND   LETTERS   TO   POTENTIAL INTERVIEWEES

B.1   Background letter: foundation education tutors

Sent in 2012

Introducing my PhD research and a request for your help – Nano Morris

Your programme leader(s) and I recently had a discussion regarding my PhD and approaching you as foundation educators to help in the research. We agreed it would be sensible to give you the background as to why I am passionate about foundation education and the research topic.   This letter does not represent the participant information and consent form.   With your support I hope to interview each of individually (one hour interviews only) at a time/place that is convenient to you and will be given the information and consent form for you to sign immediately prior to the interview.

The research

As some of you may know, I am completing a PhD through Curtin University, Western Australia.   For some time I have been investigating foundation education at NorthTec within the context of the tertiary education policy for foundation learning and particularly from the perspective of educators who implement foundation level programmes.

The title of my research is:

> *Foundation education in the New Zealand tertiary sector: towards a conceptual framework for foundation learning provision and policy directions.*

There is no agreed definition of foundation education both internationally and within New Zealand. One complete chapter of my research is devoted to describing foundation education terminology within the New Zealand context.   For the purposes of this research foundation education is aimed at students who want to access tertiary education or work but lack the necessary qualifications or skills needed for direct entry. Foundation programmes typically address issues of equity, providing groups typically under-represented in mainstream tertiary education with pathways into tertiary education.   Foundation education is also recognised by foundation education professional associations in New Zealand as including bridging programmes and courses that through successful completion by enrolled learners enable entry into tertiary qualifications, typically at the degree level. Shifts in pedagogical philosophies over the last couple of decades towards humanistic and critical educational theory have seen foundation education practice move from a pre-dominantly remedial focus to being

identified as enabling education (in Australia), developmental education (in the USA) and access education or foundation learning (in the UK).

Up to the end of last year I was working at NorthTec as the Research Co-ordinator. However, many of you know how difficult it is to complete research while working. I have taken this year to work on the research full time with the goal of having the PhD submitted by the end of the year.

My research adopts a critical theory framework for the purposes of evaluating foundation adult education programmes to better inform policymakers, researchers and practitioners within the foundation education field in New Zealand. The critical theory framework used in this study arises from the work of Sophie C. Degener (2001, 2006) on critical and non-critical pedagogical practices of teachers in family literacy programmes within the USA. Degener's research, in particular her doctorate research at Harvard Graduate School of Education utilises an analytical framework based on critical theory precepts. This framework specifies four degrees of critical pedagogy across six elements of education programmes against a critical versus non-critical continuum. Her work is valuable as it provides a bridge across the divide of critical theorist and neo-liberal functionalist discourse regarding developmental adult education or what we refer to as foundation education in the New Zealand context.

Researchers and academics working in the field of foundation education within New Zealand have acknowledged the need for a critical theoretical or pedagogical perspective to balance what has been a predominately technicist or liberal functionalist approach to both policy and programme development (Benseman, 2008a; Tobias, 2006). However, both internationally and within New Zealand there is a dearth of research on foundation education from a critical theory perspective. There is also little evidence of the use of analytical models based on critical theoretical precepts to develop or evaluate foundation education and/or policy in New Zealand.

My research uses qualitative methodologies of grounded theory and the case study approach, to adapt and extend Degener's critical theory framework in the evaluation of:

- NorthTec's foundation programmes within the context of the New Zealand government's policy and strategic objectives for building foundation learning and skills;
- NorthTec's governance, management, quality assurance systems and requirements; and
- NorthTec's foundation educator's philosophies and practice in the delivery of foundation programmes.

This framework contextualised for the New Zealand foundation education field may assist in alleviating the divide between schools of thought which place critical theory or emancipatory/transformative approach at one end of the continuum and liberal functionalists at the other end. The issue is that there is a tendency within this divide to view the critical theorists as impracticable or unrealistic in the application of their

paradigm to the 'real world' of the learning environment. At the other end of the spectrum the liberal functionalists or ameliorative approach is criticised as being politically naive and overly remedial and deficit or assimilative focussed in terms of desired outcomes.

As such, the major goal of this research is to develop an analytical framework and evaluative model, based on critical theory precepts that can be applied to foundation education in New Zealand in terms of both policy and practice. This framework will enable stakeholders involved in foundation education to understand and work within a continuum of non-critical and critical aspects of programme design, delivery and evaluation as appropriate to the needs of students.

Background and the germination of the research idea

Through my 20 plus years of experience in academic quality leadership or management roles at four ITPs (UNITEC, NorthTec, MIT and the Open Polytechnic) I have gained a degree of practice wisdom in translating government policy into operation in terms of the development, delivery and evaluation of academic programmes. The range of my experience has included all aspects of quality assurance, accreditation, programme and curriculum development as well as teaching and learning practices and academic staff development. Managing the tensions between the sometimes opposing philosophical and ideological stances between: government mandates and rules; the ITPs governance, management and quality assurance systems and requirements; tutors' and/or lecturers' imperatives and developmental needs; and student goals and other stakeholder expectations, has been a constant challenge. From a personal perspective, nowhere has this challenge been more apparent than at the foundation learning and/or programme level.

I have always been involved in adult developmental education though working in the tertiary sector. However, my first academic management/quality assurance experience specific to foundation education as a distinct educational field was in 1999 at NorthTec. The challenges faced at NorthTec in facilitating the approval of a centralised foundation education programme sowed the seed for my interest in this area of provision. Over the last decade, I have observed significant growth in the development of the body of knowledge within the field of foundation education practice and research in New Zealand (Benseman, 2003a; Benseman and Sutton, 2008a). Alongside this growth has been a clear focus on building foundation skills as a government educational policy, strategic goal and priority within the government's Tertiary Education Strategies. There has also been significant investment in funding through the Tertiary Education Commission specifically for literacy and numeracy services and resources.

In my various roles as an academic manager I have had direct experience with the frustration of many passionate educational administrators and educators, who intrinsically understand the need to incorporate a holistic approach to the teaching and learning process in order to develop pedagogically sound programmes. However, these educators are required to work within the boundaries of what is often perceived to be overly mechanistic and functional policy directives and funding rules. While valuing the

intended outcomes of foundation programmes (skill acquisition leading to employment and/or the attainment of academic skills and knowledge necessary for further education) I have become increasingly sceptical of the usefulness of approaches to foundation education that are solely skill or competency based. Foundation education policy directives have become increasingly focused on the achievement of measurable outcomes such as qualification completion and skill acquisition. In translating such policy into practice, I have observed that the tensions and conflicts in developing, delivering and evaluating foundation programmes are much more evident in these programmes than from any other field or discipline delivered by ITPs. This has led me to critically reflect on why this is the case.

From my personal perspective and experience it seems evident that many of the tensions arise from a clash of philosophies and beliefs as to the value and function of foundation education. This tension has been observed by others who have conducted postgraduate research in the field of foundation or bridging education (Coltman, 2004; Morgan, 2003; Walker, 2008).

> *The tension appears to arise from a mismatch between educator's philosophical beliefs (of equity, social engagement, involvement in learning processes, as highlighted in personal background and practices within an environment of immense diversity of student) and institutional needs in bridging students into tertiary education. (Morgan, 2003, p. 9)*

I have observed that this philosophical tension does occur in other areas of delivery of academic programmes. However, in the foundation education field the intensity of the tension may be due to factors such as:

- The relative 'newness' of the field in New Zealand;
- The marginalisation of both educators and the target groups of students; and
- Polarisation or dichotomy between the technicist or liberal functionalist paradigm of policymakers and that of the practitioners or educators working in the field.

From my observations and discussions many of foundation educators, while practical and outcome focussed in their delivery style, tend to espouse more towards pedagogies based on social action, emancipatory or transformational concepts (Benseman, 2008a; Tobias, 2006). Despite this the manifest adoption of Freirean type programmes is not prevalent within ITPs. It needs to be recognised that individual educators do not have a great deal of influence on the accreditation, approval and funding decisions in the development of academic programmes which determine to a large degree the structure, content and outcomes of a programme or qualification. Benseman (1998, 2008a) argues that, despite Freire's international prominence in the field of adult education his influence on New Zealand adult education, specifically on adult literacy has not been great, especially at the level of practice within programmes.

> *Few, if any, current adult literacy practitioners would claim that they were running 'Freirean programmes'. This is probably more so now in the 1990s with*

its managerialist ethos and New Right environment, where it can be political suicide to publicly proclaim a revolutionary intent of even modest proportions. (Benseman, 1998, p. 23-24)

In working with educators in development and evaluation of foundation programmes I have encountered a more critical pedagogical approach in practice than exists within with the formally approved programme documentation. For example, in both formal and informal discussions regarding the needs of the students within these programmes foundation educators are more likely to use terminology that is associated with Freirean concepts such as transformational education and espouse the value of learner-centred pedagogies.

Many foundation educators and a number of academic managers who I have worked with have expressed a fundamental clash or disquiet with what is perceived as policy driven by liberal functionalist or technicist motivators. For successful outcomes from foundation learning there is a need for a more humanistic and transformational philosophical approach in order to best serve students.

> *A common philosophy among Aotearoa/New Zealand bridging educators is that in delivering programmes that assist students to gain the necessary skills and qualifications for success in tertiary programmes it is necessary to recognise that students are full human beings. Students' attitudes towards learning, their motivation, their self-concepts and their confidence have as much or more to do with their success as does the acquisition of academic skills and content knowledge. Bridging education programmes need to consist of more than just isolated or 'low level' courses and support services. They need also to provide a variety of courses that meet a range of identified learning needs, activities and support services all based on a bridging philosophy. Bridging courses, activities and services need to be led by academic professionals who also value and understand the contribution research can make to practice, and are reflective practitioners. (Coltman, 2004, p. 6)*

Another tension is the perception that much of the current research in foundation education provision (specifically with regard to Literacy, Language and Numeracy or LLN) has been funded to substantiate the goals of particular Tertiary Education Strategies, which with succeeding governments, have morphed over time to focus on 'valued outcomes' and productivity indicators. Recognising that much of the theory and research underpinning both policy and funded practice in foundation education is grounded implicitly or explicitly in technicist and liberal functionalist discourses (Tobias, 2006) existing funding mechanisms and rules (in particular for adult literacy) mean that it is difficult to put forward programmes that challenge the status quo in even a modest way (Benseman, 1998, 2008a).

> *[In New Zealand] where the dominance of government funding with its assumption of political neutrality constraints for foundation skills, makes it difficult to run overtly political programmes (Benseman 1985), but practitioners*

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often have some degree of autonomy within their classroom walls. (Benseman, 2008a, p. 14)

Through my experience I also believe that there exists a degree of suspicion from some educators that I have worked with regarding the independence of government sponsored research within the foundation education and adult literacy field. Programme developers will 'jump through the hoops' with regard to accreditation, approval and other quality assurance and reporting requirements. However, within the actual delivery of the programmes I agree with Benseman's (2008a) statement above that more is happening within the learning environment than a single minded focus on skill acquisition and attaining the desired retention and completion outcomes. This stance is reflected in postgraduate research conducted in the foundation education field, for example:

> *Bridging education provision in the polytechnic sector, whilst diverse in terms of the models of delivery, is based on core operational components and philosophies. The use of pre-entry or early assessment to determine student needs continues throughout programmes with on-going assessment being used to guide individual learning. Programme quality is measured by the ability of programmes to meet their purpose, which in the polytechnic context is to assist under-prepared students to gain skills and qualifications and entry to mainstream tertiary courses. The need for highly trained and skilled staff, in learning theory and practice as well as specific content, is reflected in bridging philosophies. These beliefs are core to bridging education delivery: bridging education must be approached holistically recognising that students are complex entities. Their learning/acquisition of skills must be seen in the context of their day to day lives, cultural heritage, and future aspirations. (Coltman, 2004, p. 7)*

Over the course of the last decade within the political environment I have observed an ever increasing technicist and functionalist focus for foundation education funding and provision. The mind-set that the purpose of foundation education is to increase productivity outcomes have strengthened with the related educational policies and strategies of the National Government elected in 2008. Combined with the fiscal retrenchment in the ITP Sector; increased government intervention and control in the governance of ITPs (the 2009 Education (Polytechnics) Amendment Bill), and a policy focus on workplace literacy, there appears to be little support or funding for approaches to foundation education which enable the adoption of critical programmes or critical programme analysis.

I believe I have an affinity with the educators, tutors and lecturers who remain intensely passionate (and often protective) about the success of their students, despite expressed frustrations in dealing with the complex and ever changing policies and quality assurance requirements that face the ITP sector. When I came across Degener's analytical framework in my musing on foundation education, it seemed logical to my way of thinking and experience that this could be a practical but sophisticated tool for evaluating foundation education in the New Zealand context from a critical theoretical perspective. This tool if enhanced and extended to the policymaker and management levels, could potentially enable all parties involved in foundation education to better

understand and communicate around the multifaceted issues for the development, delivery and evaluation of foundation programmes that meet the criteria of success for all stakeholders, but most importantly that of the students.

Approvals and ethical clearance

This research has been approved and given ethical clearance by Curtin University which has been endorsed by the NorthTec Research Committee. The Chief Executive at NorthTec has granted permission to conduct this research at NorthTec.

Further information
If you would like further information about the study, please feel free to contact me on [private phone number provided] or [private mobile phone provided] or by email [private email provided]. Alternatively you can contact my supervisor Professor Darrell Fisher on +61 8 9266 3110 or d.fisher@curtin.edu.au.

I hope you have found this background of interest and I look forward to contacting you shortly to invite you to participate in the research.

Kind regards

Nano Morris

B.2   Background letter: managers/administrators and policymakers/influencers

Sent in 2012

Introducing my PhD research and a request for your help – Nano Morris

This letter provides background as to why I am passionate about foundation education and the research topic. This letter does not represent the participant information and consent form. With your support I hope to interview you individually (one hour interviews only) at a time/place that is convenient to you and I will provide the information and consent form for you to sign prior to the interview.

The research

I am completing a PhD through Curtin University, Western Australia.   For some time I have been investigating foundation education at NorthTec within the context of the tertiary education policy for foundation learning and particularly from the perspective of:

- Educators who implement foundation level programmes;
- Managers, administrators and/or support people who make decisions and/or provide support for foundation programmes; and
- Policymakers and influencers who have an impact on foundation education provision in New Zealand.

The title of my research is:

> *Foundation education in the New Zealand tertiary sector: towards a conceptual framework for foundation learning provision and policy directions.*

There is no agreed definition of foundation education both internationally and within New Zealand. One complete chapter of my research is devoted to describing foundation education terminology within the New Zealand context. For the purposes of this research foundation education is aimed at students who want to access tertiary education or work but lack the necessary qualifications or skills needed for direct entry. Foundation programmes typically address issues of equity, providing groups typically under-represented in mainstream tertiary education with pathways into tertiary education.   Foundation education is also recognised by foundation education professional associations in New Zealand as including bridging programmes and courses that through successful completion by enrolled learners enable entry into tertiary qualifications, typically at the degree level. Shifts in pedagogical philosophies over the last couple of decades towards humanistic and critical educational theory have seen foundation education practice move from a pre-dominantly remedial focus to being

identified as enabling education (in Australia), developmental education (in the USA) and access education or foundation learning (in the UK).

I have taken this year to work on the research full time with the goal of having the PhD submitted by the end of the year.

My research adopts a critical theory framework for the purposes of evaluating foundation adult education programmes to better inform policymakers, researchers and practitioners within the foundation education field in New Zealand. The critical theory framework used in this study arises from the work of Sophie C. Degener (2001, 2006) on critical and non-critical pedagogical practices of teachers in family literacy programmes within the USA. Degener's research, in particular her doctorate research at Harvard Graduate School of Education utilises an analytical framework based on critical theory precepts. This framework specifies four degrees of critical pedagogy across six elements of education programmes against a critical versus non-critical continuum. Her work is valuable as it provides a bridge across the divide of critical theorist and neo-liberal functionalist discourse regarding developmental adult education or what we refer to as foundation education in the New Zealand context.

Researchers and academics working in the field of foundation education within New Zealand have acknowledged the need for a critical theoretical or pedagogical perspective to balance what has been a predominately technicist or liberal functionalist approach to both policy and programme development (Benseman, 2008a; Tobias, 2006). However, both internationally and within New Zealand there is a dearth of research on foundation education from a critical theory perspective. There is also little evidence of the use of analytical models based on critical theoretical precepts to develop or evaluate foundation education and/or policy in New Zealand.

My research uses qualitative methodologies of grounded theory and the case study approach, to adapt and extend Degener's critical theory framework in the evaluation of:

- NorthTec's foundation programmes within the context of the New Zealand government's policy and strategic objectives for building foundation learning and skills;
- NorthTec's governance, management, quality assurance systems and requirements; and
- NorthTec's foundation educator's philosophies and practice in the delivery of foundation programmes.

This framework contextualised for the New Zealand foundation education field may assist in alleviating the divide between schools of thought which place critical theory or emancipatory/transformative approach at one end of the continuum and liberal functionalists at the other end. The issue is that there is a tendency within this divide to view the critical theorists as impracticable or unrealistic in the application of their paradigm to the 'real world' of the learning environment. At the other end of the spectrum the liberal functionalists or ameliorative approach is criticised as being

politically naive and overly remedial and deficit or assimilative focussed in terms of desired outcomes.

As such, the major goal of this research is to develop an analytical framework and evaluative model, based on critical theory precepts that can be applied to foundation education in New Zealand in terms of both policy and practice. This framework will enable stakeholders involved in foundation education to understand and work within a continuum of non-critical and critical aspects of programme design, delivery and evaluation as appropriate to the needs of students.

Background and the germination of the research idea

Through my 20 plus years of experience in academic quality leadership or management roles at four ITPs (UNITEC, NorthTec, MIT and the Open Polytechnic) I have gained a degree of practice wisdom in translating government policy into operation in terms of the development, delivery and evaluation of academic programmes. The range of my experience has included all aspects of quality assurance, accreditation, programme and curriculum development as well as teaching and learning practices and academic staff development. Managing the tensions between the sometimes opposing philosophical and ideological stances between: government mandates and rules; the ITPs governance, management and quality assurance systems and requirements; tutors' and/or lecturers' imperatives and developmental needs; and student goals and other stakeholder expectations, has been a constant challenge. From a personal perspective, nowhere has this challenge been more apparent than at the foundation learning and/or programme level.

I have always been involved in adult developmental education though working in the tertiary sector. However, my first academic management/quality assurance experience specific to foundation education as a distinct educational field was in 1999 at NorthTec. The challenges faced at NorthTec in facilitating the approval of a centralised foundation education programme sowed the seed for my interest in this area of provision. Over the last decade, I have observed significant growth in the development of the body of knowledge within the field of foundation education practice and research in New Zealand (Benseman, 2003a; Benseman 2008a). Alongside this growth has been a clear focus on building foundation skills as a government educational policy, strategic goal and priority within the government's Tertiary Education Strategies. There has also been significant investment in funding through the Tertiary Education Commission specifically for literacy and numeracy services and resources.

In my various roles as an academic manager I have had direct experience with the frustration of many passionate educational administrators and educators, who intrinsically understand the need to incorporate a holistic approach to the teaching and learning process in order to develop pedagogically sound programmes. However, these educators are required to work within the boundaries of what is often perceived to be overly mechanistic and functional policy directives and funding rules. While valuing the intended outcomes of foundation programmes (skill acquisition leading to employment and/or the attainment of academic skills and knowledge necessary for further education)

I have become increasingly sceptical of the usefulness of approaches to foundation education that are solely skill or competency based. Foundation education policy directives have become increasingly focused on the achievement of measurable outcomes such as qualification completion and skill acquisition. In translating such policy into practice, I have observed that the tensions and conflicts in developing, delivering and evaluating foundation programmes are much more evident in these programmes than from any other field or discipline delivered by ITPs. This has led me to critically reflect on why this is the case.

From my personal perspective and experience it seems evident that many of the tensions arise from a clash of philosophies and beliefs as to the value and function of foundation education. This tension has been observed by others who have conducted postgraduate research in the field of foundation or bridging education (Coltman, 2004; Morgan, 2003; Walker, 2008).

> *The tension appears to arise from a mismatch between educator's philosophical beliefs (of equity, social engagement, involvement in learning processes, as highlighted in personal background and practices within an environment of immense diversity of student) and institutional needs in bridging students into tertiary education. (Morgan, 2003, p. 9)*

I have observed that this philosophical tension does occur in other areas of delivery of academic programmes. However, in the foundation education field the intensity of the tension may be due to factors such as:

- The relative 'newness' of the field in New Zealand;
- The marginalisation of both educators and the target groups of students; and
- Polarisation or dichotomy between the technicist or liberal functionalist paradigm of policymakers and that of the practitioners or educators working in the field.

From my observations and discussions many of foundation educators, while practical and outcome focussed in their delivery style, tend to espouse more towards pedagogies based on social action, emancipatory or transformational concepts (Benseman, 2008a; Tobias, 2006). Despite this the manifest adoption of Freirean type programmes is not prevalent within ITPs. It needs to be recognised that individual educators do not have a great deal of influence on the accreditation, approval and funding decisions in the development of academic programmes which determine to a large degree the structure, content and outcomes of a programme or qualification. Benseman (1998, 2008a) argues that, despite Freire's international prominence in the field of adult education his influence on New Zealand adult education, specifically on adult literacy has not been great, especially at the level of practice within programmes.

> *Few, if any, current adult literacy practitioners would claim that they were running 'Freirean programmes'. This is probably more so now in the 1990s with its managerialist ethos and New Right environment, where it can be political*

suicide to publicly proclaim a revolutionary intent of even modest proportions. (Benseman, 1998, p. 23-24)

In working with educators in development and evaluation of foundation programmes I have encountered a more critical pedagogical approach in practice than exists within with the formally approved programme documentation. For example, in both formal and informal discussions regarding the needs of the students within these programmes foundation educators are more likely to use terminology that is associated with Freirean concepts such as transformational education and espouse the value of learner-centred pedagogies.

Many foundation educators and a number of academic managers who I have worked with have expressed a fundamental clash or disquiet with what is perceived as policy driven by liberal functionalist or technicist motivators. For successful outcomes from foundation learning there is a need for a more humanistic and transformational philosophical approach in order to best serve students.

> *A common philosophy among Aotearoa/New Zealand bridging educators is that in delivering programmes that assist students to gain the necessary skills and qualifications for success in tertiary programmes it is necessary to recognise that students are full human beings. Students' attitudes towards learning, their motivation, their self-concepts and their confidence have as much or more to do with their success as does the acquisition of academic skills and content knowledge. Bridging education programmes need to consist of more than just isolated or 'low level' courses and support services. They need also to provide a variety of courses that meet a range of identified learning needs, activities and support services all based on a bridging philosophy. Bridging courses, activities and services need to be led by academic professionals who also value and understand the contribution research can make to practice, and are reflective practitioners. (Coltman, 2004, p. 6)*

Another tension is the perception that much of the current research in foundation education provision (specifically with regard to Literacy, Language and Numeracy or LLN) has been funded to substantiate the goals of particular Tertiary Education Strategies, which with succeeding governments, have morphed over time to focus on 'valued outcomes' and productivity indicators. Recognising that much of the theory and research underpinning both policy and funded practice in foundation education is grounded implicitly or explicitly in technicist and liberal functionalist discourses (Tobias, 2006) existing funding mechanisms and rules (in particular for adult literacy) mean that it is difficult to put forward programmes that challenge the status quo in even a modest way (Benseman, 1998, 2008a).

> *[In New Zealand] where the dominance of government funding with its assumption of political neutrality constraints for foundation skills, makes it difficult to run overtly political programmes (Benseman 1985), but practitioners often have some degree of autonomy within their classroom walls. (Benseman, 2008a, p. 14)*

Through my experience I also believe that there exists a degree of suspicion from some educators that I have worked with regarding the independence of government sponsored research within the foundation education and adult literacy field. Programme developers will 'jump through the hoops' with regard to accreditation, approval and other quality assurance and reporting requirements. However, within the actual delivery of the programmes I agree with Benseman's (2008a) statement above that more is happening within the learning environment than a single minded focus on skill acquisition and attaining the desired retention and completion outcomes. This stance is reflected in postgraduate research conducted in the foundation education field, for example:

> *Bridging education provision in the polytechnic sector, whilst diverse in terms of the models of delivery, is based on core operational components and philosophies. The use of pre-entry or early assessment to determine student needs continues throughout programmes with on-going assessment being used to guide individual learning. Programme quality is measured by the ability of programmes to meet their purpose, which in the polytechnic context is to assist under-prepared students to gain skills and qualifications and entry to mainstream tertiary courses. The need for highly trained and skilled staff, in learning theory and practice as well as specific content, is reflected in bridging philosophies. These beliefs are core to bridging education delivery: bridging education must be approached holistically recognising that students are complex entities. Their learning/acquisition of skills must be seen in the context of their day to day lives, cultural heritage, and future aspirations. (Coltman, 2004, p. 7)*

Over the course of the last decade within the political environment I have observed an ever increasing technicist and functionalist focus for foundation education funding and provision. The mind-set that the purpose of foundation education is to increase productivity outcomes have strengthened with the related educational policies and strategies of the National Government elected in 2008. Combined with the fiscal retrenchment in the ITP Sector; increased government intervention and control in the governance of ITPs (the 2009 Education (Polytechnics) Amendment Bill), and a policy focus on workplace literacy, there appears to be little support or funding for approaches to foundation education which enable the adoption of critical programmes or critical programme analysis.

When I came across Degener's analytical framework in my musing on foundation education, it seemed logical to my way of thinking and experience that this could be a practical but sophisticated tool for evaluating foundation education in the New Zealand context from a critical theoretical perspective. This tool if enhanced and extended to the policymaker and management levels, could potentially enable all parties involved in foundation education to better understand and communicate around the multifaceted issues for the development, delivery and evaluation of foundation programmes that meet the criteria of success for all stakeholders, but most importantly that of the students.

Approvals and ethical clearance

This research has been approved and given ethical clearance by Curtin University which has been endorsed by the NorthTec Research Committee. The Chief Executive at NorthTec has granted permission to conduct this research at NorthTec.

Further information

If you would like further information about the study, please feel free to contact me on [private phone number provided] or [private mobile phone provided] or by email [private email provided]. Alternatively you can contact my supervisor Professor Darrell Fisher on +61 8 9266 3110 or d.fisher@curtin.edu.au.

I hope you have found this background of interest and hope that you can participate in the research.

Kind regards

Nano Morris

B.3   Initial email sent to the foundation education tutors

Hi [name of interviewee]

The purpose of this email is to introduce my research to you as educators in the foundation learning area. I am a PhD student researching Foundation Education in New Zealand and NorthTec is the primary case study, with you as a key focus and source of information. The attached letter explains my research, its importance, some of the issues/challenges facing foundation education and why I am passionate about this field.

I have the approval from the Chief Executive to conduct the research at NorthTec. The NorthTec Research Committee has endorsed the ethical clearance for the research given by Curtin University, Western Australia (where I am enrolled for the Doctorate). Both your director and programme leader support the research.

Your programme leader and I recently had a discussion regarding the best way to approaching you as foundation educators to help in the research. We recognise that you are very busy people and that agreed that an email and background letter would paint a picture of the research for you. This email and letter does not represent the participant information and consent form. I will be approaching you individually soon to ask you to participate in the research. If you agree to participate I will provide an information and consent form for you to sign prior to the interview. I will arrange for an interview at your convenience which will take one hour only, where I will ask a series of questions about your experience and thinking around foundation programmes. For those that are based outside of Whāngārei I will be travelling to you. You do not need to do any preparation for the interview as I hope to gain all the information needed at the interview. As the number of foundation educators at NorthTec is quite small (compared to larger Polytechnics and programme areas) it is very important to the research that I interview as many of you as possible. As such my goal is to do everything I can to conduct the interview at time/place that is convenient to you and answer any questions or concerns prior to this.

It would be great if you could find some time to read the attached and I hope that you find the research of interest to you both personally and professional. If you have any questions or feedback (which I welcome at any time) please do not hesitate to contact me via email or by contacting me as per the contact details given in the attached letter. I am also happy to meet with you individually or at one of your team meetings (if invited) to discuss the research.

Your support and hopefully involvement in the research is greatly appreciated.

Kind regards

Nano Morris

[Private phone number and mobile number provided]

B.4 Initial email sent to the managers and administrators

Hi [name of interviewee]

The purpose of this email is to introduce my PhD research to you and let you know that after the Easter Break I will be inviting you to help me in the research through participating in a one hour interview with me to explore your perceptions/experience of foundation education from your perspective as [a manager or administrator].

I am completing a PhD through Curtin University, Western Australia. For some time I have been investigating foundation education at NorthTec within the context of the tertiary education policy for foundation learning and particularly from the perspective of educators, managers /administrators/support-services, and policymakers/influencers involved in foundation education.   The title of my research is: *Foundation education in the New Zealand tertiary sector: towards a conceptual framework for foundation learning provision and policy directions.*

There is no agreed definition of Foundation Education. One complete chapter of my research is devoted to defining foundation education terminology. For the purposes of this research foundation education is aimed at students who want to access tertiary education or work but lack the necessary qualifications or skills needed for direct entry. As such the research focuses on both centralised or generic NorthTec foundation programmes as well as other NorthTec programmes/course that have a foundation learning component that will enable students access to further education or employment opportunities.

I am in the process of interviewing the foundation education tutors and some interesting themes are emerging. The next level of the research is to explore your perceptions in your roles at NorthTec. The attached letter explains my research, its importance, some of the issues/challenges facing foundation/bridging education and why I am passionate about this field.

I have approval from the Chief Executive to conduct the research at NorthTec. The NorthTec Research Committee has endorsed the ethical clearance for the research given by Curtin University. This email and letter does not represent the participant information and consent form. If you agree to participate I will provide the information and consent form for you to sign prior to the interview. I will arrange for an interview at a time of your convenience (sometime after the Easter Break) where I will ask a series of questions about your experience and thinking around foundation programmes. You do not need to do any preparation for the interview as I hope to gain all the information needed at the interview. As the number of managers/administrators at NorthTec is quite small it is very important to the research that I interview as many of you as possible. I realise how busy you are, as such my goal is to do everything I can to conduct the interview at time/place that is convenient to you and answer any questions or concerns prior to this. I can hold this interview on or off-campus, including Skyping if this suits you.

It would be great if you could find some time to read the attached and I hope that you find the research of interest to you both personally and professionally. If you have any questions or feedback (which I welcome at any time) please do not hesitate to contact me via email or by contacting me as per the contact details below. If you have already decided that you are happy to participate in the research can you reply as such to this email and indicate what times/dates in the next couple of months would best suit you for the interview? Perhaps your PA could find some time in your calendar for you? If I do not hear from you, after the Easter break I will contact you to provide an opportunity to answer any questions and schedule the interview.

Your support and hopefully involvement in the research is greatly appreciated.

Kind regards
Nano Morris
[Private phone number and mobile number provided]

B.5   Initial email sent to the managers and administrators of programmes that NorthTec foundation programmes pathway into

Hi [name of interviewee]

You may know that this year I am working on completing a PhD through Curtin University, Western Australia. For some time I have been investigating foundation education at NorthTec within the context of the tertiary education policy for foundation learning and particularly from the perspective of educators, managers/administrators/support-services, and policymakers/influencers involved in foundation education.

The purpose of this email is to invite you to help me in the research (perhaps over a cup of coffee) to explore your perceptions/experience as on the foundation programme/courses that pathway into your programme area. I will only need approximately half an hour to forty minutes of your time. I have completed interviewing the foundation education tutors and most of the managers/administrators involved in foundation education at NorthTec. A number of interesting themes are emerging which I hope will inform foundation education when the research is completed. It would be very helpful to have an opportunity to hear your opinions and experiences of the foundation programme/courses and how well these prepare students to enter your degree. The title of my research is: *Foundation education in the New Zealand tertiary sector: towards a conceptual framework for foundation learning provision and policy directions.*

To date there is no agreed definition of Foundation Education. One chapter of my research is devoted to defining foundation education terminology. For the purposes of this research foundation education is aimed at students who want to access tertiary education or work but lack the necessary qualifications or skills needed. The research focuses on both centralised or generic NorthTec foundation programmes as well as other NorthTec programmes/courses that have a foundation learning component that will enable students' access to further education or employment opportunities.

The attached letter explains my research, its importance, some of the issues/challenges facing foundation/bridging education and why I am passionate about this field. I have the support of NorthTec's Chief Executive to conduct the research using NorthTec as my primary case study. The NorthTec Research Committee has endorsed the ethical clearance for the research given by Curtin University.

This email and letter does not represent the participant information and consent form. If you agree to participate I will provide an information and consent form for you to sign prior to meeting with you and I will record our discussion. You do not need to do any preparation as all the information needed will be gained when we meet. I realise how busy you are, as such my goal is to do everything I can to meet with you at time that is convenient to you (after hours or in the weekends if this suits) and answer any questions or concerns prior to this. If you have any questions or feedback (which I welcome at any time) please do not hesitate to contact me via email or by contacting me as per the contact details below.

If you are happy to participate in the research can you reply as such to this email and indicate what times/dates would best suit you or I can send you a meeting request and you can adjust this accordingly.

Your support of my research would be greatly appreciated.

I look forward to hearing from you.

Kind regards
Nano Morris
[Private phone number and mobile number provided]

B.6   Initial email sent to the policymakers and influencers

Hi [name of interviewee]

The purpose of this email is to invite you to help me in the research through participating in a one hour interview with me to explore your perceptions/experience of foundation education, in particular from your role as [policymaker or influencer]

This year I am working on completing a PhD through Curtin University, Western Australia. For some time I have been investigating foundation education at NorthTec within the context of the tertiary education policy for foundation learning and particularly from the perspective of educators, managers /administrators/support-services, and policymakers/influencers involved in foundation education. I have completed interviewing the foundation education tutors and most of the managers/administrators involved in foundation education at NorthTec. A number of interesting themes are emerging which I hope will inform foundation education when the research is completed. This stage of the research is to explore the perceptions and thinking of policymakers/influencers such as yourself. The title of my research is: *Foundation education in the New Zealand tertiary sector: towards a conceptual framework for foundation learning provision and policy directions.*

To date there is no agreed definition of Foundation Education. One chapter of my research is devoted to defining foundation education terminology. For the purposes of this research foundation education is aimed at students who want to access tertiary education or work but lack the necessary qualifications or skills needed. The research focuses on both centralised or generic NorthTec foundation programmes as well as other NorthTec programmes/courses that have a foundation learning component that will enable students' access to further education or employment opportunities. The attached letter explains my research, its importance, some of the issues/challenges facing foundation/bridging education and why I am passionate about this field. I have the support of NorthTec's Chief Executive to conduct the research using NorthTec as my primary case study. The NorthTec Research Committee has endorsed the ethical clearance for the research given by Curtin University. My Supervisor's contact details are contained in the attached letter.

This email and letter does not represent the participant information and consent form. If you agree to participate I will provide the information and consent form for you to sign prior to the interview. I hope to arrange for an interview at a time of your convenience where I will ask a series of questions about your thinking around foundation education. You do not need to do any preparation as all the information needed will be gained at the interview. I realise how busy you are, as such my goal is to do everything I can to conduct the interview at time that is convenient to you (after hours or in the weekends if this suits) and answer any questions or concerns prior to this. If possible I hope that the interview can be conducted via Skype (user name – nano.morris) as I am based in Whāngārei and the sound quality of Skyping is quite good for audio recordings.

If you have any questions or feedback (which I welcome at any time) please do not hesitate to contact me via email or by contacting me as per the contact details below. If you are happy to participate in the research can you reply as such to this email and indicate what times/dates would best suit you for the interview? Your support of my research would be greatly appreciated, as the number of people involved in foundation education policy in NZ is quite small. If you are aware of any other persons at the policy/influencing level of foundation education that I should be approaching could you let me know who these are and I will contact them with an invitation to participate in the research.

I look forward to hearing from you.
Kind regards
Nano Morris
[Private phone number and mobile number provided]

APPENDIX C ETHICAL CLEARANCES AND APPROVALS

C.1 Ethical Clearance from Curtin University[96]
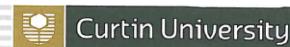
Curtin University

Science and Mathematics
Education Centre

GPO Box U1987
Perth Western Australia 6845

Telephone +61 8 9266 7896
Facsimile +61 8 9266 2503
Email inquiry@smec.curtin.edu.au
Web smec.curtin.edu.au

Ms Nano Morris
C/- NorthTec
Private Bag 9010
Whangarei 0148
New Zealand

Dear Ms Morris (ID 12768264)

In relation to your Doctor of Philosophy enrolment, this is to confirm that ethics clearance was gained within your candidacy approval (August 31, 2004) for the research proposal titled "An Analysis of the Development, Implementation and Evaluation of a Foundation Study Programme in a New Zealand Tertiary Institution within the Framework of the Government's Strategic Objectives for Foundation Education," and your research is considered of minimal risk. The approval is for the duration of your enrolment at Curtin University.

Yours sincerely.

Professor Darrell Fisher
Science and Mathematics Education Centre
Curtin University

Curtin University is a trademark of Curtin University of Technology. CRICOS Provider Code 00301J

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[96] Minor changes to the title of the thesis were approved by Curtin University after this letter was received

C.2   Request for access to NorthTec for research purposes [97]

Curtin University

Science and Mathematics
Education Centre

GPO Box U1987
Perth Western Australia 6845

Telephone +61 8 9266 7896
Facsimile +61 8 9266 2503
Email inquiry@smec.curtin.edu.au
Web smec.curtin.edu.au

To: Paul Binney, Chief Executive, NorthTec

Re: Request for access to institution for PhD research study

From: Nano Morris, Research Co-ordinator and Visiting Educator, NorthTec
            Student –Doctor of Philosophy - Science and Mathematics Education, Curtin
            University, Science and Mathematics Education Centre, Western Australia

Date: Monday, 12 September 2011

Dear Mr Binney

As you may be aware I am the Research Co-ordinator and a Visiting Educator at NorthTec
undertaking research study for the Doctor of Philosophy - Science and Mathematics Education at
Curtin University, Science and Mathematics Education Centre (SMEC), Western Australia. I would
like to ask permission to access your institution for this research study.

The following provides brief information on the research:

Title:

**Foundation Education Policy in Practice through the lens of a Critical Theoretical Framework: An
Evaluation of Foundation Education at a New Zealand Polytechnic within the context of Tertiary
Education Policy for Foundation Learning.**

Overview

The research study described in the dissertation adopts a critical theory framework for the purposes
of evaluating foundation adult education programmes to better inform policy makers, researchers
and practitioners within the foundation education field in New Zealand. The critical theory
framework used in this study arises from the work of Sophie C. Degener (2001, 2006) on critical and
non-critical pedagogical practices of teachers in family literacy programmes within the United States
of America (USA). Degener's research, in particular her doctorate research at Harvard Graduate
School of Education utilises an analytical framework based on critical theory precepts. This
framework specifies four degrees of critical pedagogy across six elements of education programmes
against a critical versus non-critical continuum. Her work is valuable as it provides a bridge across
the divide of critical theorist and neo-liberal functionalist discourse regarding developmental adult
education or what is referred to as foundation education in the New Zealand context.
Researchers and academics working in the field of foundation education within New Zealand have
acknowledged the need for a critical theoretical or pedagogical perspective to balance what has
been a predominately technicist or liberal functionalist approach to both policy and programme
development (Benseman, 2008; Tobias, 2006).

However, both internationally and within New Zealand there is a dearth of research on foundation
education programmes from a critical theory standpoint. There is also a lack of analytical models
based on critical theory precepts which can be applied or used for evaluation purposes, either of
policy or programmes, within the New Zealand context. For the purposes of this study, Degener's

Page 1

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[97] Minor changes to the title of the thesis were approved by Curtin University after this letter was sent

analytical framework that was applied within the context of family literacy programmes in the USA, has been adapted and extended for foundation education programmes within New Zealand.

Using qualitative methodologies of grounded theory and the exploratory case study approach, Degener's critical theory framework will be applied in the evaluation of NorthTec's foundation education programmes within the context of: the New Zealand government's policy and strategic objectives for building foundation learning and skills; NorthTec's governance, management, quality assurance systems and requirements; and NorthTec's foundation educators philosophies and practice in the delivery of foundation education programmes.

The major goal of this research is to develop a critical theory analytical framework or model that can be applied to the evaluation of foundation education in New Zealand in terms of both policy and practice. This framework incorporates critical theory precepts which will enable stakeholders involved in foundation education to understand and work within a continuum of non-critical and critical aspects of programme design, delivery and evaluation as appropriate to the needs of students. This framework may assist in alleviating the divide between schools of thought which place critical theory or emancipatory/transformative approach at one end of the continuum and liberal functionalists at the other end. There is a tendency within this divide to view the critical theorists as impracticable or unrealistic in the application of their paradigm to the 'real world' of the learning environment. At the other end of the spectrum the liberal functionalists or ameliorative approach is criticised as being politically naive and overly remedial, deficit or assimilative focussed in terms of desired outcomes. The results of this research will provide evaluative tools (for NorthTec) which use critical theory as a lens against which foundation education programmes can be designed, delivered and evaluated.

Request for Access

With your permission, I propose to interview staff involved in managing and delivering foundation learning programmes at NorthTec. The tutors would receive a consent form and information sheet approved by NorthTec's external Ethics advisor. Individual participant responses will be anonymous. The name of NorthTec will be included as it is the primary case study. I would also request access to programme and quality assurance documentation for the foundation level programmes.

A copy of the final dissertation will be provided to NorthTec. If you wish for further details of the research please do not hesitate to contact me or my supervisor. If you give consent, an email confirmation is fine. Contact details are provided below.

Thank you in anticipation of supporting this research.

Supervisor

Professor Darrell Fisher
Science and Mathematics Education Centre
Curtin University GPO Box 1987
Perth
WA 6845
Australia

Ph +61 8 92663110
Fax +61 8 9266 2503

D.Fisher@curtin.edu.au

Kind regards

Nano Morris
nmorris@northtec.ac.nz
09 4703737

650

C.3 Chief Executive's approval of access to NorthTec for research purposes

From: Nano Morris
Sent: Monday, 3 October 2011 2:04 p.m.
To: Lianne Hinge
Subject: RE: Request for Permission to Access NorthTec for PhD Research Purposes.

Hi Lianne
Can you please pass on my appreciation and thanks for this permission to Paul.
Kind regards
Nano

From: Lianne Hinge
Sent: Monday, 3 October 2011 1:48 p.m.
To: Nano Morris
Subject: RE: Request for Permission to Access NorthTec for PhD Research Purposes.

Hi Nano
Paul confirms he is happy to grant permission for you to access NorthTec's foundation programmes as outlined in your letter of request, for your PhD research. He notes that you will ask staff to participate during their own time and if they have no objection to this, he is happy for them to participate.
Many thanks

Lianne Hinge
PERSONAL ASSISTANT TO CHIEF EXECUTIVE
Office of the Chief Executive
P: +64 (9) 470 3736   M: 027 446 1934

From: Nano Morris
Sent: Sunday, 18 September 2011 12:27 p.m.
To: Paul Binney
Cc: Darrell Fisher
Subject: Request for Permission to Access NorthTec for PhD Research Purposes.

Dear Paul Binney
Please find attached a letter requesting permission to access NorthTec's foundation programmes and staff for my PhD research. The attached letter is supported by my Supervisor, Professor Darrell Fisher from Curtin University, Western Australia (his contact details are included in the attached letter).
Terry Barnett (via Ross Scobie) gave support to the research and access to institutional information when I took on the Visiting Educator role. As I have progressed the research now to the data collection phase (the conceptual framework, literature review and research design chapters have been submitted and have all gained support from my supervisor), I think it is appropriate to seek permission to continue the research from you.
Thank you for your consideration.
Kind regards
Nano Morris
RESEARCH CO-ORDINATOR AND VISITING EDUCATOR
Academic and Quality
P: +64 (9) 470 3737
M: 0212155884

C.4   NorthTec Research Committee acknowledgement of research approvals

Extract from:

**MINUTES OF THE NORTHTEC RESEARCH COMMITTEE MEETING HELD ON
THURSDAY, 13 OCTOBER 2011 AT 3.00PM IN ROOM 12**

PRESENT: Jane Arlidge (Chair), Sue Arnold, Nano Morris, Kura Te Waru-Rewiri, Lou van Es, Adrianne
Taungapeau, Dan Clark
IN ATTENDANCE: Selenta Orr (Minute Secretary)

6.3   Research Application: N Morris *(see agenda for title)*
         Ethics Clearance*: Curtin University* - N Morris
         CE Approval: *Access to NorthTec for Research purposes* - N Morris

IT WAS RESOLVED THAT the application for research by N Morris be received
                                                                    Arlidge/ Taungapeau

APPENDIX D   INTERVIEW SCHEDULES

D.1   Interview schedule for the foundation education tutors

<u>**Introduction and Overview**</u>

Thank you for agreeing to participate in this foundation education study and assisting me with my PhD research. By participating you will be helping provide foundation educators, policymakers and researchers with a better understanding of what goes on in the foundation education field in New Zealand.

This interview will ask you about what is important to you when you are delivering on foundation type programmes from an educator's perspective. For the purposes of this research I have adopted a broad definition of foundation programmes to include both second-chance and bridging education (at various NQF levels) which enable students to access to further education and job opportunities. I have included both the centralised foundation programmes as well as programmes/course that contain a foundation learning component in the research.

Your responses will remain completely confidential. Any answers you give will be combined with those of others and never identified as yours. This interview should take approximately 60 minutes.

Respondent ID:

<u>**Background Questions – Tutor**</u>

1.   What foundation programmes and courses do you teach at NorthTec?

2.   How long have you been teaching these programmes and courses?

3.   How long have you been a tutor?

4.   What other teaching/tutoring positions have you had?

5.   How did you come to be involved in foundation education?

6.   Do you currently teach on other programmes? If so what are these?

7.   What ethnicity group would you consider yourself to be?

8.   What language(s), if any do you speak other than English?

<u>**Background Questions – Students**</u>

9.   How many students do you work with?

10. What age do the students in your class tend to be? E.g. 16-20, 20-25, 25 and older?

11. How would you describe the socioeconomic level of the communities that your students' come from i.e., low, working class, middle class?

12. Do you know if your students receive financial assistance i.e., student allowance, special assistance from agencies such as WINZ?

13. How do most students come to be in your programme? E.g. are referred by agencies or teachers or enrol voluntarily?

14. Approximately how many of the students you work with are immigrants or foreign students? Where do they come from?

15. Approximately how many of the students you work with do not speak English as their first language?

16. Approximately how many of the students you work identify themselves as Maori?

17. Do what extent do you communicate with students in Te Reo while you are teaching? Do you think you should be communicating more in Te Reo? If so why?

18. Approximately how many of the students you work identify themselves as Pacific Islanders?

19. Approximately how many of the students you work identify themselves as European/Pakeha?

20. What would you say is the single most important need of the majority of your students e.g. literacy, numeracy, life skills, confidence.

Programme Philosophy and Goals

21. What is the purpose, in your opinion, of foundation programmes? Why is this important?

22. How is participating in a foundation programme different than participating in other NorthTec programmes?

23. Do you think foundation programmes work? Why or why not?

24. Why do you think some students start tertiary courses less ready than others? How can a foundation programme remedy that?

25. Has your thinking about foundation education changed since you first started in the field? Can you explain?

26. Who or what has been the most influential in your thinking about foundation education?

27. What do you think are the main goals of the students in your programme, please tick as appropriate (**Show Display Card One - Goals**)

28. What do you think is the best part of your programme?

29. What do you think needs to improve?

30. For what kinds of students do you think this programme is most successful? Least successful?

31. Are you aware of any specific foundation education policy or strategy at NorthTec? If so can you describe this and how you were made aware of it? How useful is this policy or strategy for your role in foundation education.

32. Are you aware of any specific government foundation education policy or strategy? If so can you describe this and how you were made aware of it? How useful is this policy or strategy for your role in foundation education.

33. Have you been involved in the development of policy around foundation education? If so can you describe what this was and how effective this has been in your enabling you to do your job at NorthTec?

Structure

34. Can you describe the structure of the programme(s) that you teach? i.e., what courses are offered, how long is the programme and how do students' progress through the programme?

35. Is the programme structure based on Unit Standards, Local Courses or a mixture of both?

36. How often does your class meet and how long are the classes? Where do they meet?

37. How do you use the programme approval document? How strongly do you feel obliged to keep with what is in this document? Why?

38. What is your involvement in the development of the programme approval document? Does this raise any issues for you?

39. How do you use the course and/or unit descriptors? How strongly do you feel obliged to keep with what is in these documents? Why?

40. What is your involvement in the development of the course and/or unit descriptors? Does this raise any issues for you?

41. Do you use the QMS or quality processes relevant to this programme? What do you use them for? How strongly do you feel obliged to these QMS or quality processes?

42. Does the programme structure ever change? Why or why not? How can changes be instigated?

43. How was the structure initially established? Who decided to start a foundation education programme?

44. Did students have any influence in developing the programme(s)? If so can you describe what influence they had?

45. What is important to you in the consultation and development process for foundation programmes?

46. In your opinion what are the most important contextual factors influencing programme or course development and design? Tick as appropriate. (**Display Card Two – Contextual Factors**)

47. How is the programme funded? For example, SAC, Youth Guarantee or don't know?

Curriculum

48. Who is responsible for developing the curriculum that is delivered in foundation education at NorthTec?

49. How do you receive the curriculum that you teach?

50. To what extent can you change/make adjustments to the approved curriculum that you teach?

51. Do you invite students to collaborate with you on developing the curriculum so that it that it best matches students' interests and backgrounds?

52. Do you incorporate teaching materials that students want to work into courses, even if you were not planning to? If so tick the materials as appropriate. How often does this happen? (**Show Display Card Three – Teaching Materials**)

53. Do you incorporate teaching activities that the students choose to do during class? If so tick the activities as appropriate. How often does this happen? (**Show Display Card Four – Teaching Activities**)

54. Do you use materials or activities that you are mandated to use even though you were not planning to or were reluctant to use? If so what were these, why were you not planning or reluctant to uses these and why do think it was mandated?

55. What are your favourite activities and/or materials to use in class? Why?

56. What parts of your classes do you think students like the most? Why?

57. To what extent do your students work in small groups (as opposed to the lecture style classes)?

58. Is there any part of your curriculum or programme that you feel are ineffective or that you don't like to use? Can you describe this?

59. If you were completely in charge of designing the curriculum or programme, what, if anything, would you change? Why?

60. How influential would you say students are in guiding what you do in class? Do you let students' out-of-class issues and needs guide the direction of the class? Explain?

61. How do you deal with the fact that students may be at different levels of skills e.g., numeracy, literacy?

62. How do you expect a programme to cater for the diversity of learners in the programme? Why is that important?

63. Do you ever allow your stronger students to act as teachers for your not so strong students?

64. Do you ever ask back graduated students to teach or work with current students?

65. Are the students you work with are capable of taking charge of their own learning if you need to step out of class?

66. Has your class work/discussions of students issues/problems in the Northland community ever lead to action out in the community e.g., writing letters, organising meetings?

67. Do students have any influence to change/amend the following programme areas? If so tick as appropriate the areas that they can influence (**Show Display Card Five -Programme Areas**).

68. Do tutors have any influence to change/amend the following programme areas? If so tick as appropriate the areas that they can influence (**Show Display Card Five -Programme Areas**).

69. Do NorthTec Managers have any influence to change/amend the following programme areas? If so tick as appropriate the areas that they can influence (**Show Display Card Five -Programme Areas**).

Student/Tutor Relationships

70. What are the common practices when the student starts the programme? Tick as appropriate (**Show Display Card Six - Practices**)

71. Before students started your programme were you made aware of any other foundation education type of courses that your students undertook? Is so, what type of programmes were these?

72. Can you describe the relationship you have with your students? What is your role in their lives? What kind of rapport do you have with them? Do you have any relationship with them out of class?

73. How well do you know the students in your class? How do you get to know them?

74. Are you willing to share personal information about yourself with the students? If so, how do you do this? Do you think it's important for them to know more about you? Why or why not?

75. Do you make time in class for students to discuss personal issues? Why or why not?

76. Do you think the students in your class are good students? Were they before they started in your programme?

77. How is attendance in your class? Why do you think some students attend more than other? What do you do to help alleviate the factors that hinder attendance?

78. Do you think you've learned anything from the students? Give an example?

79. What would you say are the students' strengths? Weaknesses?

80. How would you describe your relationship with the local community in which you teach?

81. Does your local community have any input/relationship with the programme? If so can you describe this relationship?

82. What do you do, if anything, to help students deal with the societal issues that often pose challenges in their lives?

83. Have you ever intervened on behalf of your students e.g. direct them to student support, counselling or social services?

Tutor Professional Development

84. What is your educational background?

85. Did you have any formal training in foundation education? Describe this. How long were you trained? Where did you receive the training? What was the instructional focus? Did you feel it prepared you adequately for the demands of your job?

86. What kinds of things did you learn in your training? Tick as appropriate (**Show Display Card Seven - Topics**)

87. What sorts of things do you wish you had learned about foundation education and the demands of the job before you started teaching?

88. If you didn't receive any formal foundation education training, what kind of tutor training background do you have? Do you feel that this training prepared you adequately to work with foundation learning students?

89. Do you receive any in-house professional training/staff development at NorthTec? Can you describe this?

90. Have you attended any foundation education conferences? If so, what do you value most about these conferences? Have you ever presented at a conference?

Assessment and Evaluation

91. What do you believe is the purpose of assessment? Why is this important?

92. What do you believe is the purpose of evaluation? Why is this important?

93. What are the assessment tools that you use? Tick as appropriate (**Show Display Card Eight – Assessment Tools**). Why do you use them?

94. Are you required to use standardised tests/assessments? How do these tests guide your assessment of students?

95. What role do students play in their own assessment?

96. Are students involved in any kind of formal evaluation of your class or programme? How about informal evaluation? Are students evaluations used to modify or change the programme?

97. A final general question, what do you think is the future of foundation education in New Zealand?

Are you happy with what you have said? Is there anything else we should have discussed?

Do you have any questions?

Thank you for participating in this research.

Display Card One[98] – Student Goals

Goals	Tick
• Go on to further education.	☐
• Become more literate (reading, writing, numeracy).	☐
• Gain more personal development skills (self-awareness, communication skills)	☐
• Forge stronger relationships with employers, schools and other institutions.	☐
• Learn to act politically to make desired changes in their lives.	☐
• Become empowered by what they learn in my class.	☐
• Acquire the skills necessary for employment.	☐
• Other?	☐

Display Card Two – Contextual Factors

Contextual Factors	Tick
• Political context	☐
• Social context	☐
• Regional Context	☐
• Collaboration with other organisations	☐
• Requirements set by other organisations	☐
• The potential learner community	☐
• Other	☐

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[98] Each display card was presented on a separate page to the interviewee at the interview

Display Card Three – Teaching Materials

Materials	Tick
• Newspapers/Magazines	☐
• Student Journals/Diaries	☐
• Workbooks	☐
• Books for Adult Learners	☐
• Fiction Novels	☐
• Professional Books or Journals	☐
• Text books	☐
• Computer based learning programmes	☐
• Internet	☐
• Other?	☐

Display Card Four – Teaching Activities

Activities	Tick
• Tests	☐
• Journal Writing	☐
• Using the internet	☐
• Discussions	☐
• Activity based learning	☐
• Art based activities	☐
• Lectures	☐
• Small group work	☐
• Other?	☐

Display Card Five – Programme Areas

Programme Areas	Students (Tick)	Tutors (Tick)	Managers /Administrators (Tick)
• The objectives of the programme	☐	☐	☐
• Classes offered	☐	☐	☐
• Location and time of classes	☐	☐	☐
• Number of classes offered	☐	☐	☐
• Special occasions to be celebrated	☐	☐	☐
• Teaching resources	☐	☐	☐
• Teaching activities	☐	☐	☐
• Use of funds	☐	☐	☐
• Assessment of students	☐	☐	☐
• Evaluation of the programme	☐	☐	☐
• Tutor/staff hiring	☐	☐	☐
• The on-going consultation process	☐	☐	☐
• The on-going development of the programme	☐	☐	☐
• Other?	☐	☐	☐

Display Card Six – Practices that occur when students start the programme

Practices	Tick
• The student is asked to list their academic goals.	☐
• Students are asked to fill out a survey or checklist about their skill levels.	☐
• The tutor asks about the kind of skills the student has and needs.	☐
• I meet with the student individually to learn more about their background experiences and interests.	☐
• Other?	☐

Display Card Seven – Training Topics

Training Topics	Tick
• Literacy	☐
• Language	☐
• Numeracy	☐
• Different kinds of literacies	☐
• Learning styles/needs of adults	☐
• Cultural awareness and appreciation	☐
• Time management skills	☐
• Teaching skills to deliver to students	☐
• Learning about the community you teach	☐
• Theories of adult education	☐
• Foundation Education field challenges and issues	☐
• Impact of behavioural/societal issues on adult learning	☐
• Other?	☐

Display Card Eight – Assessment Tools

Assessment Tools	Tick
• Formative - short quizzes, reflectional journals	☐
• Summative - tests	☐
• Personalised student plans	☐
• Student observation	☐
• Student self-assessment	☐
• Other?	☐

D.2   Interview schedule for the managers and administrators

Introduction and Overview

Thank you for agreeing to participate in this foundation education study and assisting me with my PhD research. By participating you will be helping provide foundation educators, policymakers and researchers with a better understanding of what goes on in the foundation education field in New Zealand.

This interview will ask you about what is important to you when you are involved in decision-making or supporting foundation programmes from a management and/or administrative perspective. This could be in Academic Board, AQA, or in the senior management team, when you are involved in any matters related to foundation education.

For the purposes of this research I have adopted a broad definition of foundation programmes to include both second-chance and bridging education (at various NQF levels) which enable students to access to further education and job opportunities. I have included both the centralised foundation programmes as well as programmes/course that contain a foundation learning component in the research.

Your response will remain completely confidential. Any answers you give will be combined with those of others and never identified as yours.

This interview should take approximately 60 minutes.

Respondent ID:

Background Questions – Manager/Administrators

1. I understand you position at NorthTec is (state position). Is that still correct? How long have you been in this role?

2. How long have you been at NorthTec?

3. What is your educational background, both qualifications and experience?

4. What ethnicity group would you consider yourself to be?

5. How would you personally define foundation education?

6. What involvement do you have with foundation programmes and/or foundation tutors at NorthTec? Tick as appropriate (**Display Card One -Roles**). Can you describe what is involved in these roles?

7. How effective do you feel in performing in these roles? How do you know this?

8. Do you feel you have the necessary support to perform effectively in these roles? Why or why not?

9. Prior to your current position can you describe any roles you have had in foundation education (either as a participant, manager, administrator, support role or in a policy development role)? Can you describe these experiences?

Background Questions – Students

10. Do you have any direct contact with students in foundation programmes? If so what is the nature of this? In your role do you think it important to have contact with students? Why or why not?

11. From your understanding, how would you describe the demographics of the types of foundation students at NorthTec (e.g. male, female, Maori/European, age range)?

12. How would you describe the socioeconomic level of the communities that students who enrol in foundation programmes come from i.e., low, working class, middle class?

13. Are you aware if foundation education students receive financial assistance i.e., student allowance, special assistance from agencies such as WINZ?

14. Are you aware of how students come to be in the foundation programmes? E.g. are they referred by agencies or teachers or enrol voluntarily?

15. In your opinion, what would you say is the single most important need of the majority of foundation education students e.g. literacy, numeracy, life skills, confidence?

Programme Philosophy and Goals

16. What is the purpose, in your opinion, of foundation programmes? Why is this important?

17. In your opinion what are the main goals of the students in foundation programmes? Please tick as appropriate (**Show Display Card Two - Goals**)

18. In your opinion, how is participating in a foundation programme different than participating in other NorthTec programmes?

19. Do you think tertiary foundation programmes work? Why or why not?

20. Why do you think some students start tertiary courses less ready than others? How can a foundation programme remedy that?

21. Are you aware of any change in thinking about foundation education over time? Can you explain?

22. Who or what has been most influential in your thinking about foundation education?

23. What do you think are the strengths of foundation programmes at NorthTec?

24. What do you think needs to improve?

25. For what kinds of students do you think foundation programmes are most successful? Least successful?

26. Can you describe briefly how foundation programmes are quality assured at NorthTec? Are you aware of anything different in quality assurance processes for foundation programmes than in other NorthTec programmes?

27. Are you aware of any specific foundation education policy or strategy at NorthTec? If so can you describe this and how you were made aware of it? How useful is this policy or strategy for your role in foundation education.

28. Are you aware of any strategy or policy that has been developed by NorthTec's Council around foundation education? If so, can you describe this? How effective to you believe Council is in this area? If not, would it be useful to have direction from Council in this area? What does Council need to know to be effective around foundation education policy or strategic direction?

29. Are you aware of any specific government foundation education policy or strategy? If so can you describe this and how you were made aware of it? How useful is this policy or strategy for your role at NorthTec.

30. The Tertiary Education Strategy 2010-2015 states that Polytechnics have a core role to assist progression to higher levels of learning or work through foundation education. In your opinion is this an achievable goal for the Polytechnics? What are the barriers to achieving this goal?

31. To what extent does government policy/decisions impact on the NorthTec's decisions regarding the delivery and/or resourcing of foundation education in New Zealand?

32. Are you aware of any issues with implementing government policy and/or decisions and the delivery of foundation education at NorthTec?

33. Have you been involved in the development of policy around foundation education? If so can you describe what this was and how effective this has been?

Structure

34. Have you been involved in the development, approval or review of foundation programmes at NorthTec? Can you describe this process?

35. Do you have any involvement in the instigating changes to foundation programmes? Can you describe how this happens, or if you have not been involved in instigating changes to foundation programmes, from your understanding how do changes occur?

36. In your role, do you use the foundation education programme approval documents? How strongly do you feel obliged to keep with what is in this document? Why?

37. Do you know how foundation programmes at NorthTec were initially established? Can you tell me the history of the development of Foundation Programmes at NorthTec as you understand it?

38. What is important to you in the consultation and development process for foundation programmes?

39. Do you know if students had any influence in developing any of the foundation programme(s)? If so can you describe what influence they had or should have had?

40. In your opinion what are the most important contextual factors influencing programme or course development and design? Tick as appropriate. (**Display Card Three – Contextual Factors**)

41. Do you think foundation education is best centralised or decentralised at NorthTec, or a combination? Can you explain your reasoning?

42. Do you know how foundation programmes are funded? For example, SAC, Youth Guarantee or don't know?

Curriculum

43. Have you been involved in the development of foundation education curriculum that is delivered in the classroom?

44. In your opinion, who is responsible for developing the curriculum that is delivered in foundation education at NorthTec?

45. Who is responsible for instigating changes to foundation education curriculum? Can you describe how this happens?

46. To what extent do you believe foundation educators have autonomy to use teaching materials and activities that they wish to use in the classroom (e.g. not at all, to some extent, completely)?

47. In your opinion what is different about the curriculum in foundation programmes than other NorthTec programmes?

48. Are there any aspects of foundation programme(s) or curriculum that you consider to be ineffective or have heard is ineffective? Can you describe this?

49. If you were completely in charge of designing foundation programmes at NorthTec, what, if anything, would you change? Why?

50. Do you think it appropriate for students' out-of-class issues and needs to guide the direction of the class? Explain?

51. To what extent do you expect foundation programmes to deal with the fact that students may be at different levels of skill e.g., numeracy, literacy?

52. To what extent do you expect foundation programmes to cater for the diversity of learners in the programme? Why is that important?

53. To what extent should the foundations programme incorporate the students' cultural context into the delivery of courses? For example; if there are Maori Students to include Te Reo, Tikanga aspects of Maori culture, Kaupapa Maori.

54. Do you see students in foundation programmes as being self-directed in their learning? For example, if a tutor needs to step out of class are the students capable of taking charge of their learning?

55. Do you think it appropriate that graduated students be asked back to teach or work with current students?

56. Would you be comfortable with students' class work/discussions of students issues/problems in the Northland community leading to action out in the community e.g., writing letters, organising meetings?

57. In your opinion, do students, tutors and/or managers have any influence to change/amend the following programme areas? If so tick as appropriate the areas that they can influence (**Show Display Card Four - Programme Areas**).

Student/Tutor Relationships

58. What is the nature of the contact you have with staff in foundation programmes?

59. Are you aware of the common practices when foundation students start their courses programme? Tick as appropriate (**Show Display Card Five - Practices).** Is there anything you think should happen?

60. From your experience, what kind of relationships do foundation tutors have with their students? What is their role in the students' lives? What kind of rapport do they have with them? Do you think it is appropriate for tutors to have a relationship with students out of class? Is it okay for tutors to share personal information about themselves with the students? Why or why not?

61. Should tutors make time in class for students to discuss personal issues? Why or why not?

62. To what extent do you consider the tutor-student relationship to be a partnership?

63. In general, do you think foundation students are good students?

64. Are you aware of any attendance issues in foundation programmes? What is being done to help alleviate factors that hinder attendance?

65. Do you think we can learn anything from the students? Give an example?

66. What would you say are foundation education students' strengths? Weaknesses?

67. Do you think the tutors should have an active relationship with the local community in which they teach?

68. Does the local community have any input/relationship with the foundation programmes? If so can you describe this relationship?

69. What should the Polytechnic do, if anything, to help students deal with the societal issues that often pose challenges in their lives?

70. Should tutors intervene on behalf of their students e.g. direct them to student support, counselling or social services?

Tutor Professional Development

71. Have you had personally had any formal training in foundation education?

72. What would you consider to be the minimum professional and/or educational requirements for foundation education tutors?

73. From your experience with tutors, what sort of things are foundation educators learning in their training or professional development? Tick as appropriate (**Show Display Card Six - Topics**).

74. Do you feel that existing training for foundation educators prepares them adequately to work with foundation learning students?

75. Are you aware of any in-house professional training/staff development for staff working on foundation programmes at NorthTec, either as a teacher, administrator or manager? Can you describe this?

76. Have you attended any foundation education conferences? If so, what do you value most about these conferences? Have you ever presented at a foundation education conference?

77. In your opinion what are the research priorities for foundation education in New Zealand?

78. Are you aware of any key research or researchers on foundation education, either in New Zealand or internationally?

Assessment and Evaluation

79. What do you believe is the purpose of assessment?

80. What do you believe is the purpose of evaluation?

81. What are the assessment tools you know are used for foundation programmes? Tick as appropriate (**Show Display Card Seven – Assessment Tools**).

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82. Are there any assessment practices that you believe are used more in foundation programmes than other NorthTec programmes?

83. Are there any evaluation practices that you believe are used more in foundation programmes than in other NorthTec programmes?

84. Are you aware of any standardised tests/assessments used in foundation programmes?

85. In your opinion, what role do foundation education students play in their own assessment?

86. Are you aware whether students' evaluations are used to modify or change the foundation programmes or courses?

87. Are you aware whether tutor evaluations are used to modify or change the foundation programmes or courses?

88. **Managers only**: What is important in your decision-making on resources for foundation programmes; including: Personnel; Financial resources; Learning resources; Facilities and equipment; Time allocation for staff; Time allocation for learners; Development and evaluation resources? Why is that important?

89. A final general question, what do you think is the future of foundation education in New Zealand?

Are you happy with what you have said? Is there anything else we should have discussed?

Do you have any questions?

Thank you for participating in this research.

Display Card One[99]: Roles

Roles	Tick
• Management of foundation education staff	☐
• Input into foundation programmes through AQA	☐
• Input into foundation programmes through Academic Board	☐
• Support services to foundation students	☐
• Support services to foundation tutors	☐
• Administrative support for foundation programmes	☐
• Development of quality assurance policy and practice in foundation programmes	☐
• Evaluation of foundation programmes	☐
• Other?	☐

Display Card Two – Student Goals

Goals	Tick
• Go on to further education.	☐
• Become more literate (reading, writing, numeracy).	☐
• Gain more personal development skills (self-awareness, communication skills)	☐
• Forge stronger relationships with employers, schools and other institutions.	☐
• Learn to act politically to make desired changes in their lives.	☐
• Become empowered by what they learn	☐
• Acquire the skills necessary for employment.	☐
• Other?	☐

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[99] Each display card was presented on a separate page to the interviewee at the interview

Display Card Three – Contextual Factors

Contextual Factors	Tick
• Political context	☐
• Social context	☐
• Regional Context	☐
• Collaboration with other organisations	☐
• Requirements set by other organisations	☐
• The potential learner community	☐
• Other	☐

Display Card Four – Programme Areas

Programme Areas	Students (Tick)	Tutors (Tick)	Managers /Administrators (Tick)
• Classes offered	☐	☐	☐
• Location and time of classes	☐	☐	☐
• Number of classes offered	☐	☐	☐
• Special occasions to be celebrated	☐	☐	☐
• Class room materials	☐	☐	☐
• Classroom activities	☐	☐	☐
• Use of funds	☐	☐	☐
• Assessment of students	☐	☐	☐
• Assessment of programme	☐	☐	☐
• Tutor hiring	☐	☐	☐
• Other?	☐	☐	☐

Display Card Five – Practices that occur when students start the programme

Practices	Tick
• The student is asked to list their academic goals.	☐
• Students are asked to fill out a survey or checklist about their skill levels.	☐
• The tutor asks about the kind of skills the student has and needs.	☐
• Staff meet with the student individually to learn more about their background experiences and interests.	☐
• Staff identify previous foundation courses that students may have undertaken.	☐
• Other?	☐

Display Card Six – Training Topics

Training Topics	Tick
• Literacy	☐
• Language	☐
• Numeracy	☐
• Different kinds of literacies	☐
• Learning styles/needs of adults	☐
• Cultural awareness and appreciation	☐
• Time management skills	☐
• Teaching skills to deliver to students	☐
• Learning about the community you teach	☐
• Theories of adult education	☐
• Foundation Education field challenges and issues	☐
• Impact of behavioural/societal issues on adult learning	☐
• Other?	☐

Display Card Seven – Assessment Tools

Assessment Tools	Tick
• Formative - short quizzes, reflectional journals	☐
• Summative - assessment as learning opportunities	☐
• Personalised student plans	☐
• Student observation	☐
• Student self-assessment	☐
• Other?	☐

D.3   Interview schedule for the policymakers and influencers

Introduction and Overview

Thank you for agreeing to participate in this foundation education study and assisting me with my PhD research. By participating you will be helping provide foundation educators, policymakers and researchers with a better understanding of what goes on in the foundation education field in New Zealand.

This interview will ask you about what is important to you when you are involved in policymaking or influencing foundation education practices in New Zealand. This could be through participating in forums or consultation processes involved in the development of policy, practice or research around foundation education.

For the purposes of this research I have adopted a broad definition of foundation programmes to include both second-chance and bridging education (at various NQF levels) which enable students to access to further education and job opportunities. I have included both the centralised foundation programmes as well as programmes/courses that contain a foundation learning component in the research.

Your response will remain completely confidential. Any answers you give will be combined with those of others and never identified as yours. This interview should take approximately 60 minutes.

Respondent ID:

Background Questions – Policymakers/Influencers

1.   I understand you position is (state position). Is that still correct? How long have you been in this role?

2.   What is your educational background, both qualifications and experience?

3.   What ethnicity group would you consider yourself to be?

4.   How would you personally define foundation education?

5.   Prior to your current position can you describe any roles you have had in foundation education (either as a participant, manager, administrator, support role or in a policy development role)? Can you describe these experiences?

6.   How effective did you feel in performing in these roles? How did you know this?

7.   Did you feel you have the necessary support to perform effectively in these roles? Why or why not?

8.   NorthTec is my primary case study for this research. Have you had any experience or contact with NorthTec? If so, can you describe the nature of this?

Background Questions – Students

9.   Do you or have you had any direct contact with students in foundation programmes? If so what is or was the nature of this? In your role do you think it important to have contact with students? Why or why not?

10. From your understanding, how would you describe the demographics of the types of foundation students in New Zealand (e.g. predominately male, female, Maori/European, age range)?

11. How would you describe the general socioeconomic level of the communities that students who enrol in foundation programmes come from i.e., low, working class, middle class?

12. Are you aware if foundation education students receive extra financial assistance i.e., student allowance, special assistance from agencies such as WINZ?

13. Are you aware of how students come to be in the foundation programmes? E.g. are they referred by agencies or teachers or enrol voluntarily?

14. In your opinion, what would you say is the single most important need of the majority of foundation education students e.g. literacy, numeracy, life skills, confidence?

Programme Philosophy and Goals

15. What is the purpose, in your opinion, of foundation programmes? Why is this important?

16. In your opinion what are the main goals of the students in foundation programmes? Please tick as appropriate (**Show Display Card One - Goals**)

17. In your opinion, how is participating in a foundation programme different than participating in other mainstream tertiary programmes?

18. Do you think tertiary foundation programmes work? Why or why not? What do you think needs to improve?

19. For what kinds of students do you think foundation programmes are most successful? Least successful?

20. Why do you think some students start tertiary courses less ready than others? How can a foundation programme remedy that?

21. Are you aware of any change in thinking about foundation education over time? Can you explain?

22. Who or what has been most influential in your thinking about foundation education?

23. Are you able to describe how foundation programmes are quality assured in the ITP Sector? Are you aware of anything different in quality assurance processes for foundation programmes than in other mainstream programmes in the tertiary sector?

24. What do you see as the role of ITP Councils with regard to foundation education? How effective to you believe they are in this role? What do Councils need to know to be effective around foundation education policy or strategic direction?

25. Are you aware of any specific government foundation education policy or strategy? If so can you describe this and how you were made aware of it?

26. Are you aware of any individual ITPs foundation education policy or strategy? If so can you describe this and how you were made aware of it? In your opinion, how useful are individual ITPs strategies in meeting the goals of national foundation education strategies in New Zealand.

27. The Tertiary Education Strategy 2010-2015 states that Polytechnics have a core role to assist progression to higher levels of learning or work through foundation education. In your opinion is this an achievable goal for the Polytechnics? What are the barriers to achieving this goal?

28. Are you aware of any issues with implementing government policy and/or decisions and the delivery of foundation education in the ITP Sector?

29. How have you been involved in the development of policy around foundation education? Can you describe what this was and how effective this has been?

Structure

30. Have you been involved in the development, approval or review of foundation programmes? Can you describe this process?

31. What is important in the consultation and development process for foundation programmes?

32. Should students have any influence in developing foundation programme(s)? If so can you describe what influence they should have?

33. In your opinion what are the most important contextual factors influencing programme or course development and design? Tick as appropriate. (**Display Card Two – Contextual Factors**)

34. Do you think foundation education is best centralised or decentralised within tertiary institutions, or a combination? Can you explain your reasoning?

35. Are you aware of how foundation programmes are funded? For example, SAC, Youth Guarantee or don't know? Do you believe there is adequate funding for foundation programmes?

Curriculum

36. In your opinion, who is responsible for developing and/or changing the curriculum that is delivered in foundation programmes?

37. In your opinion, to what extent do foundation educators have autonomy to use teaching materials and activities that they wish to use in the classroom? E.g. Not at all, to some extent, completely.

38. In your opinion what is different about the curriculum in foundation programmes than in other ITP mainstream programmes?

39. Are there any aspects of foundation programme(s) or curriculum that you consider to be ineffective or have heard is ineffective? Can you describe this?

40. If you were completely in charge of designing foundation programmes for the Tertiary Sector, what, if anything, would you change? Why?

41. Do you think it appropriate for students' out-of-class issues and needs to guide the direction of the class? Explain?

42. To what extent do you expect foundation programmes to deal with the fact that students may be at different levels of skill e.g., numeracy, literacy?

43. To what extent do you expect foundation programmes to cater for the diversity of learners in the programme? Why is that important?

44. To what extent should foundation programmes incorporate the students' cultural context students into the delivery of courses? For example; if there are Maori Students to include Te Reo, Tikanga aspects of Maori culture, Kaupapa Maori. Why is this important?

45. Do you see students in foundation programmes as being self-directed in their learning? For example, if a tutor needs to step out of class are the students capable of taking charge of their learning?

46. Do you think it appropriate that graduated students be asked back to teach or work with current students?

47. Would it be appropriate for students' class work/discussions of issues/problems in the community leading to action out in the community e.g., writing letters, organising meetings?

Student/Tutor Relationships

48. Do you have contact with staff in involved in foundation programmes (for example managers, tutors, support staff)? What is the nature of this contact?

49. To the best of your knowledge what are the common practices when foundation students start their courses or programme? Tick as appropriate (**Show Display Card Three – Practices).** Is there anything that you think is important to happen?

50. From your experience or awareness, what kind of relationships do foundation tutors have with their students? What is their role in the students' lives? What kind of rapport do they have with them? Do you think it is appropriate for tutors to have a relationship with students out of class? Is it okay for tutors to share personal information about themselves with the students? Why or why not?

51. Should tutors make time in class for students to discuss personal issues? Why or why not?

52. To what extent do you consider the tutor-student relationship to be a partnership?

53. In general, do you think foundation students are good students?

54. Do you think we can learn anything from the foundation students? Can you give an example?

55. In general, what would you say are foundation education students' strengths? Weaknesses?

56. Do you think tutors should have an active relationship with the local community in which they teach?

57. Should the local community have any input/relationship with the foundation programmes? If so can you describe this relationship?

58. What should the Polytechnic do, if anything, to help students deal with the societal issues that often pose challenges in their lives?

59. Should tutors intervene on behalf of their students e.g. direct them to student support, counselling or social services.

Tutor Professional Development

60. Have you had personally had any formal training in foundation education?

61. What would you consider to be the minimum professional and/or educational requirements for foundation education tutors?

62. From your experience with tutors, what sort of things are foundation educators learning in their training or professional development? Tick as appropriate (**Show Display Card Four - Topics**).

63. Do you feel that existing training for foundation educators prepares them adequately to work with foundation learning students?

64. What kinds of in-house professional training/staff development should be offered for tutors working on foundation programmes. How about for administrators or managers?

65. Have you attended any foundation education related conferences? If so, what do you value most about these conferences? Have you ever presented at a foundation education conference?

66. In your opinion what are the research priorities for foundation education in New Zealand?

67. Are you aware of any key research or researchers on foundation education, either in New Zealand or internationally?

Assessment and Evaluation

68. What do you believe is the purpose of assessment?

69. What do you believe is the purpose of evaluation?

70. Are there any assessment practices that you believe are used more in foundation programmes than other mainstream programmes? (**Show Display Card Five – Assessment Tools**).

71. Are there any evaluation practices that you believe are used more in foundation programmes than in other mainstream programmes?

72. Are you aware of any standardised tests/assessments used in foundation programmes?

73. In your opinion, what role do foundation education students play in their own assessment?

74. How would you measure the success of foundation programmes?

75. How important do you consider the achievement of students' goals that they have set for themselves as a measure of success of the programme?

76. Are you aware whether students' evaluations are used to modify or change foundation programmes or courses?

77. Are you aware whether tutor evaluations are used to modify or change foundation programmes or courses?

78. A final general question, what do you think is the future of foundation education in New Zealand?

Are you happy with what you have said? Is there anything else we should have discussed?

Do you have any questions?

Thank you for participating in this research.

Display Card One[100] – Student Goals

Goals	Tick
• Go on to further education.	☐
• Become more literate (reading, writing, numeracy).	☐
• Gain more personal development skills (self-awareness, communication skills)	☐
• Forge stronger relationships with employers, schools and other institutions.	☐
• Learn to act politically to make desired changes in their lives.	☐
• Become empowered by what they learn	☐
• Acquire the skills necessary for employment.	☐
• Other?	☐

Display Card Two – Contextual Factors

Contextual Factors	Tick
• Political context	☐
• Social context	☐
• Regional Context	☐
• Collaboration with other organisations	☐
• Requirements set by other organisations	☐
• The potential learner community	☐
• Other	☐

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[100] Each display card was presented on a separate page to the interviewee at the interview

Display Card Three – Practices that occur when students start the programme

Practices	Tick
• The student is asked to list their academic goals.	☐
• Students are asked to fill out a survey or checklist about their skill levels.	☐
• The tutor asks about the kind of skills the student has and needs.	☐
• Staff meet with the student individually to learn more about their background experiences and interests.	☐
• Staff identify previous foundation courses that students may have undertaken.	☐
• Other?	☐

Display Card Four – Training Topics

Training Topics	Tick
• Literacy	☐
• Language	☐
• Numeracy	☐
• Different kinds of literacies	☐
• Learning styles/needs of adults	☐
• Cultural awareness and appreciation	☐
• Time management skills	☐
• Teaching skills to deliver to students	☐
• Learning about the community you teach	☐
• Theories of adult education	☐
• Foundation Education field challenges and issues	☐
• Impact of behavioural/societal issues on adult learning	☐
• Other?	☐

Display Card Five – Assessment Tools

Assessment Tools	Tick
• Formative - short quizzes, reflectional journals	☐
• Summative - assessment as learning opportunities	☐
• Personalised student plans	☐
• Student observation	☐
• Student self-assessment	☐
• Other?	☐

D.4   Interview schedule for the managers and administrators of programmes that foundation programmes pathway into

Introduction and Overview

Thank you for agreeing to participate in this foundation education study and assisting me with my PhD research.   By participating you will be helping provide foundation educators, policymakers and researchers with a better understanding of what goes on in the foundation education field in New Zealand.

This interview will ask you about your experiences and perceptions around foundation students from NorthTec Programmes who pathway into your programmes.

For the purposes of this research I have adopted a broad definition of foundation programmes to include both second-chance and bridging education (at various NQF levels) which enable students to access to further education and job opportunities. I have included both the centralised foundation programmes as well as programmes/course that contain a foundation learning component in the research.

Your response will remain completely confidential. Any answers you give will be combined with those of others and never identified as yours. This interview should take approximately 40 - 60 minutes.

Respondent ID:

Background Questions – Manager/Administrators of pathway programmes

1.   I understand you position at NorthTec is (state position). Is that still correct? How long have you been in this role?

2.   How long have you been at NorthTec?

3.   What is your educational background, both qualifications and experience?

4.   What ethnicity group would you consider yourself to be?

5.   How would you personally define foundation education?

6.   What is the purpose, in your opinion, of foundation programmes? Why is this important?

7.   Prior to your current position can you describe any roles you have had in foundation education (either as a participant, manager, administrator, support role or in a policy development role)? Can you describe these experiences?

Questions

8.   What programmes do foundation students pathway into in your area?

9.   Which foundation programmes do these students take?

10. How many students per intake do you or can you take?

11. Do these students have any expectation of direct entry?

12. How many foundation students do you accept/decline? Why?

13. How would you describe the socioeconomic level of the communities that students who enrol in foundation programmes come from i.e., low, working class, middle class? Is this different from students who enrol directly?

14. How would you describe the demographics of the students on foundation programmes i.e., age, gender, ethnicity?

15. Are you aware if foundation education students receive ongoing financial assistance i.e., student allowance, special assistance from agencies such as WINZ?

16. Are you aware of how students came to be in the foundation programmes? E.g. are they referred by agencies or teachers or enrol voluntarily?

17. How satisfied are you with the calibre of students coming from foundation programmes. Are the foundation programmes working?

18. How successful are foundation students in completing the programme?

19. Do your systems capture data that can measure outcomes separately for foundation students? If so what sort of results are you finding?

20. Is there any difference between foundation students and those that have enrolled directly?

21. What do you think are the strengths of foundation programmes at NorthTec?

22. What do you think needs to improve?

23. What sort of feedback do you get from your tutors as to the foundation education students?

24. What sort of feedback do you get from employers as to the foundation education students?

25. Are the foundation students treated differently or perceived to be different.

26. In your opinion, do the foundation students have a perception of themselves as being foundation students? Is so how does this manifest?

27. Do you see students from foundation programmes as being self-directed in their learning? For example, if a tutor needs to step out of class are the students capable of taking charge of their learning?

28. What contact do you have with the foundation programmes i.e., Programme Leader/Tutors?

29. Do you have any influence over the curriculum that is being delivered in the foundation programmes?

30. In your opinion, who is responsible for developing the curriculum that is delivered in foundation education at NorthTec?

31. How can you instigate improvements to the foundation programmes so that they best meet the needs of your programme?

32. Are the foundation programmes getting more or less effective at meeting your programme's needs over time? Can you explain?

33. Are there any aspects of foundation programme(s) or curriculum that you consider to be ineffective or have heard is ineffective? Can you describe this?

34. If you were completely in charge of designing foundation programmes at NorthTec, what, if anything, would you change? Why?

35. Do you think foundation education is best centralised or decentralised at NorthTec, or a combination? Can you explain your reasoning?

36. Do you know of other programmes that the foundation students' progress into?

37. Are you aware of any specific foundation education policy or strategy at NorthTec? If so can you describe this and how you were made aware of it? How useful is this policy or strategy for your role in foundation education.

38. Are you aware of any strategy or policy that has been developed by NorthTec's Council around foundation education? If so, can you describe this? How effective to you believe Council is in this area? If not, would it be useful to have direction from Council in this area? What does Council need to know to be effective around foundation education policy or strategic direction?

39. Are you aware of any specific government foundation education policy or strategy? If so can you describe this and how you were made aware of it? How useful is this policy or strategy for your role at NorthTec.

40. The Tertiary Education Strategy 2010-2015 states that Polytechnics have a core role to assist progression to higher levels of learning or work through foundation education. In your opinion is this an achievable goal for the Polytechnics? What are the barriers to achieving this goal?

41. Have you been involved in the development of policy around foundation education? If so can you describe what this was and how effective this has been?

42. Have you had personally had any formal training in foundation education?

43. What would you consider to be the minimum professional and/or educational requirements for foundation education tutors?

44. Do you feel that existing training for foundation educators prepares them adequately to work with foundation learning students?

45. Are you aware of any in-house professional training/staff development for staff working on foundation programmes at NorthTec, either as a teacher, administrator or manager? Can you describe this?

46. In your opinion what are the research priorities for foundation education in New Zealand?

47. Are you aware of any key research or researchers on foundation education, either in New Zealand or internationally?

48. Are you aware whether student's evaluations are used to modify or change the foundation programmes or courses?

49. Are you aware whether tutor evaluations are used to modify or change the foundation programmes or courses?

50. A final general question, what do you think is the future of foundation education in New Zealand?

Are you happy with what you have said? Is there anything else we should have discussed?

Do you have any questions?

Thank you for participating in this research.

**APPENDIX E   NORTHTEC   DOCUMENTATION   ACCESSED   TO
SUPPORT THE ANALYSIS AND FINDINGS**

Most of the following documentation around foundation education was collected in 2012
(at the time that the interviews were conducted) with the permissions granted by
NorthTec Chief Executive to conduct this research (See Appendix C). Most of this
documentation was available on the NorthTec Staff Portal in 2012. The documentation
not available on the staff portal was collected by the researcher in hard copy. This
documentation was used to support the analysis and findings from the 58 interviews.

NorthTec Documentation	
Type of Documentation	**Documentation sourced**

Organisational, management and strategic documents	• *NorthTec Strategy* (2012)
	• *NorthTec Action Plans* (2011 – 2012)
	• *NorthTec Values* (2012)
	• *NorthTec Investment Plan* (2011 – 2013)
	• *NorthTec 2013 Programme Delivery Plan*
	• *NorthTec Educational Performance Summaries*
	  (2009-2012) - compiled by the Tertiary Education Commission
	  www.tec.govt.nz
	• *NorthTec. (2002). Moving forward: a blueprint for a viable Northland Polytechnic: decisions and next steps, September 2002. Unpublished internal document. Whāngārei, New Zealand: Author.*
	• *NorthTec. (2008). Regional statement of tertiary education needs, gaps and priorities in Tai Tokerau. Unpublished internal document. Whāngārei, New Zealand: Author.*
	• *Tertiary Education Commission. (2003). Northland Regional Profile. Wellington, New Zealand: Author.*

NorthTec Council, Academic Board and committees	• NorthTec Council Agenda papers and minutes (2011 -2012)
	• Chief Executives Reports to Council (2011-2012)
	• NorthTec Academic Board:
	  • Agenda papers and minutes(2011 -2012)
	  • Evidence of approval of programmes and changes to programmes
	• *NorthTec Academic Board Members Handbook* (2012)
	• *NorthTec Academic Quality Assurance Committee Agenda papers and minutes (2011 -2012)*

NorthTec Academic Calendars	• *NorthTec 2013 Academic Calendar* • *NorthTec 2012 Academic Calendar* • *NorthTec 2011 Academic Calendar* • *NorthTec 2010 Academic Calendar*
NorthTec Annual Reports	• *NorthTec Annual Report 2012* • *NorthTec Annual Report 2011* • *NorthTec Annual Report 2010* • *NorthTec Annual Report 2009* • *NorthTec Annual Report 2008* • *NorthTec Annual Report 2007*
Quality Assurance – external reports and documentation	• TEC Letter to NorthTec confirming Northland Polytechnics' status as a Tertiary Education Institution (13 March, 2009) • *ITP Quality Audit Report:* NorthTec 2008

Type of Documentation	Documentation sourced
Quality Assurance – external reports and documentation (continued)	• *ITP Quality Mid-Term Quality Review Report: NorthTec 2010* • *NZQA Report of External Evaluation and Review: Northland Polytechnic trading as NorthTec, 3 July 2013*
Quality Assurance – selected policies contained within NorthTec's QMS	• *Academic Statute and Regulations 2010* • *Policy: Academic Board Committees (01.007)* • *Policy: Approval of Academic Development and Delivery (02.005)* • *Policy: Advisory Processes (02.004)* • *Policy: Assessment (09.003)* • *Policy: Award Criteria (10.001)* • *Policy: Induction of New Staff (04.015)* • *Policy: Literacy and Numeracy Skills Development (07.006)* • *Policy: Moderation (09.002)* • *Policy: Performance Management (04.024)* • *Policy: Programme Committees (01.004)* • *Policy: Programme Review (02.002)* • *Policy: Programme Staff Qualifications (04.010)* • *Policy: Quality and Quality Assurance (01.006)* • *Policy: Student Survey of Programmes and Courses (02.007)* • *Policy: Student Survey of Teaching Practice (02.008)* • *Policy: Teaching Practice (07.002)* • *Policy: Treaty of Waitangi (13.007)* • *Policy: Tikanga Māori (01.003)* • *Fact Sheet: Programme Changes* • *Organisational Charts – February 2012* • *Academic Structure - 2010* • *Service Standards: Student Success 2011*
Quality Assurance: programme development and design documents contained within NorthTec's QMS	• *Business Case Approval Process* • *Changes and Additions to Programmes* • *Concept Approval for Academic Activity* • *Guidelines for Programme Developers* • *Memorandum of Agreement Template* • *Memorandum of Understanding Template*
Quality Assurance: Self-Assessment	Internal self-assessment reports for: • *Certificate in Academic Studies (Level 4)* • *Certificate in Foundation Studies (Level 3)* • *Certificate in Foundation Forestry Skills* • *Certificate in Forestry (Forestry Industries) Level 2* • *My Start (Certificate in Vocational Studies)* • *NorthTec English Language Programme including the Certificate in English as a Foreign Language* Self-Assessment resources, guides and information
Human Resource Information	• *NorthTec Key Information for New Staff* (2012) • *NorthTec Staff Induction Guide* (2012)
NorthTec documentation relating specifically to foundation education related provision	• *NorthTec Capability Literacy/Numeracy Development Proposal (2009 – 2011)* • *Resources for embedding LLN into courses* • *Anderson, H. (2002b). Bridging education at Northland Polytechnic. Unpublished internal document.* • *NorthTec – Foundation Learning Strategy (2009)*

Type of Documentation	Documentation sourced
NorthTec documentation relating specifically to foundation education related provision (continued)	• *NorthTec (2003) Review of Northland Polytechnic Bridging Programmes: Foundation Studies and Tauira Hauroa: Bridging Certificate to Health and Science. Unpublished internal document.* • *NorthTec. (n.d.) Māori and NorthTec. Retrieved from* http://www.northtec.ac.nz/about-us/about-northtec/maori-and-northtec
Foundation Programme Documentation	Programme Approval Documents for: • *Certificate in Foundation Studies (Level 2)* (no longer offered) • *Tauira Hauroa: Bridging Certificate to Health and Science (no longer offered)* • *Certificate in Academic Studies (Level 4)* • *Certificate in Forestry (Forestry Industries) Level 2* • *Certificate in Forestry Foundation Skills* • *Certificate in Vocational Studies. Marketed as "My Start"* • *Certificate in General Farm Skills (Level 3) Capability Document and Programme Regulations* • *Northland Polytechnic Certificate in Elementary Construction*
Foundation Programme Documentation (continued)	• *NorthTec English Language Programme including the Certificate in English as a Foreign Language* Course Descriptors and Student Guides for: • *Introduction to Mathematics* • *Engineering Fundamentals* Course/Module Descriptors for: • Certificate in Foundation Studies (Level 3) • Certificate in Academic Studies (Level 4) • Certificate in Foundation Forestry Skills • Certificate in Forestry (Forestry Industries) Level 2 • Certificate in Vocational Studies. Marketed as "My Start" • Certificate in General Farm Skills (Level 3) • Certificate in Elementary Construction NorthTec English Language Programme including the Certificate in English as a Foreign Language
Student evaluation surveys	Programme Survey Reports and Action Reports: • *Certificate in Academic Studies (Level 4)* • *Certificate in Foundation Studies (Level 3)* • *My Start (Certificate in Vocational Studies)* • *NorthTec English Language Programme including the Certificate in English as a Foreign Language*
Other	• Moderation plans for centralised foundation programmes and English Language Programme • Foundation Programme Area Team Meetings agendas and minutes Graduate outcome/destination data for: • *Certificate in Academic Studies (Level 4)* • *Certificate in Foundation Studies (Level 3)* • *Certificate in Foundation Forestry Skills* • *Certificate in Forestry (Forestry Industries) Level 2* • *My Start (Certificate in Vocational Studies)* *NorthTec English Language Programme including the Certificate in English as a Foreign Language* • Data and statistics used for assessing progress towards Investment Plan EPIs

Note: **Documentation cited within the thesis is referenced in the Reference Section**

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APPENDIX F   **NORTHTEC FOUNDATION PROGRAMMES AND COURSE STRUCTURES**

The following information outlines aspects of the foundation programmes and courses that were included in this research and was accurate for delivery in 2012. This information was sourced through the NorthTec website, Academic Calendar and where available the Programme Approval Documents and course descriptors. The information was also verified through the interview process as discussed in Chapter Six, section 6.3.

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Northland Polytechnic Certificate in Foundation Studies (Level 3)	**Course length:** six months/one semester/18 weeks/Start date February or July **Cost:**$646.77 domestic, $8000 international **Delivery:** • full time • 4 days a week from 9-3pm • 5 hour sessions • Intramural • face to face, classroom based **Sites:** Whāngārei, Kaitaia and Kerikeri **Assessment:** • achievement based • no Unit Standards **Admission:** Entry to this programme is open, provided applicants meet requirements in speaking, listening, reading and writing as assessed at an interview. Applicants for whom English is not their first language require a minimum IELTS score of 5.0, or equivalent.	This programme will help students build basic academic skills in: • English language/literacy • Academic study skills • Communication skills • Numeracy • Information technology, and • Business Administration, Applied Science, Human Biology or Social Services A graduate from this course will be able to: • Demonstrate and apply a range of study skills • Demonstrate and apply basic numeracy skills • Use both written and oral communication skills in a variety of contexts • Manage data using a personal computer • Present information using information technology	• Certificate in Academic Studies (Level 4) • Further study at certificate, diploma or degree level

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Northland Polytechnic Certificate in Academic Studies (Level 4)	**Course length:** six months/one semester/18 weeks/ Start date February or July. **Cost:** $646.77 domestic, $8000 international **Delivery:** • full time • 4 days a week from 9-3pm • 5 hour sessions • Intramural • face to face, classroom based **Sites:** Whāngārei, Kaitaia and Kerikeri Assessment: • achievement based • no Unit Standards **Admission:** Students must be 16 years of age or older when they enrol, unless otherwise approved otherwise by the Programme Leader. An entry requirement is that each student can reasonably expect to achieve the standards required for successful completion of the programme as measured by the assessment process, which includes an interview and enrolment form. Applicants for whom English is not their first language require a minimum IELTS score of 5.5, or equivalent. Tutor/Lecturer: Student Ratio – 1:14	This programme will help students to develop the academic skills needed for higher learning in: • Independent academic study skills • Problem solving • Research skills • Critical thinking • Data application • E-learning, and • The choice of an introductory course in Business Administration, Applied Science, Human Biology or Social Services A graduate student of the Academic Studies (Level 4) programme will be equipped to enter Northland Polytechnic programmes at Level 5. The student will be able to: • Use a range of study skills as an integral component of their approach to learning and academic goal achievement • Identify, seek and access resources as required for learning • Utilise literacy, numeracy and computing skills in the context of a chosen subject area • Carry out information searches, use basic statistics, data analysis and measurement, analyse results, discuss and conclude appropriately with minimum guidance • Demonstrate basic analytical and creative thinking processes and develop reflective skills • Demonstrate knowledge of specific content of two elective subjects	Further study at certificate, diploma or degree level

Name of Programme or Award	Aim	Philosophy
Northland Polytechnic Certificate in Academic Studies (Level 4) (continued)	The Certificate in Academic Studies (Level 4) aims to build students' fluency, independence and range in language, literacy and numeracy so that they can use these skills to participate effectively in all aspects of their lives, be it further education or employment. Students with little or no academic frame of reference and a lack of familiarity with academic practice will be equipped for entry into Northland Polytechnic programmes, in areas such as Nursing and Health, Social Services, Sport and Outdoor Education, Arts and Computing and Information Systems. Alternatively students may pursue further studies at appropriate levels, with other providers. Specifically students will be able to: • use a range of study skills as an integral component of their approach to learning and academic goal achievement; • identify, seek and access resources as required for learning; • utilise literacy, numeracy and computing skills in the context of a chosen subject area; • carry out information searches, use basic statistics, data analysis and measurement, analyse results, discuss and conclude appropriately with minimum guidance; and • demonstrate basic analytical and creative thinking processes and develop reflective skills; demonstrate knowledge of specific content of two elective subjects.	The philosophy of the foundation studies programmes is based on meeting the needs of students in a supportive environment that enhances the development of student confidence and desire to learn, in conjunction with gaining skills and knowledge in the fields of literacy, numeracy and information technology. Delivery of the programme includes a range of teaching methods where students receive a combination of direct instruction, guided investigation, assignments and projects with presentations.

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Northland Polytechnic Certificate in Foundation Forestry Skills	**Course length:** six months/one semester/18 weeks/Start date February or July **NQF Level:** 2 **Cost:** Fees free **Delivery:** • full time • Intramural **Sites:** Whāngārei, Kaitaia and Kerikeri **Assessment:** • achievement based • Unit Standards **Admission information:** A minimum of 3 years secondary education is recommended. All students must pass a test for illegal drugs prior to commencement of practical forest training/experience and be physically able to complete the requirements of the programme. Mature students who cannot provide evidence of previous academic achievement may be asked to complete a literacy/numeracy assessment to determine the level of support they will require. Applicants for whom English is not their first language require a minimum IELTS score of 5.5, or equivalent.	To provide students with the basic knowledge and skills required to work in the forestry industry. Graduates of this programme will: • Demonstrate basic skills in either harvesting (chainsaw skills, breaking out, processing stems to log length) or silviculture (chainsaw skills, plantation forest establishment, pruning plantation trees, releasing plantation trees) • Provide First Aid • Demonstrate basic firefighting skills	Career options •Skid work •Breaking out - Hauler - Ground based •Tree felling •Log making • Machine operation

Name of Programme or Award	Aim/Philosophy
Northland Polytechnic Certificate in Foundation Forestry Skills (continued)	The programmes are largely practical in content and teaching style which is reflected in the nature of the assessments. The underlying philosophy is one of learning through application, with theory informing practice. Industry requirements will be foremost in all aspects of the learning, with close links being maintained with local industries in both the delivery of the programme and the work experience provided. The programme is designed to provide training in forestry at a foundation level, recognising the entry-level skills needed to work in this sector. The qualifications typically have a number of electives, which reflect the specialist areas in the industry so that people who have gained the core compulsory unit standards can specialise in areas of their interest or business. The level 1- 3 unit standards have an emphasis on providing the underpinning knowledge and skills required by someone who is beginning work in the industry in both generic and specialist areas. These qualifications are designed for the workplace and will lead on to further qualifications in the Forestry industry at higher levels, allowing people to follow their specialisation through to higher level qualifications. The programme will be delivered as an 18 week programme which will encompass either 69 or 71 credits (0.5752 or 0.5928 EFTS) depending on the elective selected by the student (either silviculture or harvesting).

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Certificate in Forestry (Forestry Industries) Level 2	**Course length:** six months/one semester/18 weeks/Start date February or July **Cost:** Fees free **Delivery:** • full time • Intramural **Sites:** Whāngārei, Kaitaia and Kerikeri **Assessment:** • achievement based • Unit Standards **Admission Information** There are no formal academic entry requirements for this programme, however: • Applicants must be physically able to complete the physical requirements on the programme. • Students who cannot provide evidence of previous academic achievement may be asked to complete a literacy/numeracy assessment to determine the level of support they require. • Applicants for whom English is not their first language require a minimum IELTS score of 5.5.	To provide students with the core skills and knowledge required to enter and work in both forestry and related primary and processing industries. The programme aims to provide students with the necessary fundamental knowledge and skills to start work within industry and/or progress to higher levels of study in forestry operations. Graduates of this programme will be work ready forestry workers with knowledge and skills in: • First aid • General forestry knowledge • Health and safety in forestry • Fire safety • Hydration and nutrition • Incident response • Environmental awareness • Chainsaw safe awareness and basic use.	• Traineeships in forest harvesting, wood processing or manufacturing industries • Forest operations and associated primary industries.

Name of Programme or Award	Aim	Philosophy
Certificate in Forestry (Forestry Industries) Level 2 (continued)	This programme is designed to engage and provide interested and physically able foundation level students with the core skills and knowledge required to enter the forestry and related primary and processing industries. It aims to provide the student with the necessary 'frame of reference' and foundation skills to choose and successfully complete further specialised study as part of their chosen career path in forestry.	As in any foundation programme the Northland Polytechnic Certificate in Forestry (Forest Industries) is grounded in Abraham Maslow's hierarchy of needs. It is about assuring a student's sense of security while introducing them appropriately to the Forestry industries 'communities of practice'. To maintain relevancy and currency close links are maintained with local industries during the delivery of the programme. The large practical component into industrial workplaces represents supervised excursions into areas of specialist learning. The underlying philosophy is, therefore, one of learning through application, with theory informing practice. Industry requirements are foremost in all aspects of the learning.

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Northland Polytechnic Certificate in Vocational Studies "My Start"	**Course length:** 34-40 weeks. Start date February or July **NQF Level:** 3 **Cost:** Domestic: $3515.20 inc GST. International: $17,000 **Delivery:** • full time • Intramural **Sites:** This programme is offered across Northland. Transport options for students are available in certain areas throughout the north. **Assessment:** • achievement based • No Unit Standards **Entry Requirements** • Students must be 16 or 17 years old • Students have achieved NCEA Level 1 or less • Students must be new to tertiary education and not previously enrolled in a SAC funded course **Selection Criteria and Processes** Interviews for potential students will be held prior to the commencement of the programme. The interview is designed to ascertain the applicant's background experience, motivation and potential to perform well and succeed in the programme.	The Certificate in Vocational studies aims to provide students with a combination of: • Pastoral care and support • Essential work skills • A choice of strands that will assist in helping students prepare and provide a platform to make informed decisions about their future. Students complete the Certificate in Vocational Studies which is structured around a core component (essential work skills) and one of the following streams: • Agriculture and Horticulture • Arts • Computing • Construction • Automotive Engineering • Environmental Studies • Forestry • Tourism, Hospitality & Retail • Humanities • Music • Sport and Outdoor Education Other streams may be available dependant on numbers. Students have the option of acquiring NZQA Unit Standards throughout the programme to enable them to achieve NCEA levels 1 and 2. Successful graduates will be able to demonstrate: • Necessary life skills (budgeting, health and well-being, team work, time management, self-awareness) • Communication based skills Literacy, computing and numeracy skills necessary to confidently progress to higher level learning or vocational specific or academic study.	Students studying the NPC Vocational Studies can also complete unit standard credits to achieve NCEA Levels 1 and 2. Successful completion of the NPC Vocational Studies qualification will enable students to pursue higher level study within their chosen stream, (or other related field) i.e. students who successfully complete the Business and Computing Stream, can progress to National Certificate in Business Administration and Computing Level 3. Students who successfully complete the Construction Stream can move on to: National Certificate in Carpentry (Level 4). Students who successfully complete the automotive stream can move onto Certificate in Motor Industry (level 3). Students who successfully complete the agriculture and horticulture stream can move on to National Certificate in Farming Skills (Work Ready) Level 3.

Name of Programme or Award	Aim	Philosophy
Northland Polytechnic Certificate in Vocational Studies "My Start" (continued)	The Certificate in Vocational Studies aims to provide students with a combination of pastoral support, essential work skills and vocational skills. It is expected that the combination of pastoral care and support together with a choice of study strands will maximise the opportunity for students to successfully complete the programme and provide a platform to help them to make more informed decisions about their future. The programme aim is fully aligned with the objectives of the TEC‟s Youth Guarantee initiative, which are to: • increase the educational achievement of targeted 16 and 17 year olds not currently engaged in education by providing them with improved access to study towards qualifications at levels 1 to 3 on the National Qualifications Framework (NQF) in tertiary education. • improve transitions between school, tertiary education and work.	The philosophy underpinning the Certificate in Vocational Studies is to provide students with an engaging programme, with some degree of choice, which will operate within a support structure that is able to identify and address the issues that have contributed to a student's lack of success in mainstream secondary education. The programme structure will provide for the recognition of the individual needs of learners through the resources associated with the delivery and content of the essential work skills component of the programme. It is seen as vital that the tutor working in this capacity is appropriately resourced to establish effective communication and a strong rapport with students, and also work effectively alongside the various other teaching staff involved in the delivery of the specialist vocational areas within the programme. This will enable the essential work skills tutor to contextualise learning and help to ensure that the identified needs of the individual learners is supported across the programme as a whole. In addition, the atmosphere of collaboration will provide opportunities to further embed essential skill components within the context of the broader programme. The additional funding available under the Youth Guarantees Scheme recognises the importance of the intensive tutorial input on a per student basis in order to maximise successful outcomes.

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Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
National Certificate in Farming Skills (Work Ready) Level 3	**Course length:** one year. Start date February or July **NQF Level:** 3 **Cost:** Fees free **Delivery:** • full time • Intramural **Sites:** This programme is offered across Northland. Transport options for students are available in certain areas throughout the north. **Assessment:** • achievement based • Unit Standards **Admission information** Entry to this programme is open to those 16 years and over. However, to complete this qualification, applicants must be physically able to complete the programme. Preference will be given to those with: • A minimum of 3 years' secondary school • Recent experience and motivation to work in the rural sector • An eagerness to understand a range of farming activities and willingness to learn using a mix of theory, technical and practical work.	This qualification is intended for school leavers, people who may have changed careers, or adult learners new to the agriculture industry, all of whom would complete the qualification prior to employment in the agriculture industry. This qualification is intended to provide people with a broad range of skills from across the agriculture industry that would be utilised over a full farming year. The programme aims to produce students with a strong work ethic, and help them develop the attitude, as well as aptitude; they will carry with them throughout their agriculture career. The focus is to ensure learners receive high quality agricultural training both in the classroom and on the farm. This qualification is made up of compulsory core units and three optional courses; a 'dairy option' a 'beef option' and a 'sheep option'. These units target a wide range of skills and knowledge applicable to specific aspects of farming as summarised below. • Health and Safety • Livestock Handling • Personal Wellbeing • Vehicles and Machinery • Pasture, Soil and Water Management • Agricultural Resources • Machinery and Tool Maintenance • Pest Control • Fencing • General Farming Skills	Work in a variety of agricultural land based industries including dairy, beef or sheep farming from farm hand to manager or Government and private agencies such as Regional Council, DOC and MAF.

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Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Certificate in General Farm Skills (Level 3) (continued)	**Course length:** 17-20 weeks. Start date February or July **NQF Level:** 3 **Cost:** $291.37 inc GST. Domestic $8,500 international **Delivery:** • full time/part time • Intramural **Sites:** This programme is offered across Northland. Transport options for students are available in certain areas throughout the north. **Assessment:** • achievement based • Unit Standards **Admission information** Entry to this programme is open to those 16 years and over. However, to complete this qualification, applicants must be physically able to complete the programme.	On successful completion of this qualification, students will have enhanced their knowledge and broadened their skills in specific areas of agriculture. These skills will enable students to advance in a current job, open up other work opportunities, and/or lead to higher vocational or full-time training or study. Students choose modules relevant to their specific work situation, particular interest or the wider agricultural sector. Within their range of course selections, a graduate will have demonstrated an ability to be safe, efficient and consistent while using a specific range of agricultural equipment and processes applying learnt skills. The focus is to ensure that all learners receive high quality agricultural training both in the classroom and on the farm. This programme allows students to determine a learning path and design a qualification that suits their specific needs and requirements. Courses are delivered as modules and almost any course can serve as an 'entry point' for those considering embarking on further training and study relevant to their work focus. The core Health and Safety course is compulsory for all students who enrol in this qualification and is co-delivered alongside other modules of choice. There are up to 15 modules to choose from, most are made up of both theory and practical units. The weighting of theory to practical in each elective varies depending on the modules chosen. Compulsory Module: Health and Safety Modules: (choose 4) • ATV introduction (All-Terrain Vehicle) • ATV advanced	Work in a variety of agricultural sectors and land based industries or occupations

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Certificate in General Farm Skills (Level 3) (continued)		• ATVU (All Terrain Vehicles Utility) Motorbikes introduction • Tractor introduction • Tractor basics • Agrichemical introduction • Basic agrichemicals • Applied agrichemicals • Advanced agrichemicals • Chainsaws introduction • Shearing • Introduction to fencing • Conventional fencing introduction • Conventional fencing advanced • Permanent electric fencing introduction • Feed budgeting • Animal health and welfare • Practical animal handling • Soils and fertilisers • Calf rearing • Relief milking introduction Not all modules may be on offer at the time of enrolment.	

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Northland Polytechnic Certificate in Elementary Construction	**Course length:** six months/one semester/18 weeks/Start date February or July **Cost:** $496.16 inc GST **NQF Level:** 2 **Delivery:** • full time • 4 days a week from 9-3pm • 5 hour sessions • Intramural • face to face, classroom based **Sites:** Whāngārei, Kaitaia and Kerikeri **Assessment:** • achievement based • Unit Standards **Admission information:** Applicants must be 16 years of age or older at the time of enrolment, unless otherwise approved by the Programme Leader. Students must be able to demonstrate evidence of suitability based on interview and/or portfolio. Applicants for whom English is not their first language require a minimum IELTS score of 5.5, or equivalent.	This programme aims to provide students with general construction and maintenance knowledge. Graduates will: • Be able to safely use hand tools, power tools and machinery • Have knowledge of current building practices • Be able to discuss the use of selected building materials • Have knowledge of building calculation and plan reading	• Carpentry apprenticeships • Trade assistants • Joinery apprenticeships Further study: National Certificate in Carpentry (Level 4)
Aim		**Philosophy**	
The aim of this programme is: • To provide a means for teaching and enhancing the construction skills of members of outlying communities throughout Northland; • To provide an opportunity for the recognition of skills that students may have already; • To provide students with elementary skill and knowledge that will enable them to gain employment or an Apprenticeship in the construction fields; • To enable students to be valuable, safety conscious and productive employees from their first day of employment.		The programme is largely practical in content and teaching style which is reflected in the nature of the assessments. The underlying philosophy is one of learning through application, with theory informing practice. Correct construction industry practices will be foremost in all aspects of the learning.	

Name of Programme or Award	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Certificate in English as a Foreign Language (Graduates are awarded a Certificate of Attendance for this course)	**Level:** 1,2,3; Pre-intermediate; Intermediate; Upper Intermediate **Location:** Whāngārei **Delivery:** Full time **Course length:** Various; 12 weeks (IELTS) **Assessment:** • Achievement based • Based on IELTS **Admission Information** Students must be familiar with the Roman alphabet and be able to express themselves in simple English, both oral and written form. Students must be at least 17 years of age at the time of commencing their programme unless authorised by the Programme Leader.	This programme aims to provide students with general English skills. Graduates will be able to demonstrate: • Enhanced reading, writing, speaking and listening skills • Expanded vocabulary • Improved grammar and pronunciation skills • Increased confidence in using English	NorthTec courses for international students
	Aim	**Philosophy**	
	The International Programme Area is committed to providing high quality English Language programmes that assist students in achieving their academic and personal goals. Specific programme aims are: • To enable students to enhance their language skills using the latest methodologies in communicative language teaching. • To provide a learning environment in which students will enhance existing language skills and acquire new language skills. • To ensure that students are taught English at the appropriate level.	The programme is largely practical in content and teaching style. This is reflected in the nature of the assessments. The underlying philosophy is one of learning through application, with theory informing practice.	

Name of Course	Structure and Admission Criteria	Overview and Graduate Profile	Pathways to other programmes or employment
Introduction to mathematics	**Credits: 12** **Level: 3** Full time, intramural. Part-time option available One semester; there are 10 lectures with 10 sets of exercises; no US; Once a week. Two hours a week. This is a bridging or foundation course in the New Zealand Diploma in Engineering (Civil)	Aim: To provide students with the ability to demonstrate basic mathematical skills, concepts and understandings in number, measurement, trigonometry, algebra, calculus and statistics. This course may be taken as a co-requisite with the first semester of study. This course does not contribute to the qualification but is compulsory for all students who do not meet the mathematical entry requirements of the NZDE.	New Zealand Diploma in Engineering (Civil)
Engineering fundamentals	**Credits: 15** **Level: 4** Full time, intramural. Part-time option available This is a bridging or foundation course in the New Zealand Diploma in Engineering (Civil)	Aim: to introduce the basic fundamentals of a range of engineering disciplines.	New Zealand Diploma in Engineering (Civil)

APPENDIX G   NORTHTEC AS THE CASE STUDY

The following provides demographic information for Te Tai Tokerau, known also as Northland, the northernmost region of New Zealand as the geographical region within which NorthTec, as the case study, provides education services and draws its student populations from. A description of NorthTec in terms of its legal status, history and educational provision is provided in order to set the stage for examining its foundation education provision. Much of the information, about NorthTec's provision of foundation education, discussed within this Appendix was collected over the years 2011 to 2013 (see Appendix E).

Te Tai Tokerau regional statistics
Te Tai Tokerau has a dispersed, mainly rural population base of approximately 150,000 characterised overall by a relatively high proportion of Māori, high unemployment, low educational attainment, low per capita incomes, poor infrastructure (roads, transport and broadband access), high crime rates and poor health compared to many other regions in New Zealand (TEC, 2003; NorthTec, 2008). This region has one of the highest deprivation indexes ratings[101] in the country and is designated as an "acute" or priority area for Government engagement (TEC, 2003, p. 3) and "Northland urgently needs better outcomes from education, training and welfare" (New Zealand Institute of Economic Research, 2014, p. 1)

The following provides a summary of demographic information on the region from Census 2006 and Census 2013 data (2006 Census, n.d.; 2013 Census, n.d.). This information is considered important for understanding the demand for foundation education provision in this region, particularly given that foundation programmes often target those from lower socio-economic or disadvantaged backgrounds.

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[101] The New Zealand Deprivation Index is a measure of the level of socioeconomic deprivation in small geographic areas of New Zealand created using specific Census data.

Population: 151,692 people were 'usually resident' in Northland at the time of Census 2013. This is a 3% increase overall in Northland since the 2006 census (a 0.43% average increase per annum), lower than the national average growth of 5.3% (0.7% p.a.) in the same period. Northland's population represented 3.6 % of New Zealand's population.

Māori: 29.6% of the Northland population identifies as Māori[102] similar to the 29.3% in 2006) compared to the 14.9% (or 598,605 people) of the total population in New Zealand who identified themselves as belonging to the Māori ethnic group in 2013. 52.2% of those claiming Māori descent in Northland affiliate to Ngāpuhi.[103] In line with national trends, the number and proportion of Te Reo Māori speakers in Te Tai Tokerau is declining (8.3% in 2013 compared with 9.1% in 2006). See map on page 710 within this Appendix for the distribution of Te Tai Tokerau iwi as recognised by the Crown.

Education: 23.3% of the population over 15 years in Northland have no educational qualifications, compared with 27.4% in 2006. This is slightly higher than the national average (20.9%). 7.4% of Northland's population had a Bachelor degree or equivalent, and 3.1% a postgraduate qualification (an increase from 2.1% since 2006). These figures (although increased from 2006) are considerably lower than the national average (20.0% of adults in New Zealand had a University degree in 2013).

Work: In 2013, there were 2,985 fewer people in full-time employment and 63 fewer in part-time employment in Northland, than in 2006. The unemployment rate[104] in Northland overall in 2013 was 9.7% compared with 6.5% in 2006. Younger age groups had much higher rates. This represents 6,606 people, over 2,000 more people

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[102] In terms of ethnicity definition for Māori, the 2013 Census used 'prioritised' ethnicity (i.e. anyone who stated they identified as Māori, either as the only or one of several ethnic groups they identify with). This analysis usually compares this group with non-Māori (the total population count minus Māori (i.e. all others identifying with other ethnic groups).

[103] Ngāpuhi is a Māori iwi located in the Northland region of New Zealand, and centred in the Hokianga, the Bay of Islands and Whāngārei. Ngāpuhi has the largest affiliation of any iwi, with 125,601 people registered (2013 census), and formed from 150 hapū/subtribes, with 55 marae.

[104] The unemployment rate is the number of people aged 15+yrs who do not have a paid job, are available for work and are actively seeking work, expressed as a percentage of the labour force (=those employed full or part time plus those unemployed).

unemployed than in 2006. In 2012, the Maori unemployment rate was 13.9% compared to the unemployment rate of 6.5% for the Te Tai Tokerau region (NorthTec, n.d.-a, p. 3).

Only 51.6% of the total population over 15 years was in full or part-time employment (compared with 56.6% in 2006). 35.5% of the population over 15 years in Northland were not in the labour force (not employed and not actively seeking work, such as students, carers and retired people) compared with 33.4% in 2006. This compares with 32.9% nationally. A significant number (7.3%) of people in Northland had 'unidentifiable work status.' There have been declines in absolute numbers in:

- all categories of employment status (employers and self-employed) in Northland, with the biggest proportionate loss in 'employers' for the region;
- all occupational groups except 'professionals' and 'community and personal service workers;' and
- work/jobs in all economic sectors (including agriculture, manufacturing, construction, retail trade, financial and insurance services, accommodation and food services) except for 'health care' and 'education and training.' Many people carry out unpaid voluntary work in the home and community. Over 20,000 people (17% of the population over 15 years in Northland) do unpaid work for community organisations, schools and Marae.

Income: The median household income in Northland is low (NZD $46,900). This is significantly lower than the NZ median of $63,800, and lower than other provincial centres and south Auckland, for example. Personal incomes are also low, with large gender differences ($7,000 to $10,000 greater for men than women, depending on age and location). The median personal income across all ages was $23,400, an increase of 1.7% per annum since 2006.

The most common source of income was wages and salaries (42.3% of the total population >15 years, compared with 45.9% in 2006), followed by NZ Superannuation (20.2%, increased from 16.9% in 2006), reflecting ageing of the Northland population. The proportion of people the unemployment benefit was static (in fact a decline from

4.0% of the total population <15yrs in 2006 to 3.9% in 2013), despite the large increase in unemployment. This may reflect the introduction of more stringent eligibility criteria for the unemployment benefit.

Numbers of people on sickness and invalid benefits increased slightly in absolute numbers but as a proportion of the total population stayed at similar levels to 2006 (around 3% for each). Numbers of people on the Domestic Purposes Benefit likewise increased slightly but also showed a small drop in percentage terms (94.0% in 2006 to 3.9% in 2013). A large majority were women, compared with other benefits where men outweighed women.

Internet access in households has increased (to 62.5% overall) but is low by NZ standards (average is 76.8%). In terms of transport, 6.9% of households in Northland (the same percentage as in 2006) still have no access to a vehicle, while 47.6% have access to two or more vehicles.

Economic disparities exist within some regions in Northland, for example, Kerikeri and other areas that attract tourism and wealth.

NorthTec's legal status

Northland Polytechnic (trading as NorthTec) is officially recognised by the New Zealand Government as a TEI (established in New Zealand under part 14 of the Education Act 1989) and as a Crown Entity. As a polytechnic it is "characterised by a wide diversity of continuing education, including vocational training that contributes to the maintenance, advancement, and dissemination of knowledge and expertise. Its activities also promote community learning and research particularly applied and technological research that aids development." (M. Kerr, Tertiary Education Commission, personal communication, March 13, 2009).

NorthTec's QMS articulates the organisation's academic structure and outlines the delegation and advisory roles of its boards and committees.

The programme approval process for all NorthTec programmes (including foundation programmes), which involves many parts or aspects of the academic structure, is outlined latter in this Appendix.
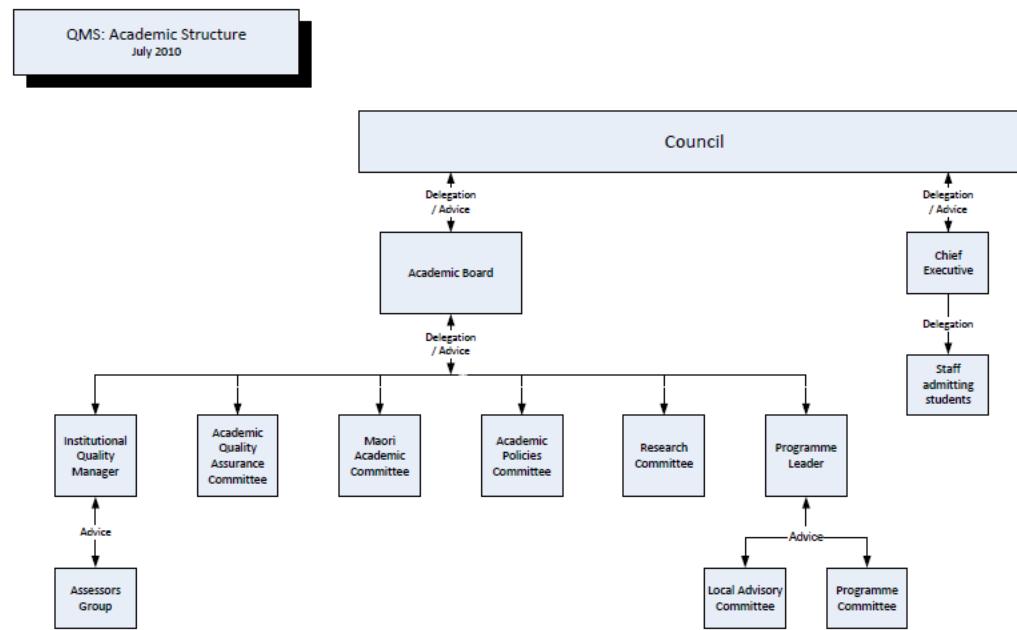
NorthTec's Academic Structure (NorthTec, QMS, 2010).

NorthTec's educational provision

NorthTec is a provider of education for four local body districts within Te Tai Tokerau, specifically Far North, Whāngārei, Kaipara and Rodney districts. The largest campus is based at Raumanga, a suburb of Whāngārei city, with a 'Future Trades' campus in Whāngārei's industrial zone in Dyer Street, and Learning Centres in the Kensington and Kamo suburbs of Whāngārei. There is a regional campus in the Bay of Islands (Kerikeri) and Learning Centres at Rāwene, Kaikohe and Kaitaia, NorthTec's northernmost campus. Most courses are delivered within the Northland region (see map on page 709 within this Appendix). However, there is approval for specific provision of a few courses in Auckland and in the Rodney District (immediately south of the Northland region) through small sites in Albany, Silverdale, Warkworth and Mahurangi. Some of

these programmes and course offerings are foundation programmes. However, none of the foundation education staff interviewed delivered in the Rodney district area at the time that the interviews took place.

In addition, NorthTec provides programmes for smaller or more isolated areas through flexible delivery and through memorandums of agreements with education providers, industry, iwi (Māori peoples or nations) and charitable trusts. Other New Zealand TEOs providing educational services in the region (sometimes in partnership or close association with NorthTec) include:

- Te Wānanga o Aotearoa and Te Whare Wānanga o Awanuiārangi;
- the University of Auckland offers selected programmes in education through their Te Tai Tokerau campus;
- a few specialised PTEs; and
- distance-based accredited organisations such as TOPNZ.

In 2012, NorthTec offered a range of programmes from NZQF Levels One to Seven (foundation, certificate, diploma, graduate diplomas and degree levels) covering a range of subject areas.

NorthTec Educational Provision, 2012

NorthTec Programme and Subject Areas, 2012	
- Agriculture - Applied Writing - Architecture - Arts - Beauty and Hairdressing - Boatbuilding - Business - Business Administration and Computing - Construction - E-Learning - Engineering - Environmental Studies - English Language - Fashion	- Forestry - Foundation studies - Health and Safety - Horticulture - Maori Arts - Massage - Media Arts - Nursing - Road Transport - Social Services - Sport and Recreation - Te Puna O Te Mātauranga - Tertiary Teaching - Tourism and Travel

Note: *Sourced from http://www.northtec.ac.nz/programmes and NorthTec 2012 Academic Calendar*

In terms of NZQF level of study, Level One and Two certificates make up 18% of the programme portfolio. The majority of delivery is within NZQF Level Three and Four certificates at 54% of provision, with Level Five and Seven diplomas, degrees and graduate diplomas representing 28% of provision (NorthTec Annual Report, 2012, p. 27). NZQA (2013b) recognised the distinctive characteristic of NorthTec within the range and scope of its provision.

> Because it offers programmes at NZQF Levels One to Seven throughout the region, NorthTec is the most significant tertiary education provider in Northland. (New Zealand Qualifications Authority, 2013b, *Report of External Evaluation and Review*, p. 3)

As stated in the *2012 NorthTec Annual Report,* for the year 2011-2012, NorthTec provided education to 7,690 students representing 3,572 Equivalent Full Time Students (EFTS) with 54% of the student body claiming indigenous Māori ancestry (NorthTec n.d.). Māori culture is an integral part of NorthTec's activities, reflected in part by the presence of the Te Puna o Te Mātauranga Marae (Māori meeting house) complex on the Whāngārei campus.

NorthTec's range of educational provision in Te Tai Tokerau Northland.

(Retrieved from http://www.taitokerau.co.nz/regional_map.htm)

Northland iwi map (NorthTec Staff Induction Guide, 2012)

A brief history of NorthTec

NorthTec has its origins in tertiary courses provided by two Whāngārei secondary schools, Whāngārei Boys High School and Whāngārei Girls High School who in the absence of any tertiary institutions in the Northland prior to 1978 provided vocational or

technical training programmes under the control of the Whāngārei High School's board of governors (Dougherty, 1999). These programmes were carpentry, motor mechanic, and fitting and turning apprenticeships courses at Whāngārei Boys High School and secretarial and business courses at the Whāngārei Girls High School. The Whāngārei High School's board of governors established and ran a site for technical training at Raumanga, a suburb in Whāngārei. Under the Labour Government elected in 1972, Northland was chosen as the second region (the first was in Hawkes Bay in the eastern region of the North Island) in which to carry out a feasibility study for the establishment of a community college which "were to be in the business of 'continuing education,' which included 'vocational' and 'non-vocational' education" (Dougherty, 1999, pp. 32-34).

In 1975, the National Government agreed to the establishment of a Northland Community College, based on the technical training unit at Raumanga. However, due to Government spending cuts, it was not until April 1978 that the Northland Community College was opened with a staff of ten tutors. The college was established as "a significant centre for learning and an administrative centre for courses to be run in the wider community." (NorthTec, n.d.-b, p. 1)

In 1987, Northland Community College in line with a nationwide move to adopt a standard term for technical training organisations and community colleges changed its name to Northland Polytechnic and added the Māori translation Tai Tokerau Wānanga. The majority of the college's work involved the apprenticeship, secretarial and business courses inherited from the technical training unit and high schools and in the first decade saw rapid growth. Northland Polytechnic was first registered as a TEO in 2004 and a changed its name for marketing and trading purposes to NorthTec: Tai Tokerau Wānanga in June 2006.

After a long period of financial difficulties, NorthTec achieved an acceptable surplus in 2011 (NorthTec, 2012b, p. 41) and was successful in reducing the level of its Crown loan of $8 million in that financial year with a further $1.9 million tranche of the Crown

loan and $1.3 million surplus achieved by 2012 (NorthTec, 2013, p. 8). It is understood that the final part of the Crown loan of $1.87 million was 'converted' into equity in 2013 (NorthTec, 2014, p. 3).

NorthTec has a sustained an overall positive outcome in its quality assurance history over the last decade. NorthTec's Quality Assured Status was endorsed for two years, following a mid-term quality review conducted by ITP Quality on 5 May 2010, noting that, "Northland Polytechnic is using effective self-assessment, internal audit and review processes to help maintain quality consistent with its Quality Assured Status." (ITP Quality, 2010, p. 8) This was followed by statements of confidence in NorthTec's educational performance and capability in self-assessment by NZQA (2013b) as a result of the 2012 External Evaluation and Review process.

NorthTec underwent a significant organisational restructure in 2010 which resulted in a saving of 31 FTE, worth an estimated $2.5 million per annum, effective from 2011 (NorthTec, 2011, p. 15). Ongoing restructuring and cost savings were continuing at the time of writing this thesis and most of the staff interviewed in this research felt a negative impact to these changes (for example, increased workload and sense of insecurity) as reflected in the feedback provided in the interviews (see Chapter Six).

NorthTec's foundation education provision

NorthTec, similar to other ITPs in New Zealand, has undergone successive restructuring and organisational reviews over at least the last decade. As a consequence, much of the historical wealth of institutional knowledge in how specific programme areas have developed can be seen to have been largely lost with the ongoing redundancies and the attrition of key personnel. This situation is reflected in the analysis of interviewees awareness of the history of their foundation programmes as depicted in Chapter Six, section 6.3.5, where 53% of tutors and 38% of the managers/administrators either had no idea of the history of their foundation programmes or felt they were too new in the role to know of any of the history. Despite these challenges this section attempts to provide a summary of NorthTec's foundation education provision.

Since its inception as a community college NorthTec can be seen to have offered foundation-type programmes in response to local community's needs.

> As with the country's other community colleges, Northland took its community role seriously, offering non-vocational community and second-chance education courses in areas such as adult literacy, Maori language, parent education and craft training. (Dougherty, 1999, p. 67)

NorthTec also ran 'special training' courses for the unemployed in response to Northland's unemployment rate being the highest in the country in the 1980s.

> By 1981 more than 50 skills-training course had been run for young people having trouble finding a job. More than half of the students found employment or went on to further training. In 1981 these courses made up about a quarter of the college's workload. (Dougherty, 1999, p. 67)

Under a faculty structure, the Business, Science and Nursing areas at NorthTec each delivered their own specific 'Introductory Certificates' to 'bridge' students into diploma and/or degree courses in their respective disciplines. This largely involved development of skills for success in academic learning in a tertiary context (broadly equivalent to an entry level of sixth form certificate, or its equivalent in unit standards), with a minor emphasis on some programme specific content. The first generic centralised foundation programmes at NorthTec were introduced in the early 2000s.

> In 2002, two commissioned reports[105] raised concerns about the lack of coherence between these bridging courses and the fragmentation of effort, which had led to a number of small uneconomic courses that overstretched Northland Polytechnic's resources. Both reports recommended the design and implementation of a single cohesive, institution-wide programme with clear pathways to bridge applicants into higher level academic programmes…. integrated foundation programme would enhance consistent quality management and delivery, ease of monitoring and improved efficiencies by centralising dedicated staff and resources into a single specialist area of education. As a result, in November 2002 the Northland Polytechnic Certificate in Academic

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[105] Anderson, H. (2002). *Bridging education at Northland Polytechnic.* Unpublished internal document. NorthTec. (2002). *Moving forward: a blueprint for a viable Northland Polytechnic: decisions and next steps, September 2002.* Unpublished internal document. Whangarei, New Zealand: Author.

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Studies, at both Level 2 and Level 3, was approved for delivery. (NorthTec, 2010, pp. 9-10)

At this time NorthTec was undergoing a major restructuring in terms of the organisation of its programmes from a faculty structure to one which was defined by similar groupings of programme provision (programme areas). The institution was also restructuring in the face of increasing debt. Key drivers for the consolidation of foundation, transition or bridging type courses within a centralised programme structure were around the need for greater efficiency and optimum use of resources. The development of these generic and centralised programmes did involve a degree of consultation, both internally and with local communities and industries. Later, the report, *Review of Northland Polytechnic bridging programmes: foundation studies and Tauira Hauora: Bridging Certificate to Health and Science, December 2003* resulted in the development of further centralised foundation programmes. Specialised foundation education programmes within the Trades Programme area, such as Elementary Construction, were approved in the mid-2000. At the time of the data collection for this research NorthTec's foundation education provision took the form of both a centralised and decentralised structure of generic and specialised foundation programmes as reflected in the range of programmes and courses identified for inclusion (see Appendix F).

At the time of writing this thesis, NorthTec continues to provide foundation-type programmes to meet the needs of local communities and their recognised economic and social disadvantages in particular "low skill levels, educational underachievement and high unemployment" (NorthTec, 2008, p. 3). However, a review of foundation education programmes was signalled by management in 2014.

NorthTec's (2008) regional statement outlined the organisation's response to the TEC requirement for a high level statement identifying tertiary education needs, gaps and priorities for the Te Tai Tokerau region over three years within the context of the 2007 to 2012 TES which identified the roles of ITPs as being:

- to provide skills for employment and productivity;

- to support progression to higher levels of learning or work through foundation education; and

- to act as a regional facilitator. (Ministry of Education, 2007, p. 14)

NorthTec (2008) identified foundation education as the first of five key themes or priorities for focus in their provision for Te Tai Tokerau, in particular around the delivery of programmes to improve literacy, numeracy, digital literacy and learning skills development as a high priority for the region.

> The bulk of tertiary education (60%) delivered in 2006 was at levels 1-3 and this is unlikely to change in the immediate future. Certainly stakeholders support the need for continued lower level, bridging and foundational education. Employers need a skilled workforce and recognize that basic literacy and numeracy levels are negatively impacting on their employees' ability to grow into new roles expected of them in a changing and demanding technological environment. A survey of employers undertaken in 2007 by the Northland Labour Market Forum reinforced the requirement of employers for their staff to have better literacy and numeracy skills. A related requirement from employers, as stated in the survey, was for staff to improve their problem solving, oral communication and teamwork skills. (NorthTec, 2008, p. 6)

NorthTec's (2011) *Investment Plan 2011 - 2013,* as approved by TEC, acknowledges the 2010 to 2015 TES core role and expectations for ITPs "to assist progression to higher levels of learning or work through foundation education" (p. 4). The investment plan also acknowledged the following Government expectations of ITPs to:

- enable a wide range of students to complete industry-relevant certificate, diploma and applied degree qualifications;

- enable local access to appropriate tertiary education;

- support students with low literacy, language and numeracy skills to improve these skills and progress to higher levels of learning; and

- work with industry to ensure that vocational learning meets industry needs. (NorthTec, 2011, p. 4)

In light of the core role and expectations described in their investment plan, NorthTec targets younger learners (under 25 years of age), Māori and Pasifika learners and focuses on improving literacy, numeracy and skills outcomes for NZQF Levels One to Three programmes and qualifications. These foci are reflected in NorthTec's SAC performance commitments and EPIs. The measures of achievement for these commitments and indicators revolve around EFT's targets, successful course/qualification completion, retention rates and rates of student progression to higher levels of study. The objectives for NorthTec in 2012 were to:

- increase literacy, numeracy and language skills outcomes from Levels One to Three of study;
- increase educational success for young New Zealanders - more achieving qualifications at Level Four and above by age 25, particularly degrees;
- increase the number of Māori students enjoying success at higher levels; and
- improve the educational performance by NorthTec as measured by course and qualification completion rates, retention and progression statistics (NorthTec, 2013, p. 39).

NorthTec's budgeted EFT's for centralised foundation programmes at NorthTec (including My Start) in 2012 were 279 EFTs with no change planned for 2013. English as a Foreign Language had budgeted 30 EFTS in 2012 with no change in 2013 (NorthTec, 2012a, p. 6). Information was not available for the decentralised and specialised programmes as the budgeted EFTs were aggregated within the larger programme areas.

In 2012, NorthTec's Council approved a new organisational strategy and action plans which, although not specifically mentioning the term 'foundation education,' placed a strong emphasis on accessible education, contributing to Northland communities' needs and Māori achievement.

OUR STRATEGY

He tāwhiti ke tō koutou haerenga, ki te kore haere tōnu.
He tino nui rawa ō koutou mahi, kia kore mahi tōnu.

You have come too far, not to go further.
You have done too much, not to do more.

Sir James Henare

OUR PURPOSE
A quality provider of relevant, accessible, innovative tertiary education.

OUR VISION
We contribute to raising the region's expectations and aspirations, opening minds to how quality education can change lives.

Students
We will be in the upper quartile of national benchmarking for qualification completion and our students will consider that they have received a satisfactory return on their investment.

Māori
NorthTec will be a place where Māori can succeed educationally as Māori, with course and qualification completion rates being equal to those of NorthTec as a whole.

Our Communities
We will be valued by our communities, with those surveyed considering that NorthTec makes a positive contribution to the region.

AIM
We will have achieved our Vision if we are providing "Return on Investment" Learning for:

The Government
NorthTec is in the upper quartile of national benchmarking for educational performance and is financially responsible, being efficient in the use of resources and capable of meeting future needs for capital investment whilst maintaining adequate reserves.

The Region's Employers
We will be the preferred provider of education for the region's employers, with those sampled preferring to employ NorthTec graduates over other tertiary providers.

To achieve our aim we will pursue four key strategies:

1. To deliver best practice and innovative vocational education

Through engagement, understand and anticipate what the region expects from our graduates.

Through quality delivery and support structures, be flexible and responsive enough to meet these requirements.

2. To deliver inspirational performance

Build a culture of individual and team responsibility for professionalism and performance excellence supported by quality leadership, improved decision making, targeted training and development, performance management and improved internal systems.

3. To become the sought after tertiary educator for Iwi/Māori of Te Tai Tokerau

Understand and anticipate the needs of Māori for vocational tertiary education and ensure that our programmes and kaupapa enhance the ability of Māori to succeed.

4. To secure financial sustainability

Improve our financial results by:
• Increasing revenue.
• Reducing costs through improved efficiency and effectiveness.

NorthTec's Strategy 2012.

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NorthTec's *Value Statements* (developed in 2012) on whanau, excellence, inspiration and sharing, contain elements that are pertinent to the provision of foundation programmes from a critical pedagogical perspective, in particular the following:

- value diversity and uniqueness;
- mana[106] enhancing;
- a sense of belonging;
- whanaungatanga[107]; and
- respect.

Lastly, NorthTec's Annual Report (2012) contains equity statements on equal educational opportunities for Te Tai Tokerau which includes the following academic initiatives:

Pre-entry programmes: Where students do not meet the entry criteria for a given programme, pre-entry programmes may be available. These programmes include many of the specialised foundation programmes identified in this study.

Developing programmes: The Academic Quality Assurance sub-committee of the Academic Board examines all programme documents as part of the approval process. Consideration is given to identifying any potential barriers and stair-casing arrangements for students. The inclusion of numeracy and literacy outcomes in all programmes developed up to and including Level 3 is ongoing. The Māori Academic Committee of the Academic Board considers the Māori dimension of programmes before approval.

Entry criteria: The Academic Board, as part of its approval of new programmes, requires information to be provided about entry criteria and target group. Analysis of the appropriateness of entry criteria for the established target group is assessed as part of the approval process.

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[106] Mana - prestige, authority, control, power, influence, status, spiritual power, charisma - mana is a supernatural force in a person, place or object.
[107] whanaungatanga - relationship, kinship, sense of family connection - a relationship through shared experiences and working together which provides people with a sense of belonging.

Flexible delivery: the NorthTec Learning Gateway (NLG) has been developed and implemented with the main focus of putting in place a technology infrastructure ensuring better connectivity and access as well as added value to current practice in teaching and learning.

Student support services: These include learning development and learning advisors; student counselling service; learning and disability support; limited financial support; and kaitakawaenga (Māori Liaison Advisors) and student advisory services.

Maori: This includes: provision of Māori studies programmes; working with Māori organisations and Marae communities in Te Tai Tokerau; Wānanga (Marae live-in) delivery of Te Reo Māori programmes; and annual Hui-Ā-Iwi.

Groups disadvantaged in terms of their ability to attend the institution: Provision of: the Northland Polytechnic Certificate in Foundation Studies to encourage second-chance learners who do not meet the entry requirements for higher level programmes; and the Northland Polytechnic Certificate in Vocational Studies to encourage 16 and 17 year olds who had not succeeded in school to develop skills to enter further tertiary education. (NorthTec, 2012b, pp. 97-99)

Foundation programme development process at NorthTec

NorthTec's Academic Statute (approved by Council under the authority of section 194 of the Education Amendment Act 1990) outlines the rules and regulations for all programmes at NorthTec, including programme approval and review. All courses and programmes are approved by the Academic Board. NorthTec annually publishes a register of qualifications to be offered which is updated as changes are made. This register is used as a basis for planning, budgeting and marketing of the programmes.

Programme development and documentation policies and procedures are detailed in the NorthTec QMS (available on the staff portal). The Institutional Quality Manager or the Academic Quality Assurance Committee reports to the Academic Board on each

application and provide recommendations for the approval for academic and student allowance and funding purposes. NorthTec's Academic Board decides whether or not to approve programmes having regard to the recommendation and information available.

The process for the approval of programmes is outlined in NorthTec's Policy (02.005): Approval of Academic Development and Delivery (see Appendix E) and aims to ensure that programmes developed and offered meet stakeholder requirements, institutional priorities, external requirements (NZQA, TEC and other relevant quality validating bodies) and are viable. The documentation containing detailed information required for the approval of programmes is contained within the PADs. The following flowchart outlines the approval process as contained within Policy (02.005).

Approval of Academic Development and Delivery (02.005)

Version 2 (2010)

Concept Approval

Concept approval
Complete Concept Approval Template
Concept approval request sent to Programme Development Committee (PDC) via Business Director
Business Director notifies applicant of PDC outcome

Development of Business Case

Development of Business Case
Programme Leader arranges for completion of Business Case including:
Relevant market research
Financial cost benefit analysis i.e.
- Projected EFTS and funding
- Library costs
- Capital costs
- Computer and blended delivery costs
Establishing financial implications for international students
Forward completed business case to Academic and Quality for distribution.
Sign off by CE then ratified by SMT.
Business Director will notify Programme Leader of Programme Development Committee decision
Endorsement by SMT

Programme Development

Programme Development
Programme Leader consults with Academic and Quality re development time frame and resourcing Curriculum development undertaken

Academic Approval

Academic Approval
Submission of programme to AQA
AQA secretary submits programme for recommendation to Academic Board
Academic Board approves programme and recommends application for accreditation to ITPQ
Accreditation from ITPQ or NZQA who will also put programme onto Kiwi Quals web site
Institutional Quality Manager informs Programme Leader of ITPQ outcome

Communication with Internal Stakeholders

Communication with Internal Stakeholders
Academic Registrar seeks:
- Registration of Qualification with TEC
- Approval for funding and/or loans and/or allowances
Programme Leader seeks EFT allocation from Director Programme Delivery
Programme Leader informs Marketing and Registry of programme start date

NorthTec programme approval process (NorthTec, QMS, 2010).

The policies and processes contained within the QMS provide procedures and guidelines for:

- concept and business case approval for the development of new programmes and/or significant changes to programmes;

- significant and minor changes to programmes; and

- academic approval through the Academic Board for new programmes, significant changes to programmes, contracted delivery of programmes, new sites for the delivery of programmes and applications for accreditation.

Institutional Quality is the service area within NorthTec that provides guidance to the programme areas for the development of programmes to meet both internal and external requirements and was led by an Institutional Quality Manager reporting to one of four Directors at the time of conducting this research. Programme documentation is held centrally at Institutional Quality, uncontrolled copies are held within the programme area's site on the intranet. Many strategic or management documents (including Council and Academic Board minutes) are posted on the staff intranet. Although the platforms and systems exist for staff access to policy and strategy for foundation education there are issues around foundation staff use of and/or awareness of the QMS and foundation education related policy and strategy as discussed in Chapters Six and Seven. This could be an area for staff professional development and/or enhancing the staff induction guides and training (see Appendix E).

Decisions about developing new foundation programmes or reviewing existing provision at NorthTec are recognised as being multi-faceted and complex. Govers' (2011a) concept of studying the complex programme system using a range of lenses (see Table 3.10) is considered appropriate for examining foundation education programme design and development. This could be a further study in its own right.

APPENDIX H   **PHILOSOPHICAL FOUNDATIONS OF ADULT EDUCATION APPROPRIATE FOR FOUNDATION EDUCATION**

The following are brief descriptions of the philosophical approaches to adult education as described by Elias and Merriam (2005) that are considered most relevant to foundation education provision in New Zealand alongside a depiction of how foundation education might be viewed within each perspective. These perspectives are: liberal adult education; progressive adult education; behaviourist adult education; humanistic adult education; and radical or critical adult education.[108]

Liberal adult education philosophy

Aspects	Description
Emphasis	• Stresses the development of intellectual powers and the search for knowledge. Liberal adult education promotes theoretical thinking.
	• Emphasises liberal learning, organised knowledge, and the development of the intellectual powers of the mind. It also stresses philosophy, religion, and the humanities over science.
	• The educated person possesses the four components of a liberal education: rational or intellectual education which involves wisdom, moral values, a spiritual or religious dimension, and an aesthetic sense.
	• Suited for adult learners because it requires life experience in order to fully gain from the reflection and contemplation involved in liberal education's goals.
Pedagogical aspects	• Within this frame educators work to transmit knowledge through direct learning. The educator is the 'expert', and directs the learning process with complete authority.
	• Learning methods used include lecture, study groups, and discussion.
	• The teacher is given a prominent place within this philosophy, and must be well-versed in many intellectual interests.
Proponents	Socrates, Plato, and Piaget
Relevance within New Zealand Foundation Education context	Adult and Community Education (ACE) programmes in New Zealand can be viewed from the liberal adult education perspective, particularly those programmes with a focus on lifelong learning and self-education. Findsen (2002) and Tobias (2005) have explored ACE educational provision in New Zealand with a focus on engaging later adulthood.

Progressive adult education philosophy

Aspects	Description
Emphasis	• Stresses an experiential, problem-solving approach to learning. Like behaviourism, progressivism sees the goal of education being individual and societal. However, the goal of progressive education is improvement rather than survival, which is achieved through liberating the learner.
	• Elias and Merriam (2005) note that "progressivism has had a greater impact upon the adult education movement in the United States than any other single school of thought" (p. 51). Many humanistic, radical and behavioristic adult educators are all in some ways dependent on progressive education for some of their chief ideas.

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[108] Elias and Merriam's (2005) discussion on radical and critical adult education philosophy is the subject of Chapter Three of this study.

Progressive adult education philosophy (continued)	
Aspects	**Description**
Pedagogical aspects	• Principle One: a broadened view or concept of education, meaning that education is not restricted to formal, classroom instruction but is a lifelong process influenced by many sectors of society and daily life.
	• Principle Two: the second principle is a new focus on the learner and the potential of that person to learn more than his or her immediate interests.
	• Principle Three: the introduction of new instructional methodologies. Diversifying these teaching methods in turn diversified learner knowledge gained by learning from those methods.
	• Principle Four: a new teacher-learner relationship that is interactive and reciprocal.
	• Principle Five: education is an instrument for preparing learners to change society. Learners of this philosophy need problem solving skills and practical knowledge. They learn by doing, inquiring, being involved in the community, and responding to problems. Teaching methods used in this philosophy include problem solving, the scientific method; and cooperative learning. The educator is an organiser who guides learning instead of directing learning and evaluates the learning process.
Proponents	Herbert Spencer, John Dewey, and Eduard Lindeman.
Relevance within New Zealand Foundation Education context	Elias and Merriam (2005) note that community education programmes in the USA have been inspired by progressive adult education and the same can be said with regard to New Zealand ACE programmes.

Behaviourist adult education philosophy	
Aspects	**Description**
Emphasis	• A major tenet of behaviourism is the belief that "all human behaviour is the result of a person's prior conditioning and is determined by external forces in the environment over which a person has little or no control" (Elias & Merriam, 2005, p. 83).
	• Because behaviourism fundamentally aims toward individual and societal survival, emphasis is put on skill acquisition and learning how to learn.
	• The behaviourist adult education philosophy emphasises the importance of the environment in shaping the learner.
	• Accountability is an important concept in behaviourism with an emphasis that teachers and learners are both accountable for successful learning. Behaviourism is strong in setting clearly defined purposes, learning objectives, and in selecting experiences that work toward those purposes and objectives. Evaluation is valued in assessing the attainment of the behaviours being taught. Much of vocational training and the certification of tutors can be seen as a behaviourist practice.
Pedagogical aspects	• The teacher must create an environment that is optimal for bringing about behaviour that ensures survival. The traits of the behaviourist teacher are close to those of the liberal, in that the behaviourist "manages" the learning process and directs learning.
	• Behaviourist concepts include mastery learning and standards-based education. Some teaching methods used by behaviourist educators include programmed instruction, contract learning, and computer-guided instruction.
	• Learners are active and able to demonstrate a measurable, learned behaviour.

Behaviourist adult education philosophy

Aspects	Description
Criticisms	Criticisms of this approach cluster around the concept of learning. Opponents argue that learning is a complex phenomenon, that behavioural objectives are more appropriate for certain subjects. Another criticism is that behavioural objectives do not ensure that what is learned in one situation will transfer to a new situation. Standards-based education practice has been criticised for being "dehumanizing or nonhumanistic, lacking in concern for the students, and inhibiting creativity" (Elias & Merriam, 2005, p. 101).
Proponents	John Watson, B.F Skinner, Edward Thorndike, and Ralph Tyler
Relevance within New Zealand Foundation Education context	Elias and Merriam (2005), note that vocational, adult basic education and adult literacy education programmes are all areas that make use of behavioural objectives. This can be said to be true of many foundation programmes offed by ITPs whereby the aims, learning objectives and assessments are articulated in the official PADS for each programme. This approach is also taken up by NZQA in the descriptions of the content in national qualifications.

Humanistic adult education philosophy

Aspects	Description
Emphasis	• Humanistic education aims at the development of people who: are open to change and continued learning; strive for self-actualisation; and who can live together as fully-functioning individuals. • Principles include human nature is naturally good; freedom and autonomy influence behaviour; individuality and potentiality are unlimited and should be nurtured; self-concept leads to self-actualisation; perception of the world explains behaviour; and individuals have a responsibility to humanity. • Foundations of humanistic education lie in: the notion of self-concept; that the adult: defines themselves in terms of the accumulation of a unique set of life experiences; readiness to learn is linked to developmental tasks unique to a stage in life; and desire an immediate application of knowledge. • The humanistic adult education philosophy seeks to facilitate personal growth and development.
Pedagogical aspects	• Humanists are highly motivated and self-directed learners and the belief the responsibility to learn is assumed by the learner. • The humanist educator facilitates learning but does not direct learning. "Humanistic adult educators are concerned with the development of the whole person with a special emphasis upon the affective dimensions of the personality" (Elias & Merriam, 2005, p. 111). • The educator and learner are considered to be 'partners.' • Concepts that define the humanistic philosophy include experiential learning, individuality, self-directedness, and self-actualisation. • Humanistic teaching methods contain group discussion, team teaching, individualised learning, and the discovery method.
Proponents	Carl Rogers, Abraham Maslow, Malcolm Knowles, and Leon McKenzie
Relevance within New Zealand Foundation Education context	Elements of humanistic thinking can be found the foundation education field in two areas. First, the focus on the development of better individuals who will then contribute, perhaps through cooperation and communication among individuals to a democratic political system. This concept or goal of citizenship underlies many generic foundation programmes. Second, humanistic adult education takes into account adult development or andragogy and the focus is on the individual learner rather than a body of information (such as basic or foundation skills). This is particularly pertinent in foundation programmes which aim to be student-centered with a goal towards developing the self-actualised or fully functioning individuals in society.