

Sensitive

Office of the Minister of Education

Chair, Social Wellbeing Committee

Reform of the Tomorrow's Schools system: Paper 1 - proposed Government position

Proposal

- 1 This paper outlines a proposed approach for the reform of the governance, management, and administration of the schooling system, informed by the work of the Tomorrow's Schools Independent Taskforce.
- 2 The key features of the proposed approach are:
 - 2.1. more responsive, accessible, and integrated local support to schools (as well as early learning services);
 - 2.2. stronger arrangements to underpin principal leadership of the schooling system; and
 - 2.3. a better balance between local and national responsibilities for schooling property and network provision.
- 3 A companion paper entitled *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions* seeks agreement to the details of the proposed legislative amendments.
- 4 Attached to this paper are: **Appendix One, Three, Four, Five and Six are published separately**
 - 4.1. the Taskforce's final report (Appendix One);
 - 4.2. a reconciliation of the proposed Government position in this Cabinet paper with the Taskforce's recommendations and 52 proposed actions (Appendix Two);
 - 4.3. a concept design for new system arrangements (Appendix Three);
 - 4.4. a timeline for key components of the reform (Appendix Four); and
 - 4.5. a public-facing document (near final draft) to communicate the decisions and next steps for system reform (Appendix Five).
- 5 Cabinet approval is sought to publicly release the Cabinet paper and all of the appendices.

Executive Summary

- 6 The Government has a significant opportunity to strengthen the education system for all learners/ākonga¹ and their whānau, with a particular focus on groups of learners/ākonga that are underserved by our current system (i.e. Māori, Pacific

¹ Learners/ākonga is used to mean all children and young people in the education system.

peoples, children and young people with disabilities and/or with learning support needs, and learners/ākonga from disadvantaged backgrounds²).

- 7 The Tomorrow's Schools Independent Taskforce (the Taskforce) has concluded its review of the compulsory schooling system and delivered its final report, *Our Schooling Futures: Stronger Together | Whiria Ngā Kura Tūātinini* (the Report) (attached at Appendix One) on 2 July 2019. The Report provides important insights into the governance, management, and administration of the schooling system and highlights many of the system's current strengths. However, it is also very clear that the system faces significant and persistent challenges in delivering equitably for all children and young people.
- 8 Our system is currently designed so that schools largely operate as autonomous, self-managing entities. In practice this means they frequently operate largely on their own, under increasing pressure, and often with slow and uneven transfers of professional knowledge, skills, and best practice. The result is wide variability in learners/ākonga outcomes across and within schools/kura. The nature of the relationship between schools and central government is also highly variable, and trust needs to be rebuilt throughout the system.
- 9 This paper outlines a proposed approach for the reform of the governance, management, and administration of the schooling system. This involves a reset from a highly devolved, largely disconnected, and autonomous set of institutions, to a much more deliberately networked and supported system that is more responsive to the needs of learners/ākonga and their whānau.
- 10 The proposed approach has three key features.
- 11 First, I propose to take action to ensure we have the support functions needed for an effective system, at an appropriate scale, with carefully considered and aligned decision rights and a strong local presence. I want to build on the capability and strengths within our existing education agencies, but I want a support function that is deliberately designed to be more locally responsive, integrated, and accessible. I intend to invite the Secretary for Education to design an Education Service Agency (ESA) (working title) (that is a separately branded business unit within the Ministry of Education), including a programme of substantial service transformations, and a redesigned Ministry of Education. I will report back to Cabinet with further detail in December 2019.
- 12 Second, I propose stronger arrangements to underpin principal leadership of the schooling system. This includes a Leadership Centre or College, a new role of Leadership Advisor, and the establishment of eligibility criteria for appointments to school principal roles so we can ensure all schools are served by leaders with the right skills and expertise.
- 13 Third, I propose a better balance between local and national responsibilities for school property and network provision.
- 14 A range of other features to the proposed Tomorrow's Schools reset of the governance, management, and administration of the schooling system, which can be progressed through the Education Work Programme over the next five to ten years, are also outlined, and grouped in accordance with the Government's five objectives for education [SWC-19 MIN-0120 refers].

² Learners/ākonga from disadvantaged backgrounds includes, amongst others, children and young people in state care and in the youth justice system

- 15 Overall, the changes I envisage to further strengthen our education system will be significant. They will require ongoing investment of both time and resource, and will need to be managed in a coherent and connected way over the next five to ten years. I will be asking officials to provide me with detailed costing information for proposals when Cabinet considers specific changes, and I expect these will have implications for the next three to four Budgets.

Background

- 16 A review of the governance, management and administration arrangements for our current compulsory schooling, known as *Tomorrow's Schools*, is a key component of the Government's current education work programme (EWP), agreed by Cabinet in March 2018 [SWC-18-MIN-0004 refers]. The EWP covers the whole education system from early learning through to schooling, tertiary and beyond. This allows us to consider the case for change in compulsory schooling alongside work on the wider education system.
- 17 The Review provides an opportunity to ensure that our state and state-integrated schooling system is fit for purpose and supports all learners/ākonga to gain the skills and knowledge they need to be lifelong learners and fully participate in the labour market, society, and their communities.
- 18 The Terms of Reference for the Independent Taskforce undertaking the review asked it to explore the ability of school governance, management, and administration to respond to the education needs of the future and to ensure flexibility to meet the needs of local communities and their children. It also asked the Taskforce to consider how schools and education agencies could better support equity and inclusion and how they could give active expression to Te Tiriti o Waitangi [CBC-18-MIN-0029 and CAB-18-MIN-0085 refer].
- 19 The Taskforce completed the Review in two stages. The first stage took place between April and November 2018 and culminated in the Taskforce's initial report, which was released for public consultation on 7 December 2018 [SWC-18-MIN-0168 refers].
- 20 The second stage took place between December 2018 and June 2019, and involved the Taskforce undertaking substantial public consultation on its initial recommendations. Over 100 public and targeted meetings were held from Kaitaia to Invercargill, which were attended by over 3,000 people. The Taskforce also received 2,263 submissions and 3,338 online survey responses. A summary of the consultation is provided in Annex A of its final Report.
- 21 We have made important progress on other aspects of the EWP while the Taskforce has completed its work. Key examples include: the Early Learning Strategic Plan; the Learning Support Action Plan 2019-2025; the review of Vocational Education (RoVE); reviewing the National Certificate of Educational Achievement (NCEA); and developing Te Hurihanganui. Cabinet has also recently agreed to a 30 year vision for education and five Government objectives for strengthening education and guiding the EWP going forward [SWC-19 MIN-0120 refers].
- 22 The five objectives, which are used to group the next steps of the reforms outlined in this paper and Appendix Two, are:
- 22.1. Learners at the centre of education – Learners/ākonga with their whānau are at the centre of education;

- 22.2. Barrier free access - Great education opportunities and outcomes are within reach for every learner/ākonga;
- 22.3. Quality teaching and leadership - Quality teaching and leadership make the difference for learners/ākonga and their whānau;
- 22.4. Future of learning and work - Learning that is relevant to the lives of New Zealanders today and throughout their lives; and
- 22.5. World-class inclusive public education - New Zealand education is trusted and sustainable.

What do we mean by Tomorrow's Schools?

- 23 Until the Tomorrow's Schools reforms of 1989, the governance and administration of New Zealand's compulsory education system was highly centralised. Prior to 1989, the Department of Education (DOE) had responsibility for a wide range of academic and administrative matters to service the schooling system (such as school staffing, teacher registration and discipline and an Inspectorate function³) as well as providing government policy for all non-private learning institutions at primary and secondary level.
- 24 A network of decision-making boards⁴ acted as a conduit between the DOE and the local delivery of education in a particular region. Boards were responsible for virtually all decisions at the schooling level, although major administrative decisions (such as capital works, new schools and school closures) were made centrally.
- 25 In response to the findings of Administering for Excellence (the report produced by the 1988 Taskforce led by Brian Picot), New Zealand introduced one of the most devolved compulsory schooling systems in the world. Since the 1989 reforms, each school has been operating as a largely self-managing statutory Crown entity with responsibility for a wide range of functions that were previously centralised, such as employing staff and developing school policies.
- 26 While many changes to the compulsory schooling system have been made since Tomorrow's Schools was introduced (for example, the introduction of new curricula, the development of Māori medium education and the introduction of NCEA), these have been incremental as the system has required more support and have sometimes appeared ad hoc.
- 27 It is now time to look at the system as a whole and consider how to strike the right balance between what needs to be provided from the centre, what is best left to local schools to ensure strong connections with learners/ākonga, whānau and communities, and what needs to be better supported and enabled at the regional and local level.

³ The School Inspectorate held both advisory and regulatory roles in relation to school monitoring, evaluation and improvement. The Inspectorate was tasked with providing advice and support to schools, yet also performed formal review functions (such as inspecting and reporting on the performance of schools and teachers). The School Inspectorate was replaced by the Education Review Office (ERO) in the Tomorrow's Schools reforms.

⁴ Education Boards were responsible for primary schools and Boards of Governors (which were a separate administrative structure) were responsible for individual or small groups of secondary schools.

The Taskforce Report

- 28** The Taskforce has now concluded its review and, on 2 July 2019, provided me with its final report: *Our Schooling Futures: Stronger Together | Whiria Ngā Kura Tūātitini* (the Report). I sincerely thank them for the considerable time and effort that they have put into developing the report.
- 29** The Report focuses strongly on the need to improve equity and excellence for all learners/ākonga, particularly those whose needs are not currently being met. It also calls for the school system to be founded on the rights of the child⁵ and Te Tiriti o Waitangi, and points to the need for localised support and decision-making and to build more trust within the system.
- 30** The Report's recommendations (and 52 actions) cover eight areas and are based around the establishment of a new entity, the Education Support Agency (ESA), which administers a network of locally based Education Support Learning Networks (ESLNs), and the creation of new Leadership Advisor roles to work directly with boards of trustees and principals.
- 31** The Taskforce made a number of revisions to its initial recommendations in its final Report. The most significant changes are set out below:
- 31.1.** Education Hubs: The Taskforce no longer recommends the establishment of 15 – 20 separate Education Hubs (regionally-based Crown Entities) to lead learning and govern local schooling networks. Instead, the Taskforce now recommends the establishment of a new entity, the ESA, with regional offices (ESLNs) to replace the current Ministry of Education regional offices.
- 31.2.** Board of Trustee roles and responsibilities: The Taskforce has stepped back from its previous recommendation that all legal responsibilities should be removed from boards and given to Education Hubs. The Taskforce no longer recommends that principals/tumuaki should be appointed to schools on five-year contracts. The Taskforce now proposes that boards should retain most of their legal responsibilities, with the exception of responsibilities for 5YA⁶ and major capital works, which would be removed from state school boards.
- 31.3.** Leadership: The Taskforce has expanded the roles of the Leadership Centre and Leadership Advisors. The Leadership Advisors now assume the leadership support and monitoring functions of the previously recommended Education Hubs.
- 31.4.** Education agencies: The Taskforce no longer recommends that the Education Review Office (ERO) and New Zealand Qualifications Authority (NZQA) be disestablished, as it did in its interim report. It now recommends that ERO be repurposed and renamed the Education Evaluation Office (EEO) to provide national level evaluation and to report on education system progress to support ongoing improvement. It also says that NZQA should continue to carry out its existing functions, with oversight of its NCEA assessment processes provided by a specialist Curriculum Centre within the Ministry of Education to ensure

⁵ 'Rights of the child' is a term used by the Taskforce to refer to the rights agreed to in the United Nations Conventions on the Rights of the Child, the United Nations Declaration of the Rights of Indigenous Peoples and the United Nations Convention on the Rights of Persons with Disabilities.

⁶ The Ministry of Education provides each Board of Trustees with a capital funding budget to use over a five year period, known as the 5YA. 5YA funding must be used to upgrade, modernize or replace existing buildings and is not intended for expanding the building area of a school.

strong alignment of NCEA assessment and the intentions of the New Zealand Curriculum.

- 32 I welcome the Taskforce Report and agree there is a clear case for change. The Report is substantial, well-informed, and provides many useful insights and suggestions for improving our schooling system. The proposed Government approach set out in this paper would make progress on the underlying intent of nearly all of the Taskforce proposals. Appendix Two sets out a reconciliation of the proposed Government position in this Cabinet paper with the Taskforce's recommendations and 52 proposed actions.

The Case for Change

Persistent disparities

- 33 The case for change outlined in the Taskforce's Report aligns closely with what I have heard through Kōrero Mātauranga, fono, wānanga, and other fora over the last 18 months. Throughout all of these conversations, I have heard that New Zealanders value and appreciate our education system's strengths, but are also very clear that it must do better, especially for groups of learners/ākonga that are underserved by our system (i.e. Māori, Pacific peoples, children and young people with disabilities and/or with learning support needs, and learners/ākonga from disadvantaged backgrounds⁷).
- 34 The Taskforce Report reinforces these views. The Report cites recent evidence that ranked New Zealand 33rd out of 38 developed countries for its overall educational inequality⁸. While many learners/ākonga do well in New Zealand schools, the current system has failed to address the persistent disparities in educational outcomes and continues to leave some groups of learners/ākonga underserved. There is a very real and urgent case for change within compulsory schooling if we are to address New Zealand's long history of educational disparities.

Schools are too often isolated and unable to access adequate networks of support

- 35 A key reason for New Zealand's poor equity and achievement outcomes is that, since the Tomorrow's Schools reforms in 1989, schools have predominately operated as autonomous, self-managing entities, loosely connected to each other and with a distant relationship with the centre. This autonomy has left schools to operate largely on their own and without sufficient support. The result of this autonomous approach is what the Taskforce describes as "*slow and uneven transfers of professional knowledge and skills, and wide variability in learner/ākonga performance across schools/kura, including within the same decile.*"
- 36 Our highly decentralised model, with limited opportunities for intervention when things are going wrong, has also led to the creation of a lot of rules by the centre, compliance monitoring and high workloads. Furthermore, the Tomorrow's Schools reforms created systematic incentives for schools to compete for students, which in some areas has contributed to a culture of distrust between schools in the same communities, and has stifled collaboration.
- 37 School governance in a system with high levels of devolved autonomy is also challenging. In the thirty years since Tomorrow's Schools was introduced, the demands

7 Learners/ākonga from disadvantaged backgrounds includes, amongst others, children and young people in state care and in the youth justice system

8 UNICEF Office of Research (2018). 'An Unfair Start: Inequality in Children's Education in Rich Countries', Innocenti Report Card 15, UNICEF Office of Research – Innocenti, Florence.

https://www.unicef-irc.org/publications/pdf/an-unfair-start-inequality-children-education_37049-RC15-EN-WEB.pdf

of the school governance role (in terms of the time, skills, and expertise required) have expanded significantly. For example, School Boards of Trustees – a role performed largely by unpaid elected parents – must comply with at least 37 Acts of Parliament and perform a wide variety of often complex roles, such as the appointment and performance review of principals and managing suspensions, stand downs, exclusions, and expulsions.

- 38** While many school Boards function well, others struggle to execute their governance responsibilities adequately. The impact of inadequate or dysfunctional governance are not inconsequential and can result in a school failing the learners/ākonga they are entrusted with for years, contribute to a high turnover of leadership and staff, and, in the worst case scenarios, result in statutory interventions and/or judicial review.
- 39** The nature of the relationship between schools and central government is highly variable. Most of the time, schools operate at arms' length from the centre, but in some contexts, they act on direction from the centre (for example, the implementation of new curricula or assessment frameworks). This dynamic has contributed to a lack of clarity across the system and is part of the problem this work seeks to address.

There is a lack of trust in the system

- 40** The Taskforce Report also highlights a lack of trust in the system, including that the necessary support will be available when it's needed, particularly for those that are underserved by the system. During the Review, schools and parents expressed frustration at the lack of consistent and accessible support from agencies, and the Taskforce noted that some of this is caused by a relative lack of Ministry staff at the front line, the need for stronger, more focused relationships with schools, and greater clarity about the respective roles in the sector.
- 41** The perceived lack of financial resources and flexibility to use them is also considered to limit the extent to which Ministry staff can meaningfully and effectively respond to the schools they serve. I agree there is work to be done to address these issues.
- 42** The Taskforce's views also align with what I have heard in discussions with the profession on employment-related matters, including the pressures and challenges they face and their need for greater, more timely support⁹. A lack of trust manifests itself in the profession not feeling valued or included in education discourse, and can lead to a compliance-focussed culture, including unnecessary reporting requirements and over testing of learners/ākonga.
- 43** The reforms to the Tomorrow's Schools model must support system-wide cultural and behavioural change that strengthens trust and reciprocity between all participants of the system, including the trust that learners/ākonga and their whānau must have that they will receive a great education.
- 44** While the scope of the Tomorrow's Schools Review was focussed on compulsory schooling, it is critical that the Government's response to the review takes the opportunity to strengthen the whole system from end-to-end.

⁹ These discussions led to the establishment of an Accord between NZEI, the Post Primary Teachers Association and the Ministry of Education. The Accord is a way of bringing parties together to address a range of ongoing issues and start building a more trusting environment.

Proposed Government position – moving to a more networked, responsive and supported system

- 45 I propose that we reset the governance, management and administration of the schooling system - moving from a highly devolved, largely disconnected, and autonomous set of institutions, to a much more deliberately networked and supported system that is more responsive to the needs of learners/ākonga and their whānau.
- 46 We need to build a system where schools, leaders, and teachers feel less isolated; have opportunities to share and create best practice; and are more networked and interdependent. We need a system where leaders and teachers have a sense of shared ownership of the whole system not just their individual school.
- 47 We also need a system that has the networks and feedback loops necessary to drive continuous improvement and ensure that our teachers and leaders are supported to be more responsive and receptive to the needs and aspirations of all learners/ākonga and their whānau. This must happen at every part of the system and reflect the diverse identities, languages, cultures, and needs of all learners/ākonga in our schools.
- 48 System change of this nature and scale does not happen overnight and, in other countries, such as Finland, it has evolved over decades of hard work and commitment, starting with – in the first instance – ensuring that the system has the necessary precursors. These include ensuring there is an adequate supply of effective leaders and growing workforce capability.
- 49 The proposed approach for the reform of the governance, management, and administration of the schooling system has three key parts. To address the weaknesses with our current system, rebuild trust, and shift towards a more networked, responsive and supported system, we need:
- 49.1. more responsive, accessible and integrated local support to schools (as well as early learning services), by substantially rebalancing the Ministry of Education towards more regional and local support, through the establishment of a separately branded business unit within the Ministry of Education, the Education Service Agency (ESA), that will lead a programme of substantial service level transformation;
 - 49.2. stronger arrangements to underpin principal leadership of the schooling system; and
 - 49.3. a better balance between local and national responsibilities for school property and network provision.

More responsive, accessible, and integrated local support through establishing the Education Service Agency

- 50 Our system needs to provide much more responsive, accessible, and integrated support to governors, leaders, teachers, learners/ākonga and their whānau. However, I consider that establishing yet another separate entity will create more chasms in the system, be a distraction from the substantive work that needs to be done, and consume significant resources and capability that could be better utilised improving the system for learners/ākonga.
- 51 I consider that much of the intent of the Taskforce recommendations can be achieved by ensuring that we have all the support functions we need for an effective education

system at an appropriate scale, with carefully considered and aligned decision rights and a strong local presence within current education agencies.

- 52** The approach that I want to take to resetting the system is one that recognises that the appropriate location of different functions. Some functions are best delivered centrally. These include those where scale and consistency are important, and a degree of separation or independence is appropriate. Other functions are best delivered at an aggregated or regional level. These include functions where critical resources and/or expertise are scarce, and collaboration and coordination can play a key role in ensuring learner/ākonga success. And some functions must simply be provided close to learners/ākonga and whānau, because this is the best way of ensuring that individual needs can be met, parents and whānau can be actively engaged, and the voice of the local community, employers and Māori will be heard.
- 53** I want to build a much better resourced regional function that has a deeper knowledge across a range of service areas. It must have sufficient resources and the right capacity and capability to have close working relationships with every school/kura, early childhood education centre and, where appropriate, tertiary providers. It also needs to be empowered to promote strong connections across the secondary-tertiary interface to support learners' pathways to further learning and employment. I want to ensure that learners/ākonga, parents, whānau, governors, leaders, and teachers can access the support they need, when they need it.
- 54** I envisage developing and investing in more localised and timely support for governance, leadership, curriculum, teaching and learning practice, and sharing of good practice, from early learning through schooling and ultimately further learning and employment. This support must be of and for the sector and needs to include more permeability between the support functions and the sector, such as through a deliberate programme of secondments.
- 55** I also want this localised/regionalised support system to have more decision rights and flexibility with funding than the current Ministry of Education regional offices. To this end, I have already invited the Secretary for Education to start identifying any delegations that currently sit at the centre and could be delegated to regional directors.
- 56** The model I have in mind for delivering this new improved support function is through the establishment of the Education Service Agency (ESA), which would be a separately branded business unit as part of the Ministry. The primary purpose of the ESA would be to deliver more responsive, accessible and integrated support by delivering functions relevant to the needs of teachers, leaders, students, whānau and their wider communities, to support equity and excellence of learning outcomes.
- 57** The redesigned 'centre' of the Ministry would inform and enable the ESA and be responsible for those matters, for example, where national consistency and scale make sense, and where some degree of separation from the "customer" is preferable (e.g. to avoid unmanageable conflicts of interest). A concept design of the relationship between the Ministry and the ESA arrangements is attached as Appendix Three.
- 58** The design principles for the redesign will be:
- 58.1.** delivering for all learners/ākonga and whānau, with particular focus on those the system currently does not serve well: Māori, Pacific, those with disabilities and/or learning support needs, and those from disadvantaged backgrounds;

- 58.2. a strong focus on working with and supporting education providers (early learning services, kura, schools, wharekura, including transitions between these and tertiary), with an emphasis on teaching and learning;
 - 58.3. strengthening teaching and learning leadership;
 - 58.4. enabling effective participation of family, whānau, iwi and community;
 - 58.5. ensuring decision rights and responsibilities of the system as a whole are clear and informed by a sound evidence base; and
 - 58.6. alignment of the ESA with the Government's approach to supporting the regions and minimising any overlaps in functions between agencies (e.g. designing a single integrated data source).
- 59 The new Ministry of Education and ESA will also support:
- 59.1. greater alignment and coherence;
 - 59.2. clearer accountability; and
 - 59.3. rights of redress (i.e. effective resolution of complaints/disputes, including the provision of a mediation service).
 - 59.4. Consistency with the Māori-Crown relationship will be designed into both the ESA and the redesigned centre of the Ministry. Resources would pivot to the delivery of front line services relevant to achieving equity and excellence of learning outcomes.
- 60 I want the ESA to be immediately focused on significant service-level transformation to support equity and excellence for learners/ākonga and their whānau, and for educators and others across the system.
- 61 I expect that the leadership team of the redesigned centre and the ESA would reflect the emphasis I am placing on accessible integrated local support.
- 62 I expect this service-level transformation to be:
- 62.1. focused in the areas of government education services that provide the greatest opportunities to enable educators to focus on learning and wellbeing;
 - 62.2. able to make a significant change for those learners/ākonga who have traditionally been underserved by the education system: Māori, Pacific, those with disabilities and/or learning support needs, and those from disadvantaged backgrounds;
 - 62.3. able to deliver concrete improvements in planned stages on a path towards a transformed service offering; and
 - 62.4. comprised of a small number of major service transformations (around five) enabled by the many components required to deliver them.
- 63 I intend to invite the Secretary for Education to design the ESA and the related operating model, including a programme of substantial service transformations, along

with a redesigned Ministry of Education, and report to me with further detail in November 2019.

- 64 I will report back to Cabinet with detailed proposals in December 2019, including associated fiscal and legislative implications, if any.
- 65 Structural change alone will not drive the behaviours and incentives needed to address the persistent disparities in educational outcomes. However, I consider that these structural proposals are critical for shifting behaviour, including the rebuilding of trust and relationships, and fostering greater collaboration across the system. These new arrangements will provide the necessary foundations for implementing other non-structural initiatives and interventions at a system-wide level that will have direct impact on equity and are discussed below.

Education Payroll Service

- 66 I am also taking the opportunity to consider the future form of the education payroll service. This role is currently performed by a Crown company, although much of the risk still rests with the Ministry of Education.

Monitoring and evaluation

- 67 The Taskforce recommended changes to the functions of ERO to focus on system wide evaluation rather than individual school reviews. However, I believe that individual school reviews provide important information for schools, whānau and communities.
- 68 However, I do want to strengthen the capability of schools to undertake self-evaluation and continuous improvement, including ensuring effective engagement with whānau and communities. I have asked the Chief Review Officer to advise me about how its approach can support this, so that, over time, the ERO can increasingly free up resources to focus on system-level evaluation and review.
- 69 To monitor and report on progress towards achieving the system changes outlined in this paper, I intend to use the measurement methods outlined in my recent advice to Cabinet on shaping a stronger education system with New Zealanders [SWC-19 MIN-0120 refers]. This will ensure that progress towards making these changes is considered within the broader context of improvements that we are making across the whole education system. I will ask the Ministry of Education to provide me with initial advice in November on how this monitoring and reporting can best be delivered in a timely, coherent, and effective manner over the next five to ten years.
- 70 I will also be asking ERO and the Ministry of Education to ensure their respective research and evaluation functions provide a strong basis for generating effective system level information and evaluation that informs prioritisation, action, and improvement. I see potential for greater connectedness between the Ministry of Education and ERO to make use of information and data to reduce the workload of schools in the context of monitoring and evaluation. I also see an opportunity here for greater alignment with the New Zealand Council for Educational Research (NZCER) and academic research.

Stronger arrangements to underpin principal leadership of the schooling system

- 71 The Tomorrow's Schools approach has a heavy focus on school governance. Governance roles and duties are carefully prescribed, with opportunities to intervene at the governance level when things go wrong. In practice, however, effective and enabled leadership, particularly by principals, is often more important to a school's

success. I propose to put in place the following changes to better underpin the role of principals.

A Leadership Centre or College

- 72** The roles of principals, and other leaders, are distinct from those of teachers; influencing student achievement more broadly and less directly. At present, there is only limited specific differentiation at a system level between these roles.¹⁰ This weakens the impact of initiatives that aim to respond specifically to the needs and demands of leadership. In addition, we do not have a systematic approach to identifying and growing leadership across the system.
- 73** We need talented and effective leaders to lead in ways that reflect the diverse identities, languages and cultures of learners in our schools, including growing the number of Māori and Pacific leaders in the system. We also need leaders who can influence people across the system to think and act differently, particularly those who work in schools with high proportions of learners/ākonga who have been underserved within the current system.
- 74** To address these issues, I intend to establish a Leadership Centre or College within the redesigned Education Ministry to build the status and capability of leaders and principals. This will be a critical shift in our system design to ensure we have an adequate supply of effective leaders. I will be asking for further advice on the initial resourcing requirements and its specific functions. These could include, for example:
- 74.1.** co-ordinating and supporting leadership networks;
 - 74.2.** promoting best practice;
 - 74.3.** developing professional learning frameworks;
 - 74.4.** promoting leadership career pathways;
 - 74.5.** providing leadership development opportunities through use of secondments to the Centre or College;
 - 74.6.** operationalising the eligibility criteria for principal roles; and
 - 74.7.** developing performance management frameworks and requirements.
- 75** The advice will also cover how the new centre will interact with existing organisations operating in the leadership area, including the Teaching Council. The Teaching Council has undertaken considerable work with the education sector to develop a leadership strategy, which I endorse. I want to ensure there is a strong and coherent connection between the new Leadership Centre or College, the Teaching Council, and the leadership strategy. I expect officials to consult with the Teaching Council and other professional bodies in the development of this advice.

Leadership Advisors

- 76** I agree with the Taskforce's recommendation that there is a need for greater localised support for our school leaders. As part of the Education Service Agency, a new Leadership Advisor role will be established. (This will be distinct from previous roles with the same or similar names.) This role will provide a much stronger platform to

¹⁰ Nothing in this section is intended to minimise the fact that a person can hold a leadership role while also having teaching duties, including as a teaching principal.

underpin effective leadership in our system and ensure a continuous focus on achieving equity and excellence for all learners/ākonga.

- 77** While the details of this new role still need to be worked through, I envisage two different types of specialised advisor – one for principals and one for boards. This is to reflect the different roles of principals/tumuaki and Boards, the diverse challenges they face, and the need to ensure they are provided with appropriate and relevant support.
- 78** I expect that these advisors will be highly trusted professionals with the knowledge, expertise, and experience needed to provide on the spot support and advice, addressing issues as and when they arise. They will also play a key role in sharing best practice across the system to achieve equity and excellence, supporting collaborative networks such as clusters of schools or Kāhui Ako, and encouraging and supporting innovative approaches to teaching and learning.
- 79** I have commissioned further advice on what specific functions should rest with a Leadership Advisor and what should be spread across other roles. For example, in addition to having different advisors for boards and principals, it may be appropriate to separate responsibility for guidance and support from responsibility for monitoring and enforcement. Possible roles and functions for Leadership Advisors could include:
- 79.1.** providing guidance and advice to Boards when appointing a new principal, including supporting Boards to access recruitment and appointment expertise where required;
 - 79.2.** ensuring a customised, connected process for the induction and ongoing mentoring and support of principals;
 - 79.3.** supporting principals and boards with significant challenges by making connections with expertise in the identified area;
 - 79.4.** carrying out the principal's performance review on the request of the board of trustees, and with the agreement of the principal;
 - 79.5.** providing an additional accountability mechanism where a school is failing to make progress in delivering equitable outcomes for the groups of learners/ākonga that are currently underserved by our system;
 - 79.6.** working with principals to identify leadership potential and development opportunities for potential leaders, and providing or brokering appropriate professional learning and development (PLD);
 - 79.7.** supporting existing collaborative networks, such as clusters of schools or Kāhui Ako, to maximise the knowledge and skills of the collective through sharing best practice to achieve equity and excellence;
 - 79.8.** recommending intervention where there are persistent performance issues that have been unable to be resolved through other mechanisms.
- 80** Ultimately, I want to ensure that the roles and functions given to Leadership Advisors allow for an effective professional relationship with principals/tumuaki and Boards, including a healthy and constructive tension that is based on shared understanding, trust, and respect.

- 81 I also want to consider the role of the Leadership Advisor in the context of the support and resources that are already available to principals and Boards. For example, NZSTA currently provides a range of advisory services to its member Boards. I want to take this opportunity to assess the full range of offerings available to ensure that Boards and principals have access to the complete package of measures and supports they need to perform their roles effectively. This work will be undertaken as part of the establishment of the ESA.

Establishing minimum eligibility criteria for principals

- 82 The principal role is demanding and complex and critical to the success of a school. Currently the only legal requirement for appointment is being a registered teacher who holds a current practising certificate.
- 83 I propose to seek new enabling provisions in the Education and Training Bill requiring the Minister of Education to require specific eligibility criteria for principal/tumuaki appointments. This is detailed further in the companion paper *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions*.
- 84 This enabling provision will allow time to co-design eligibility criteria and associated processes with the profession, and to consider the options for who should be the delegated authority to issue the criteria. I envisage the eligibility criteria will be set by the Teaching Council, in consultation with the Ministry of Education. I have asked officials to provide me with further advice by March 2020 on the development of these criteria.
- 85 I have also asked the Ministry of Education to investigate the provision of a single set of professional standards for principals to be used for their performance review.

Getting the right principals where they are most needed

- 86 The Taskforce proposed that incentives to attract highly capable principals/tumuaki to work in schools/kura with more complex challenges are broadened. I consider that this does not go far enough. We already have some incentives in place, such as the Principal Recruitment Allowance and I think we should be much more deliberate about the scope, scale, and complexity of our principal roles. I will look to progress this work in the medium term.

A better balance between local and national responsibilities for the network of schooling property and provision

- 87 Under the Tomorrow's Schools system, a number of responsibilities for school property and provision are devolved to school boards and principals. This has given schools and their communities a high degree of autonomy over network related matters, but has also led to variability in the quality and condition of school infrastructure, high workloads for boards and principals, and duplication of effort and other inefficiencies across the schooling network as a whole. The Tomorrow's Schools reset provides an opportunity to address these issues and achieve a better balance between what is provided locally and nationally.

Responsibilities for property

- 88 The Tomorrow's Schools approach to the maintenance and management of school property has seen varied results. Some boards perform their duties well, while others struggle to keep pace, particularly where they have inherited infrastructure that was poorly maintained by previous boards. There is now too much variability in the condition of schools and how well they are maintained, and not all of our young people have access to quality learning environments.

- 89** Even when school boards do well with managing and maintaining their property, this function can be an unwelcome burden and a significant distraction from a school's core role of teaching and learning. A lack of clarity about school boards' maintenance and management roles and responsibilities can add to the burden.
- 90** In recent years, the Ministry of Education has responded to these concerns by strengthening its approach to asset management, and is increasingly offering some boards more support to fulfil their property related responsibilities. The Tomorrow's Schools reset is an opportunity to build on this work and strengthen the approach to property management and maintenance across the whole system.
- 91** As part of the system reset, I want to reduce the burden on schools by simplifying or removing infrastructure management and maintenance responsibilities from boards and centralising key services, such as planned and preventative maintenance. Over time, this will not only significantly improve the quality of school property and deliver efficiency gains, it will free up the time of principals and senior leaders at schools to focus more on lifting equity and excellence for all learners/ākonga.
- 92** As part of the Ministry redesign, I will be asking the Secretary of Education to provide advice on the feasibility and cost of taking on more property related responsibilities from boards over the next 5 to 10 years, while ensuring schools and communities continue to have significant input into the design of their physical spaces. This will include, for example, the Ministry offering centrally managed capital works, procurement services, planned and preventative maintenance, and reactive maintenance services.
- 93** This new approach to school property management and maintenance will be a significant change. It will be subject to further detailed advice and dependent on future Budget decisions. I will ask the Ministry to introduce changes incrementally to enable the Ministry to regularly review and adapt services as needed, as well as provide time to align with the broader outcomes of the Tomorrow's Schools reset, including the establishment of the ESA.

A more strategic approach to the schooling network

- 94** I propose that the Tomorrow's Schools reset include a stronger focus on network planning to support access to high quality schooling. I agree with the Taskforce on the importance of a more strategic approach to the state schooling network which is future-focussed and reflects the Māori Crown relationship in the context of Te Tiriti o Waitangi.
- 95** As part of work on a more strategic approach to the schooling network, Cabinet has previously agreed to the National Education Growth Plan, which was released earlier this year [CAB MIN 19-MIN-0264 refers]. The Growth Plan sets out the strategic approach to managing, maintaining and growing the schooling network in response to current and forecast increases in the school age population, and is critical for ensuring that the network has sufficient capacity to provide quality learning environments for the next generation of learners. Furthermore, work is also progressing on a redevelopment plan for existing schools, so that all learners, not just those in new growth areas, have access to quality, fit-for-purpose learning environments.
- 96** Going forward, this work will also explore opportunities to better support equitable access to Māori medium education that meet the education aspirations of learners/ākonga and their whanau.

97 I am also interested in further work on the potential to grow Pacific medium pathways.

Taking a network-based approach to enrolment zones

98 I propose to move the responsibility for developing and consulting on enrolment schemes from Boards of Trustees to the new Education Service Agency within the Ministry of Education. Developing and consulting on establishing a new enrolment scheme, or modifying an existing scheme, is a significant workload for a group of people who are almost all volunteers. They can also be subject to intensive community lobbying and come under huge pressure to make changes to suit particular interest groups. I do not believe this is a fair position to place Board members in.

99 The ESA would work closely with the relevant schools to ensure their view and those of their community were taken into account as part of the design process. Schools would also be consulted on the enrolment scheme, along with other interested parties.

100 This is detailed further in the companion paper *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions*.

101 A centralised approach will also enable the development of a more effective national network of enrolment zones and a holistic view of population trends and capacity in the system. The contribution of local views to the design process from schools would contribute to an enduring and robust enrolment scheme, as well as greater buy-in from schools and communities. Additionally, giving the Ministry of Education the main responsibility for enrolment schemes will assist to reduce competition between schools, and increase fairness for all students.

102 I have also commissioned further advice on other aspects of how enrolment schemes operate. This includes whether:

102.1. the existing balloting criteria for out-of-zone enrolment places set out in the Education Act 1989 continue to be fit for purpose;

102.2. grand-parenting provisions should apply when new enrolment schemes are established or changes are made to existing enrolment schemes; and

102.3. state-integrated schools should be required to use the same balloting criteria and processes as state schools for non-preference students.

Other proposed components of the Government position

103 There are a range of other features to the proposed Tomorrow's Schools reset of the governance, management and administration of the schooling system, which can be progressed through the Education Work Programme over the next five to ten years. These are outlined below, grouped in accordance with the Government's five objectives. They have been inspired, either directly or indirectly, by the work of the Taskforce (see Appendix Two).

Learners at the centre

104 This objective recognises that the system should be responsive to the needs of learners/ākonga with their whānau – they are our reason for being, so we need to focus on what matters to them. The system needs to sustain their wellbeing, identities, languages and cultures as well as providing the learning they need in ways that work for them.

105 Through the Education and Training Bill, I intend to make a number of changes to the Education Act 1989 to clarify the role and objectives of Boards of Trustees. The details

of these proposals are set out in the companion paper – *Reform of the Tomorrow's Schools system: Paper 2 – legislative provisions*. They include:

- 105.1.** Clarifying the responsibilities of Boards of Trustees in relation to Te Tiriti o Waitangi/the Treaty of Waitangi and to relevant student rights set out in the New Zealand Bill of Rights Act 1990, the Human Rights Act 1993 and the (new) Education and Training Act;
 - 105.2.** Requiring Boards of Trustees to undertake consultation with students, staff and the school community when making school rules;
 - 105.3.** Amending the objectives of Boards of Trustees, including in relation to how they work with their communities and Māori. The regulations that will be developed by 2022 will be used to clarify expectations around this engagement.
- 106** All national education agencies should share responsibility for upholding Te Tiriti o Waitangi and the rights of the child and report on their progress annually. The companion also sets out legislative amendments to give better effect to Te Tiriti o Waitangi at a system level.
- 107** Our system needs much better mechanisms for responding to children, young people's, family, and whānau voices, insights, and concerns.
- 108** I propose to include enabling provisions in the Education and Training Bill for new disputes panels, including a mediation service, to be established locally to respond to learner/ākonga and whānau concerns or disputes that have not been able to be resolved at the school level (see companion paper *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions* for further details). This will be considered as a key component of work by the Ministry of Education to develop an effective mediation and dispute resolution process for learners/ākonga and their whānau.
- 109** I also propose that the Children's Commissioner be asked to review the requirements for student participation in school governance, taking into account the United Nations Convention on the Rights of the Child (Article 12), and provide recommendations on what improvements could be made.

Barrier free access

- 110** This objective recognises that the system needs to ensure that great education opportunities and outcomes are within reach for every learner/ākonga. It needs to ensure specific supports are available to those who need them, and that all learners can access pathways that will support their aspirations.
- 111** *Equity Index:* Cabinet recently agreed in principle to progress work on transitioning from the decile system to the Equity Index [SWC-19-MIN-0122 refers]). This will more accurately target additional funding to the schools with higher levels of disadvantage to mitigate the socioeconomic challenges faced by their learners/ākonga. I see this work as being critical to addressing the inequities that exist within our system.
- 112** I consider that the introduction of resourcing based on the Equity Index should be accompanied by an increase in the overall level of equity resourcing to ensure that all schools are adequately resourced to mitigate the socio-economic barriers faced by their students. I have instructed the Ministry to work towards developing an equity package that takes a system-wide approach to improving equity in the education system. I intend to seek funding for this package of supports through Budget 2020 or Budget 2021.

- 113** This would result in an increase to the overall quantum of resourcing that is targeted towards mitigating socio-economic disadvantage so that New Zealand's investment in equity is more in line with comparable jurisdictions. It would also provide transition funding for managing the distributional impacts of moving to the Equity Index.
- 114** *Provide better support for learners/ākonga with disabilities and/or learning support needs:* The recently released Learning Support Action Plan 2019 – 2025 is well aligned with what the Taskforce has proposed in this area. The introduction of Learning Support Coordinators introduces a new, localised level of support that we can continue to build on. The Learning Support Coordinators are an integral part of a more flexible and joined-up approach to learning support, called the Learning Support Delivery Model, which is already being implemented across New Zealand.
- 115** In addition, I expect the new ESA, enabled by the redesigned Ministry, to ensure that leaders and teachers are well supported to identify and respond to the needs of learners/ākonga with disabilities and/or learning support needs, and the needs of their whānau. The ESA will also play a key role in ensuring that excellent practice and behaviours are acknowledged, shared, and embedded through local support networks. The Associate Minister of Education, Hon Tracey Martin and I will direct officials to give particular consideration to how the development of the ESA can help improve outcomes for learners/ākonga with disabilities and/or learning support needs, in addition to advancing the Learning Support Action Plan.
- 116** *Schools as full-service sites:* We know that many learners come to school with complex needs that impact on their potential to engage with learning. While schools can currently host services provided or brokered by other government agencies (e.g. Ministry of Health), the nature of the services provided varies between different schools and regions.
- 117** Over the longer term, I intend to look at developing national guidelines for schools to become full-service sites that offer extensive wraparound services in socio-economically disadvantaged communities. This is consistent with work underway across the wider public service (e.g. the reform of the State Sector Act 1988) and the Government's broader wellbeing approach, including the Child, Youth and Wellbeing Strategy. In undertaking this work, the Ministry of Education will work closely with other relevant agencies including Oranga Tamariki – Ministry for Children, Ministry for Social Development, Te Puni Kokiri, and Ministry of Health.
- 118** *More effective transitions by providing a secure and trustworthy information sharing platform:* Work is underway to improve and strengthen information sharing across the education system through Te Rito (the Student Information Sharing Project), and as part of the work arising from the Curriculum, Progress and Achievement work [SWC-19-MIN-0101 refers].
- 119** *Joint secondary school-tertiary learning:* It is important that our system builds strong connections between relevant parties that support the skills, employment and wellbeing of our learners/ākonga. Work is already underway in this area through the review of secondary-tertiary pathways and funding. Removing barriers to funding for secondary-tertiary learning will support better access and a smooth transition into vocational education, and engages these students with further learning and employment opportunities before completing their secondary schooling.

Quality teaching and leadership

- 120 This objective recognises that the system needs to deliberately network, support and invest in the education workforce, and empower people to work together to make a difference for learners/ākonga and their whānau.
- 121 *Education Workforce Strategy*: I agree with the Taskforce that a comprehensive and effective Education Workforce Strategy is necessary. The Taskforce's comments will guide and inform how the strategy is developed. I will report to Cabinet with a draft Education Workforce Strategy for consultation by the end of the year.
- 122 *Strengthening Boards of Trustees*: boards of trustees should be provided with professional support, guidance, and oversight.
- 123 Some training for boards is currently available, including through NZSTA. I have commissioned a review on whether the range and nature of that training is fit for purpose, or if it could be expanded and/or improved. This review will also include the implications of the new organisational arrangements for the Ministry for delivering these services.
- 124 I have also requested that work be progressed on whether Boards of Trustees members should be required to undertake mandatory training as part of their role. As well as training in governance this could also include upskilling Boards in the functions that are specific to their important role in our system such as providing an inclusive environment for all learners/ākonga and ensuring fair, transparent, and lawful processes are followed around disciplinary action.
- 125 There is a need to support greater engagement by Māori in school governance. I have commissioned further work on how this could be achieved in practice and expect officials to provide me and the Associate Minister of Education (Māori Education), with advice by June 2020.
- 126 A range of statutory interventions also exist in the Education Act, but the Ministry has limited capacity to use them in a timely and effective manner. The priority is therefore to create a substantial level of integrated, regionally and locally based system support through the ESA. This support should also ensure that where interventions are needed this is identified in a timely way and acted on immediately in order to preserve the rights and interests of learners/ākonga and their whānau to a high quality education.
- 127 I note that some boards have already adopted voluntary codes of conduct. I will seek amendments in the Education and Training Bill to give the Minister of Education the power to issue a mandatory Code of Conduct, with sanctions for failure to comply, (see companion paper *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions* for further details).
- 128 *Supporting new teachers*: the Taskforce has put forward a number of proposed actions to improve the foundational experience for new teachers. I agree that our system must ensure that our new teachers are suitably trained and well-prepared, and provide them with the support and guidance they need as they progress through the early stages of their career. We have already made progress in this area. In Budget 2019 The Government allocated funding to:
- 128.1. support 800 more beginning teachers into their first roles through the National Beginning Teacher Grant and the Voluntary Bonding Scheme expansion;
- 128.2. partner with iwi to design and pilot regional scholarships, which support Māori students to train and remain in teaching; and

- 128.3. support Initial Teacher Education (ITE) providers meet new Teaching Council requirements, which came into effect on 1 July 2019 which included increasing the length of student placements in schools.
- 129 I will direct my officials to consider the Taskforce's recommendations, along with alternative approaches to strengthen initial teacher education, as part of a future programme of work.

Future of learning and work

- 130 This objective recognises that the system needs to be future-focussed and adapt to the changing world and changing knowledge about teaching and learning, so that what New Zealanders learn is relevant and useful for their lives today and throughout their lives.
- 131 *The establishment of a nationally based Curriculum Centre to provide curriculum leadership and expertise:* The success of the New Zealand Curriculum and Te Marautanga o Aotearoa relies on our teachers and leaders having the skills and confidence to interpret them, ensure they are relevant in a local context, and bring them to life in the classroom. I want to ensure that our teachers and leaders have access to high quality advice and resources that enable them to do this effectively. As part of the Ministry redesign and the establishment of the ESA, I will invite the Secretary for Education to advise me on what it would take to create a much clearer and larger critical mass of expertise that leads, develops, and supports curriculum development and delivery. This will include work with NZQA to ensure strong alignment of NCEA assessment and the intentions of the New Zealand Curriculum and Te Marautanga o Aotearoa¹¹;
- 132 *Strengthening the Māori medium pathway:* We need to ensure our future education system is more responsive to meeting the needs and aspirations of Māori learners/ākonga and their whānau. Work in this area must be undertaken in partnerships with Māori and considered in the wider context of work by the Ministry of Education to refresh Ka Hikitia (the Māori Education Strategy) and Tau Mai Te Reo (the Māori Language in Education Strategy). I will direct my officials to report to me and the Associate Minister of Education by March 2020, with a plan for taking this work forward, including the process for engagement with Māori.
- 133 *Prioritising te reo Māori:* I fully endorse the Taskforce proposal to prioritise te reo Māori. The recent budget announcement of \$42 million additional funding through Te Hurihanganui to support better engagement between schools and whānau and teacher development reflects this priority. Other initiatives in place that also support giving greater priority to te reo Māori in PLD include Te Ahu o te Reo and guidelines for the use of PLD funding.
- 134 *Flexible learning and specialist provision:* Over the longer term, I support the concept of considering opportunities to promote a more cohesive national approach to support flexible learning and specialist provision. This would consider the roles of Te Aho o Te Kura Pounamu (Te Kura) and the Virtual Learning Network (VLN), and the national and local special schools/kura.

World class inclusive public education:

- 135 This objective recognises that the system needs to be trusted by, and inclusive of, all New Zealanders, particularly learners/ākonga with disabilities and/or learning support

¹¹ *Te Marautanga o Aotearoa* is the national curriculum that was developed in te reo Māori. Kura and schools can choose to use *Te Marautanga o Aotearoa*, *The New Zealand Curriculum*, or both.

needs. The education system also needs to be sustainable, so that it can continue to support the wellbeing of our people and nation.

- 136** *The future of Kāhui Ako (Communities of Learning):* I propose to redevelop the Kāhui Ako model so that it is more genuinely based on collaboration between schools, early childhood services, and other education providers. I see strengthening collaborative networks across the system as key elements for creating trust and building an interdependent education system.
- 137** *Resourcing:* I will direct my officials to work with relevant parties, and with appropriate regard to the Accord, to consider improved resourcing for staffing entitlements as part of a future work programme.

Implementation

Managing risks

- 138** The Taskforce states in its Report that it could take five to ten years to understand, embed and demonstrate sustainable system change. I agree. Transforming the compulsory school system, in the way set out in this paper, will require significant time and effort that will need to be sustained over the course of several years.
- 139** I note that the total cost of addressing the systemic issues outlined in this paper and shifting to an education system that serves all learners/ākonga equally well is likely to be significant. Further work, including detailed policy design, is required to fully understand the design, implementation, resourcing and potential legislative requirements. I will be asking officials to provide me with detailed costing information for any proposals when Cabinet considers specific changes. However, I expect the overall Government response to the Taskforce Report that is outlined in this paper will have implications for the next three to four Budgets.
- 140** I am cognisant of the risks associated with managing a process of change over a long period, including loss of momentum and delays in the benefits of change reaching learners/ākonga and whānau. To manage these risks, I have prioritised areas that will make the greatest difference to improving equity and excellence for learners/ākonga and their whānau, and that will establish the conditions, attitudes and behaviours necessary to ensure that system transformation unfolds over time in a way that is self-sustaining and self-reinforcing (e.g. through focusing on leadership and system support). The priority attributed to each initiative and timeframes over which I intend to commence and progress work are outlined in Appendix Two.
- 141** System change of this nature will be complex and will need to unfold in stages over several years. I have summarised how I expect change to unfold over the next four to five years in Appendix Four.
- 142** To maintain oversight of the change, I recommend that Cabinet invite the Minister of Education to report back by 16 December 2020 on progress to implement these significant changes across the education system.

Consultation

- 143** The Education Review Office, New Zealand Qualifications Authority, State Services Commission, The Treasury, Office of the Children's Commissioner, the Department of Prime Minister and Cabinet (PAG), Office of the Disability Rights' Commissioner, Te Ara Whiti, Ministry of Social Development, Oranga Tamariki, Ministry of Business, Innovation and Employment, Te Puni Kōkiri, and Ministry for Pacific Peoples have been

informed of the Taskforce's final report and its recommendations and consulted on the proposed Government response. The Teaching Council have been informed of the Taskforce's final report and its recommendations.

Financial Implications

- 144 The Government response to the Taskforce's recommendations will have financial implications for the next three to four Budgets. Further work, including detailed policy design, is required to fully understand the financial implications of the proposals as they stand. Detailed costing information will be provided to Cabinet with those proposals.

Human Rights

- 145 The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Impact Analysis

- 146 There are regulatory implications associated with the proposals to amend legislation that are discussed in this paper and summarised in paragraphs 105 – 108. These proposals are addressed in detail in the companion paper entitled *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions*. The Regulatory Impact Analysis for these proposals is also provided in the companion paper.

Disability Perspective

- 147 Learners with disabilities and/or learning support needs are under-served by the current education system and have significantly poorer employment outcomes than the general population. An explicit focus of the change in the education system is the need for equal opportunities to access, success and employment outcomes for learners/ākonga with disabilities and/or learning support needs.
- 148 The views of people with disabilities and/or learning support needs and their whānau have been actively sought and integrated into the Taskforce's review of Tomorrow's Schools through targeted meetings, online surveys, wānanga, fono, and broad engagement throughout the review. The Government response work has also been informed by Kōrero Mātauranga.
- 149 Through this paper, I have referred to the need to design an education system of the future that serves all learners. For the avoidance of doubt, this includes learners with disabilities and/or learning support needs. Ensuring that the education system is better able to meet the needs of children and young people with disabilities and/or with learning support needs will be progressed as part of all five of the government's objectives outlined in paragraph 22 particularly barrier-free access. This will be reflected in the design of the new responsive, accessible, and integrated local support function, and throughout the various components of the Tomorrow's Schools reset.
- 150 This programme of work is consistent with the objectives of Article 24 of the United Nations Conventions on the Rights of Persons with Disabilities and the New Zealand Disability Strategy 2016-2026.

Treaty of Waitangi Implications

- 151 The Taskforce has stated that all of its recommendations are based on the premise that the governance, management and administration of the schooling system must be founded on Te Tiriti o Waitangi (along with the rights of the child) to enable every learner/ākonga to belong, have holistic wellbeing, and succeed wherever they are and wherever they are in the system. Reflecting this, the Taskforce's final report includes a

number of proposals that specifically relate to Te Tiriti o Waitangi and supporting equitable outcomes for Māori learners/ākonga and their whānau.

- 152** The proposed Government position on the reform of the Tomorrow's Schools system reflects a commitment to honouring and giving practical effect to Te Tiriti o Waitangi in the context of the compulsory schooling system. This means supporting Māori learners/ākonga and whānau to exercise appropriate levels of agency and authority in their own and local contexts, as well as in helping to determine the look and feel of the education system. It also means advancing the Education Work Programme through genuine engagement and partnership with Māori.
- 153** The proposed Tomorrow's Schools reset outlined above makes a commitment to continue and do more to develop and support Māori education, including strengthening the Māori medium pathway. This work will be focussed on improving outcomes for Māori learners/ākonga in the schooling system and will include proposals that are focussed on Māori learners/ākonga, such as exploring opportunities for greater engagement by Māori in school governance, and clarifying the responsibilities of Boards of Trustees in relation to Te Tiriti o Waitangi.

Legislative Implications

- 154** There is an opportunity to make progress on the intent of several of the Taskforce's recommendations by progressing legislative amendments through the Education and Training Bill (the Bill), which currently holds a priority four on the 2019 Legislative Programme (to be referred to select committee this year). These amendments are primarily enabling provisions and including them as part of the Bill will ensure the legislative tools in place to implement the policy changes in these areas as soon as the detailed policy work has been completed.
- 155** The proposed legislative amendments include:
- 155.1.** A Te Tiriti o Waitangi clause which lists in one clause the specific measures otherwise provided throughout the Bill which relate to Te Tiriti o Waitangi / Treaty of Waitangi functions, duties and powers and an enabling provision for the Ministers of Education and Maori Crown Relations: Te Arawhiti , after consultation with Māori, to jointly issue and publish a statement specifying what education agencies must do to give effect to the Public Service Bill expectations, with the objective of providing equitable education outcomes for all students.
 - 155.2.** Clarifying the responsibilities of Boards of Trustees in relation to Te Tiriti o Waitangi and the rights of the student and requiring boards to consult with their school community when making school rules
 - 155.3.** shifting the responsibility for developing and consulting on enrolment schemes from Boards of Trustees to the Ministry of Education;
 - 155.4.** enabling provisions to allow the Minister of Education to issue a mandatory Code of Conduct for Boards of Trustees, with sanctions for failure to comply;
 - 155.5.** enabling provisions to require the Minister of Education to require specific eligibility criteria for principal/tumuaki appointments; and
 - 155.6.** enabling provisions for new disputes panels, including a mediation service, to be established locally to respond to learner/ākonga and whānau concerns or disputes that have not been able to be resolved at the school level.

156 The detail of the proposed legislative amendments is contained in the companion paper entitled *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions*.

Publicity / Proactive release

157 I have prepared a publicly facing document to communicate the Government's response to the Taskforce report and next steps in the reform process. This is attached as Appendix Five (near final draft). I recommend that Cabinet agree that that this document be released, subject to any necessary minor or technical changes.

Recommendations

158 I recommend that the Committee:

- 1 **note** that the Tomorrow's Schools Review Independent Taskforce delivered its final report *Our Schooling Futures: Stronger Together | Whiria Ngā Kura Tūātinī* on 2 July 2019
- 2 **note** that the Taskforce prepared its final report following a four month period of public consultation on its interim report that included over 100 public and targeted meetings, 2,263 submissions, and 3,338 online survey responses
- 3 **note** that the case for change outlined in the Taskforce Report highlights the persistent disparities in educational outcomes for groups of learners/ākonga that are underserved in the current schooling system (i.e. Māori, Pacific peoples, children and young people with disabilities and/or with learning support needs, and learners/ākonga from disadvantaged backgrounds)
- 4 **note** that, to address the weaknesses with our current system, we need to shift towards a more networked, responsive, and supported system and this will require sustained commitment and investment that will need to unfold in stages over several years
- 5 **note** that meaningful system change will have financial implications and that the Minister of Education intends to advance these through the next three to four Budgets
- 6 **note** that the companion paper *Reform of the Tomorrow's Schools system: Paper 2 - legislative provisions* contains the detail of proposed legislative amendments to be progressed through the Education and Training Bill. These include:
 - 6.1. A Te Tiriti o Waitangi clause which lists in one clause the specific measures otherwise provided throughout the Bill which relate to Te Tiriti o Waitangi / Treaty of Waitangi functions, duties and powers and an enabling provision for the Ministers of Education and Maori Crown Relations: Te Arawhiti , after consultation with Māori, to jointly issue and publish a statement specifying what education agencies must do to give effect to the Public Service Bill expectations, with the objective of providing equitable education outcomes for all students.
 - 6.2. Clarifying the responsibilities of Boards of Trustees in relation to Te Tiriti o Waitangi and the rights of the student and requiring boards to consult with their school community when making school rules.

- 6.3. shifting the responsibility for developing and consulting on enrolment schemes from Boards of Trustees to the Ministry of Education;
- 6.4. enabling provisions to allow the Minister of Education to issue a mandatory Code of Conduct for Boards of Trustees, with sanctions for failure to comply;
- 6.5. enabling provisions to require the Minister of Education to require specific eligibility criteria for principal/tumuaki appointments; and
- 6.6. enabling provisions for new disputes panels, including a mediation service, to be established locally to respond to learner/ākonga and whānau concerns or disputes that have not been able to be resolved at the school level.

Establishing a more responsive, accessible and integrated local support function that is a separately branded business unit

- 7 **note** that the Taskforce recommended the establishment of a separate new entity, the Education Support Agency (ESA), with regional offices (Education Support Learning Networks) to provide more support to services relevant to achieving equity and excellence of learning outcomes across the education system and replace the current Ministry of Education regional offices
- 8 **note** that the Minister of Education recommends an alternative approach to establishing a more responsive, accessible and integrated local support function for early learning services and schools by substantially rebalancing the Ministry of Education towards more regional and local support, through the establishment of a separately branded business unit, the Education Service Agency (ESA)
- 9 **note** that the design principles for the redesigned Ministry of Education, including the new Education Service Agency, are:
 - 9.1. delivering for all learners/ākonga, whānau, with particular focus on those the system currently does not serve well: Māori, Pacific, those with disabilities and/or learning support needs, and learners/ākonga from disadvantaged backgrounds;
 - 9.2. a strong focus on working with and supporting education providers (early learning services, kura, schools, wharekura, including transitions between these and tertiary), with an emphasis on teaching and learning;
 - 9.3. strengthening teaching and learning leadership;
 - 9.4. enabling effective participation of family, whānau, iwi and community;
 - 9.5. ensuring decision rights and responsibilities of the system as a whole are clear and informed by a sound evidence base; and
 - 9.6. alignment of the Education Service Agency with the Government's approach to supporting the regions and minimising any overlaps in functions between agencies (e.g. designing a single integrated data source)

- 10 **note** that the redesigned Ministry of Education and Education Service Agency will also support:
- 10.1. greater alignment and coherence;
 - 10.2. clearer accountability; and
 - 10.3. rights of redress (i.e. effective resolution of complaints/disputes, including the provision of a mediation service)
- 11 **note** that the Education Service Agency will immediately focus on significant service improvements for learners/ākonga and their whānau and for educators and others across the system through a programme of service-level transformation that will be:
- 11.1. focused in the areas of government education services that provide the greatest opportunities to enable educators to focus on learning and wellbeing;
 - 11.2. able to make a significant change for those learners/ākonga who have traditionally been underserved by the education system: Māori, Pacific, those with disabilities and/or learning support needs, and those from disadvantaged backgrounds
 - 11.3. able to deliver concrete improvements in planned stages on a path towards a transformed service offering; and
 - 11.4. comprised of a small number of major service transformations (around five) enabled by the many components required to deliver them
- 12 **note** that officials will report back to the Minister of Education in November 2019 with initial advice on how the monitoring and reporting on the system changes outlined in this report can best be delivered in a timely, coherent and effective manner over the next 10 years
- 13 **invite** the Minister of Education to report back to Cabinet in December 2019 with more detailed proposals on the design and functions of the Education Service Agency and redesigned Ministry of Education, including detailed fiscal and legislative implications, if any
- 14 **note** that as part of the work the Minister of Education will also take the opportunity to consider the future form of the education payroll service

Stronger arrangements to underpin principal leadership of the schooling system

- 15 **agree in principle**, subject to resourcing in Budget 2020 or subsequent Budgets, to the establishment of a Leadership Centre or College within the redesigned Education Ministry to grow and lift the capability of all leaders
- 16 **note** that, as part of the Education Service Agency and subject to resourcing in Budget 2020 or subsequent Budgets, a new Leadership Advisor role is proposed to provide greater localised support for principals and boards as part of the new regional service delivery model

- 17 **note** that the Minister of Education has asked officials to report back to him in March 2020 with further advice on the development of eligibility criteria for principalship.

A better balance between local and national responsibilities for the network of schooling property and provision

- 18 **note** the Minister of Education has asked the Secretary for Education to provide advice on the feasibility and cost of the Ministry taking on more property related responsibilities from boards over the next five to ten years, while ensuring schools and communities continue to have significant input into the design of their physical spaces
- 19 **agree** that the Tomorrow's Schools reset include a stronger focus on network planning to support access to high quality schooling, with a particular need to strengthen the Māori medium pathway, and also including further work on the potential to grow Pacific medium pathways.

Other proposed components of the Government position

- 20 **agree** that the Minister of Education invite the Children's Commissioner to review the requirements for children and young people's participation in kura/school governance and provide recommendations on what improvements could be made, if any
- 21 **note** that, as part of the Ministry redesign, the Secretary for Education will provide advice on the establishment of a nationally based Curriculum Centre (as part of the Education Service Agency) to provide curriculum leadership and expertise
- 22 **note** that officials will report to the Minister of Education and the Associate Minister of Education (Māori Education) by June 2020, with advice on options for greater engagement by Māori/iwi in school governance
- 23 **note** that officials will report to the Minister of Education and the Associate Minister of Education (Māori Education) by June 2020, with a plan for taking work forward to strengthen the Māori medium pathway, including the process for engagement with Māori

Managing system change and moving forward

- 24 **invite** the Minister of Education to report back to Cabinet by December 2020 on progress to implement the significant changes above, and with options for reform on:
- 24.1. the policy settings for out of zone enrolments, including whether the current balloting criteria are still fit for purpose and whether legislative provision for grand-parenting arrangements should be made;
 - 24.2. mandatory training for Boards of Trustees members;
 - 24.3. non-legislative measures for strengthening Boards of Trustees; and
 - 24.4. strengthening collaborative networks across the system, including any recommended changes to Kāhui Ako (Communities of Learning)
- 25 **note** that, in the longer term, the Ministry of Education will also develop options for:

- 25.1. schools as full-service sites;
 - 25.2. flexible learning and specialist provision;
 - 25.3. school resourcing;
 - 25.4. supporting new teachers;
 - 25.5. incentives to attract highly capable principals
- 26 **agree** to publicly release the Taskforce's final report (Appendix One)
- 27 **agree** to publicly release the Government's position on the reform of Tomorrow's Schools (Appendices Two, Three, Four, and Five)
- 28 **delegate** authority to the Minister of Education to make any required editorial or technical changes to the Government's response prior to release.

Authorised for lodgement

Hon Chris Hipkins

Minister of Education

Appendix Two: reconciliation between the Government position and the Tomorrow's Schools Taskforce recommendations and 52 actions

Response categories

The classification of the proposed responses is as follows:

Progress further	Either endorse or agree with the intent of the Taskforce proposal as it reaffirms existing practice, is already being progressed within an existing work programme, or there is scope to include in a work programme that is currently underway. Legislative changes will be progressed as appropriate in the Education and Training Bill (due to be introduced in November 2019).
Further analysis required	Agree with the underlying intent of the proposal and/or problem identified by the Taskforce, and ask officials to progress the proposal further alongside alternative options, and to provide further advice.
Do not progress	Do not progress on the basis that these proposals that recommend significant structural change or would remove decision rights on significant system matters from the Minister of Education or the action point reflects the status quo (and so no change is required).

Priorities

Note that the progression timeframe indicated below refers to the commencement (or continuation) of the policy work and further decisions, not necessarily the implementation timeframe. For most proposals, implementation would be subject to further analysis, legislative change (as required) and securing adequate resources, which will be contingent on Budget decisions.

Priority A	Progress within the next 18-24 months
Priority B	Progress within the next 2 – 4 years
Priority C	Progress within 4+ years

Priority D	Do not progress
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Work streams

The work streams associated with the Tomorrow's Schools response are grouped under the five Government priority areas (as per the table below).

Learners at the Centre	Learners/ākonga with their whānau are at the centre of education
Barrier-free access	Great education opportunities and outcomes are within reach for every learner
Quality teaching and leadership	Quality teaching and leadership makes the difference for learners/ākonga and their whānau
Future of learning and work	Learning that is relevant to the lives of New Zealanders today and throughout their lives
World class inclusive public education	New Zealand education is trusted and sustainable

Recommendation One – Supporting Boards of Trustees

Taskforce Recommendation	Response
<p>That Boards of Trustees:</p> <ul style="list-style-type: none"> • Are provided with more professional support and oversight, through the appointment of a Leadership Advisor to the board, mandated training, a national code of conduct, and timely interventions to address any problems; • Are more representative of their communities, and work more collaboratively across the network of schools/kura, so that they can better spread good practice; and • No longer have major responsibility for capital property projects or enrolment scheme development and consultation. 	<p>I agree with the intent of the recommendation. We should provide boards with more support and encourage them to be more representative of the community they serve. Further work is required to ensure the response is workable, builds trust and does not impose unreasonable compliance costs.</p> <p>I agree central government should take a much more active role in the management of school property and the operation of school enrolment schemes.</p>

Taskforce action points	Response	Priority	Workstream	Reference in Cabinet papers
<p>1a. All areas of school/kura governance decision making are explicitly reviewed annually by boards to ensure adherence to Te Tiriti o Waitangi and the rights of the child.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Learners at the centre</p>	<p>Paper 1: para 105 Paper 2: para 23ff.</p>

<p>1b. Boards of Trustees give greater priority to:</p> <ul style="list-style-type: none"> • Working with the school/kura community and mana whenua to set the strategic direction and plans for the school/kura • Monitoring and evaluating learner/ākonga belonging, wellbeing and success; and • Working with other schools/kura, iwi and government agencies for the mutual benefit of the learners/ākonga, whānau and schools/kura. 	Progress further	Priority A: Progress within the next 18-24 months	Learners at the centre	Paper 1: para 105 Paper 2: para 31ff.
<p>1c. A new role of Leadership Advisor is established to work with boards and principals/tumuaki to maximize their success.</p>	Progress further	Priority A: Progress within the next 18-24 months	Quality Teaching and Leadership	Paper 1: para 76ff. and rec 16.
<p>1d. All board members are required to undertake governance training with specific training for board chairs.</p>	Progress further	Priority A: Progress within the next 18-24 months	Quality Teaching and Leadership	Paper 1: para 124 and rec 24.2
<p>1e. All boards ensure representation from mana whenua either by election or appointment.</p>	Further Analysis Required	Priority A: Progress within the next 18-24 months	Quality Teaching and Leadership	Paper 1: para 125 and rec 22
<p>1f. The Children’s Commissioner reviews and updates the requirements for learners/ākonga participation in school/kura governance, taking into account the United Nations Convention on the Rights of the Child (Article 12).</p>	Progress further	Priority A: Progress within the next 18-24 months	Learners at the Centre	Paper 1: para 109 and rec 20

1g. Responsibility for five year property agreement (5YA) and major capital works is removed from boards of state schools/kura with an option for some schools/kura to retain responsibility based on national criteria.	Progress further	Priority A: Progress within the next 18-24 months	World class inclusive public education	Paper 1: para 88ff Paper 2: para 52ff
1g. (continued) Property matters for state integrated schools/kura remain the responsibility of their proprietors.	Do not progress	Priority D: Do not progress	World class inclusive public education	This recommendation endorses the status quo.
1h. Property maintenance, financial and procurement services are made available to boards that wish to use them by the Education Support Learning Network (ESLN) office.	Progress further	Priority A: Progress within the next 18-24 months	World class inclusive public education	Paper 1: para 88 Paper 2: para 52ff
1i. Developing and consulting about enrolment schemes is carried out by the local Education Support Learning Network (ESLN) rather than the board so that the best interests of all learners/ākonga and their whānau are taken into account.	Progress further	Priority A: Progress within the next 18-24 months	Barrier-Free Access	Paper 1: para 98ff Paper 2: para 52ff
1j. A national code of conduct for boards of trustees is established.	Progress further	Priority A: Progress within the next 18-24 months	Quality Teaching and Leadership	Paper 1: para 127 Paper 2: para 13ff
1k. To address governance and leadership problems that adversely affect school/kura, the powers and type of timely and responsive intervention are expanded and administered by the Education Support Learning Network office.	Progress further	Priority A: Progress within the next 18-24 months	Quality Teaching and Leadership	Paper 1: para 126

Recommendation Two – Supporting School Leadership

Taskforce Recommendation	Response
<p>That to assure the quality, diversity and professional expertise of school/kura leadership:</p> <ul style="list-style-type: none"> • A national Leadership Centre is established within the Teaching Council of Aotearoa New Zealand; • The Leadership Centre develops national eligibility criteria and guidelines for principal/tumuaki appointment and performance review; • The new role of Leadership Advisor in the Education Support Learning Network (ESLN) has responsibility to work with each principal/tumuaki and their board of trustees in and across schools/kura; and • Incentives to lead schools/kura in complex contexts are broadened. 	<p>I agree with the intention of strengthening school leadership and will progress work towards this through the Government's Quality Teaching and Leadership priorities.</p>

Taskforce Action Points	Response	Implementation	Work stream	Comment
<p>2a. A Leadership Centre is established within the Teaching Council of Aotearoa New Zealand (Same as Action Point 8f).</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 72ff and rec 15</p>
<p>2b. The Leadership Centre sets national eligibility criteria for principal/tumuaki appointment and guidelines for performance review. It should also provide a single set of professional standards for principals/tumuaki to be used for their performance review.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 82ff and rec 6.5 Paper 2: para 42ff</p>

<p>2c. Leadership Advisors employed by the ESLN will work collaboratively with each principal/tumuaki in their school/kura.</p> <p>Leadership Advisors will also facilitate the collective contribution of principals/tumuaki to successful learning across the ESLN.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Quality Teaching and Leadership</p>	<p>See comment for 1c above.</p>
<p>2d. Incentives to attract highly capable principals/tumuaki to work in schools/kura with more complex challenges are broadened. (Same as Action Point 7c).</p>	<p>Further Analysis Required</p>	<p>Priority B: Progress within the next 2-4 years</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 86 and rec 25.5</p>

Recommendation Three – Supporting Teachers/Kaiako

Taskforce Recommendation	Response
<p>That to assure the quality, diversity and professional expertise of teachers/kaiako, paraprofessionals and specialist professionals, we have:</p> <ul style="list-style-type: none"> • A comprehensive education workforce strategy is implemented, monitored and reviewed; • Improved pathways from initial training to full certification; • Paraprofessional career pathways; and • A national Curriculum Centre located within the Ministry of Education that works with the Education Support Agency to ensure teachers have high quality advice and resources. 	<p>I agree with the intent of this recommendation of supporting and developing the schooling system workforce.</p>

Taskforce Action Points	Response	Implementation	Work stream	Comment
<p>3a. A comprehensive workforce strategy is implemented, monitored, reviewed and publicly reported annually with priority given to ensuring that the diversity of the learner/ākonga population is reflected in the workforce.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 121</p>

<p>3b. National eligibility criteria for schools/kura that wish to host student teachers/kaiako and/or employ beginning teachers/kaiako are developed collaboratively by the Ministry of Education, Teaching Council, Initial Teacher Education providers and professional association peak bodies.</p>	<p>Further Analysis Required</p>	<p>Priority C: Progress within 4+ years</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 128ff</p>
<p>3c. The eligibility criteria includes professional standards for the roles of tertiary teacher educator, and in-school Associate Teacher and Mentor Teacher, and are developed collaboratively.</p>	<p>Further Analysis Required</p>	<p>Priority C: Progress within 4+ years</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 128ff</p>
<p>3d. Additional resources are provided in the system to significantly improve the pathway from Initial Teacher Education to fully certified teacher/kaiako, recognising the costs to a school/kura of supporting learners/ākonga and beginning teachers/kaiako.</p>	<p>Further Analysis Required</p>	<p>Priority C: Progress within 4+ years</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 128ff</p>
<p>3e. The Education Support Agency, working with local directors, approves schools/kura that meet the national eligibility criteria in order to employ and access the additional resources to support and mentor beginning teachers/kaiako.</p>	<p>Further Analysis Required</p>	<p>Priority C: Progress within 4+ years</p>	<p>Quality Teaching and Leadership</p>	<p>Paper 1: para 128ff</p>
<p>3f. The education workforce strategy should identify and support career and employment pathways, occupational or cultural standards and associated professional development for teacher aides and cultural experts who undertake roles which support learners/ākonga and their whānau and maximise the teacher's pedagogical role.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Quality Teaching and Leadership</p>	<p>This proposal will be included in work underway to develop the Education Workforce Strategy (cf Paper 1: para 121).</p>

3g. A nationally based Curriculum Centre is established and located within the Ministry of Education to enable effective delivery of the New Zealand Curriculum and Te Marautanga o Aotearoa for all learners/ākonga.	Progress further	Priority A: Progress within the next 18-24 months	Future of learning and work	Paper 1: para 131 and rec 21
3h. The Curriculum Centre, works collaboratively with the Education Support Agency to grow and sustain local expertise.	Progress further	Priority A: Progress within the next 18-24 months	Future of learning and work	Paper 1: para 131 and rec 21
3i. The Education Support Agency has discretionary professional support, advisory and specialist professional services funding to respond coherently to locally identified needs and support collaboration and sharing of best practice.	Progress further	Priority A: Progress within the next 18-24 months	Quality Teaching and Leadership	Paper 1: para 50ff and para 76ff
3j. Funding for Kāhui Ako is reallocated to the local Education Support Learning Networks.	Do not progress	Priority D: Do not progress	Not applicable	Most of the resources for Kāhui Ako are committed through collective agreements. Any change would require renegotiation of these agreements with the teacher unions.
3k. Requirements for the Kāhui Ako model provide more flexibility in clustering arrangements and achievement challenges, and in the use of staffing and funding resources.	Progress further	Priority A: Progress within the next 18-24 months	World class inclusive public education	Paper 1: para 136 and rec 24.4

<p>31. The Teaching Council of Aotearoa New Zealand develops more flexible guidelines for teacher/kaiako appraisal, including team and peer appraisal.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Quality Teaching and Leadership</p>	<p>I have already gone further than the Taskforce proposal in relation to teacher appraisal, and work on this will be progressed through the Accord.</p>
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Recommendation Four – Strengthening School Provision

Taskforce Recommendation	Response
<p>That the schooling provision strategy needs to:</p> <ul style="list-style-type: none"> • Facilitate a parallel Kaupapa Māori pathway; • Be Te Tiriti o Waitangi led and inclusive of iwi; • Develop more effective transitions as learners/ākonga move through the schooling system; • Expand full service sites to provide additional services to communities with high levels of disadvantage; and • Make better use of digital and specialist learning expertise. 	<p>I agree with the intent of this recommendation and intend to direct further work on all proposals.</p>

Taskforce Action Points	Response	Implementation	Work stream	Comment
<p>4a. An autonomous governance body is formed to support Kaupapa Māori, which includes the educational organisations currently recognised as Kaupapa Māori: Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa and Ngā Kura ā Iwi o Aotearoa, and respects their differences.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Future of learning and work</p>	<p>Paper 1: para 132 and recs 22 and 23</p>
<p>4b. A national strategy for future-focused state schooling provision is developed that is Te Tiriti o Waitangi-led and regularly reviewed and refreshed by the Ministry of Education and iwi.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>World class inclusive public education</p>	<p>Paper 1: para 94ff and rec 19</p>

<p>4c. The Ministry enables more effective transitions by providing a secure and trustworthy information sharing platform from early learning/Kōhanga Reo through schooling to tertiary.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Barrier-Free Access</p>	<p>Paper 1: para 118</p>
<p>4d. National guidelines are developed for schools/kura to become full-service sites that offer extensive wraparound services in socio-economically disadvantaged communities.</p>	<p>Further analysis required.</p>	<p>Priority B: Progress within the next 2 – 4 years</p>	<p>Barrier-Free Access</p>	<p>Paper 1: para 116ff and rec 25.1</p>
<p>4e. A review of the roles of Te Aho o Te Kura Pounamu (Te Kura) and the Virtual Learning Network (VLN), and the national and local special schools/kura, is undertaken with the aim of developing a more cohesive national approach to flexible learning and specialist provision.</p>	<p>Progress further</p>	<p>Priority B: Progress within the next 2 - 4 years</p>	<p>Future of learning and work</p>	<p>Paper 1: para 134 and rec 25.2</p>
<p>4f. The Ministry of Education investigates the most effective ways to fund successful joint secondary school-tertiary learning and make the changes necessary to encourage greater uptake.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Barrier-Free Access</p>	<p>Paper 1: para 119.</p>

Recommendation Five – More Equitable Access to Schooling

Taskforce Recommendation	Response
<p>That equitable access to schooling for all learners/ākonga needs to be assured through:</p> <ul style="list-style-type: none"> • The establishment of independent parental and learner/ākonga advocacy and complaints resolution panels; • Developing fairer enrolment processes; • Prioritising te reo Māori; • Prioritising Pacific language pathways; and • Better local provision planning. 	<p>I agree with the intent of the overarching recommendation (i.e. to support more equitable access to schooling). With two exceptions, all proposals within this theme will be considered further.</p>

Taskforce Action Points	Response	Implementation	Work stream	Comment
<p>5a. Independent community-based panels are established locally, by the ESLN, to resolve any learner/ākonga or parent or whānau issues that have not been able to be resolved at the school/kura level.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Learners at the Centre</p>	<p>Paper 1: para 108 and rec 6.6 Paper 2: para 62ff</p>
<p>5b. The Ministry of Education’s workforce strategy and PLD funding prioritize a step-change plan to progress the capability and confidence of teachers/kaiako and paraprofessionals working with learners/ākonga to use te reo Māori in their work.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Future of learning and work</p>	<p>Paper 1: para 133</p>

<p>5c. Each ESLN has responsibility for planning local schooling provision in the context of the national strategy, in particular to ensure high quality and reasonably convenient access for all to:</p> <ul style="list-style-type: none"> • Māori medium pathways. <p>And also to:</p> <ul style="list-style-type: none"> • Pacific medium pathways where there is both population and demand, and • Pathways for those with additional learning and behaviour needs. 	Further Analysis Required	Priority A: Progress within the next 18-24 months	World class inclusive public education	Paper 1: para 94ff and rec 19
<p>5d. The ESLN reviews existing enrolment schemes and approves new ones where required, to ensure they are fair and reasonable and meet the goals of the local network plan.</p>	Progress further	Priority A: Progress within the next 18-24 months	Barrier-Free Access	Paper 1: para 98ff and rec 6.3 Paper 2: para 52ff
<p>5e. To assure the viability and quality of all schools/kura in a network, the ESLN monitors and actively manages out of zone enrolments.</p>	Progress further	Priority A: Progress within the next 18-24 months	Barrier-Free Access	Paper 1: para 102 and rec 24.1
<p>5f. The ESLN makes decisions on school/kura closures, where an individual school/kura has continual difficulty providing quality learning.</p>	Do not progress	Priority D: Do not progress	Not applicable	I do not agree with the recommendation. Decisions about school closures are complex and should be made by the Minister of Education.

5g. Where there is more demand than places, all state-funded schools/kura, whether state or state-integrated, will use the same balloting criteria and processes described in the Education Act 1989.	Further analysis required	Priority A: Progress within the next 12 – 18 months	Barrier-Free Access	Paper 1: para 102 and rec 24.1
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Recommendation Six – Disability and Learning Support

Taskforce Recommendation	Response
That implementation of the national strategy and policy in Disability and Learning Support must ensure effective collaboration and coordination with the ESLN to improve and spread local knowledge, expertise and accessibility.	Agree with the intent of the recommendations and note that that work is already underway through the Government's recently released Learning Support Action Plan 2019-2025.

Taskforce Action Points	Response	Implementation	Work stream	Comment
6a. The Ministry of Education works across the system to lead national strategy and policy in Disability and Learning Support.	Progress further	Priority A: Progress within the next 18-24 months	Barrier-Free Access	Paper 1: para 114ff
6b. The ESLNs are provided with the resources and key expertise to implement the national strategy and policy in Disability and Learning Support, thus providing better accessibility to schools/kura, learners/ākonga and whānau.	Progress further	Priority A: Progress within the next 18-24 months	Barrier-Free Access	Paper 1: para 114ff

Recommendation Seven – Improving Resourcing

Taskforce Recommendation	Response
<p>That:</p> <ul style="list-style-type: none"> Equity funding for the schooling sector is more equitably calculated and precisely distributed, and substantially increased; Additional staffing is provided for primary leadership and guidance counselling; and Incentives are broadened for effective teachers/kaiako and leaders to work in complex contexts. 	<p>I agree with the intent of the overarching recommendation and note that Cabinet has recently agreed in principle to progress work on transitioning to the Equity Index [SWC-19-MIN-0122 refers]).</p>

Taskforce Action Points	Response	Implementation	Work stream	Comment
<p>7a. The new Equity Index is implemented as soon as possible and equity funding is increased to a minimum of 10% of total school resourcing (operational and staffing) in relation to the level and concentration of disadvantage of the learners/ākonga enrolled in a school/kura.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Barrier-Free Access</p>	<p>Paper 1: para 111ff</p>
<p>7b. Improved staffing entitlements are provided for primary school/kura management, as well as guidance counselling staffing entitlements.</p>	<p>Progress further</p>	<p>Priority C: Progress within 4+ years</p>	<p>World class inclusive public education</p>	<p>Paper 1: para 137 and rec 25.3</p>

<p>7c. Incentives are broadened to attract and retain effective leaders and teachers/kaiako in schools/kura in more complex contexts (Same as Action Point 2d).</p>	<p>Further Analysis Required</p>	<p>Priority B: Progress within the next 2-4 years</p>	<p>Quality Teaching and Leadership</p>	<p>See comment for 2d above.</p>
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Recommendation Eight – Strengthened National Education Agencies

Taskforce Recommendation	Response
<p>That:</p> <ul style="list-style-type: none"> • Significantly increased decision making and budget discretion to support schools/kura be devolved through the establishment of Education Support Learning Networks (ESLNs) as part of a new Education Support Agency; • The Ministry of Education significantly increase its focus on curriculum learning assessment and pedagogy through the establishment of a high level specialist Curriculum Centre. This will include stronger oversight of NCEA and NZQA quality assurance processes; • The school property portfolio is moved to a separate entity either within or outside of the Ministry; • A Leadership Centre be located in the Teaching Council of Aotearoa New Zealand; and • A new repurposed ERO focuses on systems review, evaluation of the performance of education agencies and no longer undertake individual school/kura reviews. 	<p>I agree with the need to significantly strengthen and provide more distributed support functions. This will be achieved within current organisations, rather than through the creation of new agencies.</p> <p>Further advice will be sought from officials on options for location and functions of a Leadership Centre, building curriculum expertise, and liberating boards of trustees and principals from property responsibilities (over time and subject to resourcing constraints).</p>

Taskforce Action Points	Response	Implementation	Work stream	Comment
<p>8a. All national education agencies share responsibility for upholding Te Tiriti o Waitangi and the rights of the child, and performance is reviewed as part of their annual report.</p>	<p>Progress further</p>	<p>Priority A: Progress within the next 18-24 months</p>	<p>Learners at the Centre</p>	<p>Paper 1: para 106</p>

8b. An Education Support Agency (with Education Support Learning Network offices) is established to partner locally with schools/kura and strengthen ongoing improvement in schooling.	Further analysis required	Priority A: Progress within the next 18-24 months	World class inclusive public education	Paper 1: para 50ff and recs 7-14
8c. The Ministry of Education is reconfigured to prioritise its system leadership role through well-founded policies, strategies, curriculum expertise, and provision of resources, data analysis, and research for continual system improvement.	Further analysis required	Priority A: Progress within the next 18-24 months	World class inclusive public education	See 8b above.
8d. School/kura property services are undertaken by a self-managing entity within or separate from the Ministry of Education.	Progress further	Priority A: Progress within the next 18-24 months	World class inclusive public education	See 8b above. Paper 1: para 90ff
8e. ERO is repurposed and renamed the Education Evaluation Office (EEO) to provide national level evaluation and report on education system progress to support ongoing improvement.	Do not progress	Priority D: Do not progress	Not applicable	Paper 1: para 67ff
8f. A national Leadership Centre is established and located in the Teaching Council of Aotearoa New Zealand (Same as Action Point 2a)	Progress further	Priority A: Progress within the next 18-24 months	Quality Teaching and Learning	See 2a above.
8g. NZQA works with Curriculum Centre oversight to ensure strong alignment of NCEA assessment and the intentions of the New Zealand curriculum.	Progress further	Priority A: Progress within the next 18-24 months	Future of learning and work	Paper 1: para 131 and rec 21