

Kōrero

Mātauranga

Me kōrero tātou

Our Schooling Futures: Stronger Together

Whiria Ngā Kura Tūātitini

**Final report by the Tomorrow's
Schools Independent Taskforce**



Kōrero Mātauranga
Me kōrero tātou

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Whiria Ngā Kura Tūātinitini

refers to the weaving together of schools/kura and is an exhortation to action. Embedded within are notions of connectedness, interdependence, strength drawn from collaboration as well as an implicit future focus. The term originates from the whakataukī, *Whiria te kaha tūātinitini, whiria te kaha tūāmanomano.*

Written by the Tomorrow's Schools Independent Taskforce.

Published by the Ministry of Education, New Zealand, September 2019.

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www.education.govt.nz

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ISBN 978-1-77669-823-3 (PRINT)
ISBN 978-1-77669-824-0 (ONLINE)

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Overview

We are pleased to present our final report, *Our Schooling Futures: Stronger Together/Whiria Ngā Kura Tūātinini*.

We were appointed to review the provision of compulsory schooling in Aotearoa New Zealand with a focus on developing a schooling system that promotes equity and excellence for all young people, and prepares them for the challenges and opportunities they will face in the future.

This then is a report about the future of the schooling system rather than its past.

In presenting this final report we want to make three essential points at the outset about what, in our view, is critical to the success of Aotearoa New Zealand's future compulsory schooling system.

1. Te Tiriti o Waitangi and the rights of the child must be foundational

All our recommendations are based on the premise that governance, management, and administration of the schooling system must be founded on Te Tiriti o Waitangi and the rights of the child¹, to enable every learner/ākonga to belong, have holistic wellbeing, and succeed wherever they are and wherever they are in the system.

This cannot be allowed to remain a pious platitude. Learners/ākonga have been at the centre of our thinking throughout. The schooling system needs to be reoriented so that they and their whānau are at the heart of future decision making at every level of the system.

2. Success is not possible without trust

Too many people in the schooling system do not trust each other or understand the contribution that each makes to the whole. This is particularly noticeable in the relationships between schools/kura and education agencies, but also between schools/kura. This absence of trust has saddened and alarmed us. Low trust systems generate compliance, discourage innovation, increase unproductive workload and stress, and undermine professional commitments to ensure that all learners/ākonga succeed.

There is an urgent need to 'reset' the system to focus on collective relationships of interdependency and collaboration, the sharing and spread of effective practices, and ongoing improvement. In high trust schooling systems everyone accepts a shared responsibility for the success of all learners/ākonga, and also for the wellbeing of the system itself.

Building a high trust 'partnership' model requires much better *connections* between schools/kura, and between schools/kura and government agencies. Our current model has created almost 2,500 self-governing 'islands' that work for the most part independently of each other. National education agencies are often seen as bureaucratic and removed from the day to day work of schools/kura, while their regional offices are under-resourced and have limited capacity or discretion to provide the support that schools/kura want and need.

¹ As agreed to in the United Nations Convention on the Rights of the Child, the United Nations Declaration on the Rights of Indigenous Peoples and the United Nations Convention on the Rights of Persons with Disabilities, hereafter 'the rights of the child'.

3. Decision making must be localised as much as possible

In 1989, the *Tomorrow's Schools* model established a system based around national decision making and policy setting by central government to be implemented by around 2,680 self-managing and self-governing schools/kura. While the model has had many benefits, including greater involvement in schooling by local communities, it is also clear that there are many drawbacks. These include communities and school/kura leaders feeling unsupported, and schools/kura that are failing their learners/ākonga being allowed to continue for far too long without intervention.

We know that most successful school/kura systems have a middle layer that sits between central government and schools/kura. This 'layer' provides support, oversight, and opportunities for collaboration and innovation that are not possible either at a centralised level or by individual schools/kura. This layer is also able to monitor school/kura performance over time.

Our time considering all the challenges and opportunities that face our schooling system has convinced us that our education system needs a much stronger layer with decision making powers and funding, that works directly with schools/kura and encourages them to work together.

Finally, we note that schooling policy and system change have for too long been driven by partisan politics and a three-year electoral cycle. New policies have too often been poorly researched or trialled, insufficiently resourced or supported to make a sustainable difference for learners/ākonga and whānau. Schools/kura and teachers/kaiako are reluctant to invest time and energy in getting to grips with policies that may have a short 'shelf life'. We also attempt to do far too much change at the one time.

Countries with successful schooling systems take the time to gain lasting political, professional, and community agreement on both the direction of travel and the priorities for schooling. This means fewer policies, that are rolled out more effectively, and achieve lasting benefits.

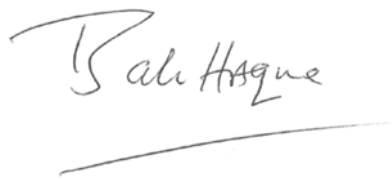
The report contains one major recommendation for each of the systemic issues we have identified. For each, there is an associated set of specific actions that we believe need to be taken in order to give practical effect to the recommendation.

We have not arrived at these recommendations and actions lightly. During the last 15 months we have had the opportunity to both consider the evidence and research and engage widely with people, communities, and organisations throughout the country. In particular, through public consultation on our December 2018 interim report.

There was substantial interest in the interim report and we received over 5,000 submissions across all engagement channels. More detail about what we heard during the public consultation is found in Annex A (see page 96).

We have carefully considered all of the feedback we received and this process, alongside the evidence, has very much guided us in forming our final recommendations.

We believe that now is the time to build a consensus about core aspects of the schooling system so that policy development, resourcing, and implementation can operate in harmony for the long-term benefit of learners/ākonga and whānau. We expect it will take five to ten years to build the capacity and capability required.

A handwritten signature in black ink that reads "Bali Haque". The signature is written in a cursive style with a long horizontal line underneath it.

Bali Haque (*Chair*)
Barbara Ala'alatoa
Professor Mere Berryman
Professor John O'Neill
Dr Cathy Wylie

How this report is structured

Our desired schooling system

Recommendations for change must be based on and help get us closer to agreed purposes.

What is the destination? What kind of schooling futures are we trying to create? What will they look like in practice?

Design principles

Recommendations for change need to be implemented in a 'system' that is fit-for-purpose.

A schooling system needs to have certain agreed characteristics and intentionally designed elements if it is to be effective for all learners/ākonga and their whānau.

The case for change

Recommendations for change must be based on insight, evidence and sound argument.

Why should the status quo be disrupted? To what extent are we currently delivering on our purpose? How effectively is our current system design working? Why is change needed in these particular areas?

Our recommendations

In this section we provide our 8 high-level recommendations for change to provide an overview of their scope and breadth.

Education Support Agency: Better support for the whole system

In this section we signal the need for, and briefly describe, a new education agency which will be pivotal in supporting the system change we are proposing.

The 8 key issues

Recommendations and actions

For each recommendation we have provided:

- » an analysis of the challenges posed and opportunities presented;
- » the recommendation and a statement of what it is intended to achieve; and
- » an integrated set of supporting actions and commentary that explains our analysis of how the recommendation should be operationalised.

High quality review and reporting for improvement

In this section an explanation of the sort of accountabilities, review and reporting processes that would most support genuine learning and continuous improvement is provided.

Next steps

Aotearoa New Zealand's history of implementing educational reform is poor. In this section we provide some advice to the Government about how we should proceed, if our recommendations are to be successfully implemented.

Annex A: What we heard (Consultation 2019)

A summary of what we heard through public consultation on our interim report December 2018-April 2019.

Our desired schooling system

The primary purpose of a schooling system is learning.

Making recommendations for change must be based on an agreed notion of purpose. What is the final destination? What kind of schooling system are we trying to create? What will it look like? Any recommendations should move us towards creating our desired education system.

Our desired schooling system:

1. Embodies biculturalism and genuine equity and partnership between Māori, Pākehā and Tauīwi under Te Tiriti o Waitangi.

The Treaty is about equity and partnership. The obligations arising from kawanatanga, partnership, reciprocity, and active protection required the Crown to act fairly to both settlers and Māori — the interests of settlers could not be prioritised to the disadvantage of Māori. Where Māori have been disadvantaged, the principle of equity — in conjunction with the principles of active protection and redress — requires that active measures be taken to restore the balance.²

Throughout this review, our starting point has been that Te Tiriti o Waitangi is a foundation, in both moral and practical terms, of our schooling system.

In our view, active measures are required for the foreseeable future to ensure that eventually all learners/ākonga experience equal enjoyment of the benefits of education.

2. Prioritises the rights and best interests of children and young people, and the pursuit of social justice, and allocates resources accordingly.

Since *Tomorrow's Schools* was introduced in 1989, Aotearoa New Zealand has become a signatory to three major international human rights statements related to children, indigenous peoples, and persons with disabilities.³

Under the United Nations Convention on the Rights of the Child, all children have equal rights to have their views respected, listened to and acted upon. To be meaningful, these rights need to be enacted throughout classroom and school/kura level decision-making processes.

We want children and young people's rights and long term interests to be given fair weight when education policies are developed and evaluated. We also want to ensure the best interests of the most disadvantaged and marginalised learners/ākonga are prioritised when resources are allocated.

² <https://www.waitangitribunal.govt.nz/treaty-of-waitangi/principles-of-the-treaty>

³ United Nations Convention on the Rights of the Child. <https://www.ohchr.org/Documents/ProfessionalInterest/crc.pdf>
United Nations Declaration on the Rights of Indigenous Peoples. https://www.un.org/esa/socdev/unpfii/documents/DRIPS_en.pdf

United Nations Convention on the Rights of Persons with Disabilities.
<https://www.ohchr.org/EN/HRBodies/CRPD/Pages/ConventionRightsPersonsWithDisabilities.aspx>

3. Meets the needs and potential of diverse learners/ākonga and communities, particularly those whose needs are not currently being met.

Aotearoa New Zealand is increasingly culturally diverse and increasingly segregated by socio-economic circumstances. For our country to become more socially cohesive and for our people to appreciate the experiences of others whose lives and circumstances may be very different from their own, it is vital that schooling is inclusive.

This means that schooling must explicitly value the diverse cultural knowledge that children bring with them to their learning. It means accepting that children and young people are differently able, and therefore experience things in diverse ways. Responding to diversity requires our schooling system to draw on expertise wherever it exists so that it can meet the language, culture, and identity needs and aspirations of all learners/ākonga.

4. Values the prior knowledge and experiences of all as the basis for new learning, and enables children and young people to reach their fullest potential in becoming connected, confident, and active lifelong learners/ākonga.

The best interests of children include their development and wellbeing just as much as their academic achievement. We hope that in the future our schooling system will better support transitions between the various parts of the education system, while being responsive to different phases of child and adolescent development and to the individual social and personal strengths and challenges that a child may bring.

We want our schooling system to help our children to enjoy learning, to be confident in their own abilities, and to be fuelled by a desire to keep learning throughout their lives.

We want our children to be *connected* to and able to relate well to others, to be effective communicators, active members of communities, international citizens, and respectful to people, the land, and the environment.⁴

5. Ensures all learners/ākonga are able to make thoughtful, genuine and ethical choices about their learning, work, and life, and thus contribute to their communities and our country's social, economic, and environmental wellbeing.

Our children and grandchildren will inherit a world where they have to grapple with complex challenges: technology and work, climate change, sustainability, population growth, inequality, and living harmoniously.⁵ To address these issues, they will need the confidence and resilience to live through the values and competencies articulated in our national curricula.⁶

4 <http://nzcurriculum.tki.org.nz/The-New-Zealand-Curriculum#collapsible4>

5 O'Neill, J. & Snook, I. (2015) What will public education look like in the future and why? *New Zealand Journal of Educational Studies*, 50(2), 195-2010.

6 <http://nzcurriculum.tki.org.nz/The-New-Zealand-Curriculum#collapsible4>

Design principles for our schooling system

Recommendations for change need to be implemented in a ‘system’ that is fit-for-purpose.

A schooling system needs to have certain agreed characteristics and intentionally designed elements if it is to be effective for all learners/ākonga and their whānau.

We believe that it is important to view the schooling system as a learning ecosystem.

A learning ecosystem draws from both te ao Māori and te ao Pākehā. It is designed for learning and it is a system that keeps learning so that it is continually improving. It is a system that provides good learning for everyone.

An ecosystem thrives on experimentation, innovation and risk taking. It evolves iteratively. It is adaptive, agile and responsive. It is improvement focused. It has interdependent relationships of reciprocity and ako. Responsibility is shared.

It should have the following characteristics:

1. The system is constantly in learning mode.

The system at all levels iteratively reviews its performance against its purposes by using robust quantitative and qualitative evidence. It focuses on improvement rather than compliance, purposefully ‘unlearning’, adapting and innovating in policy, theory, and practice as required.

In these design principles we have consciously adopted the concepts and language of learning throughout. We see learners/ākonga, families and whānau, teachers/kaiako, leaders, community members, public servants, researchers, and politicians as all contributing to and engaging with the evidence the system produces to inform its continual evolution and improvement.

We want this process to be safe, robust, free from party politics, and focused always on improved outcomes for our children and our country.

In our view, we need to move from a culture of periodic planning and review concerned only with ‘my school’ to ongoing processes and relationships that help us learn how to collectively improve ‘our schools’.

2. The system is coherent and easy to understand for all participants.

The development of policies and their implementation across the system are seen to be aligned with and reinforcing of its purposes.

We see the recently legislated National Education Learning Priorities (NELP) as an important opportunity to develop a clear line of sight, productive interdependence and multi-directional flows of information about learning between the Ministry of Education, schooling communities, and learners/ākonga, parents and whānau.

We anticipate that these National Education Learning Priorities will be limited in number, evidence based, and will represent a shared understanding of, and commitment to, making sustainable improvements across the schooling system as a whole.

We also expect that evaluation of system performance will incorporate outcomes, processes, and relationships that are valued across the system as a whole. In our view, the schooling system will only become a learning system if the indicators used to judge its success include belonging and wellbeing, in addition to achievement and equity outcomes.

For the schooling system to be easily understood by all, it will require our leaders in schools/kura, communities, and nationally to have a clear and shared purpose to ensure that changes to schools/kura are coordinated, manageable, mutually reinforcing, adequately resourced, carefully implemented, and focused on the potential of all learners/ākonga.

The test will be whether teachers/kaiako, principals/tumuaki, public servants, and learners/ākonga and whānau all understand the direction of travel of the evolving system and the purpose driving it.

3. The system is purposefully 'connected'.

Professional collaboration, dialogue and communication focused on promoting authentic learning occur so that no teacher/kaiako, learning institution or place, or leader is left isolated.

In our view it is essential to redefine what we mean by community. For most of the time that *Tomorrow's Schools* has been in place this has meant the individual, self-governing, and self-managing school/kura. In our learning ecosystem, we envisage community having a meaning that is wider than individual schools/kura — so that communities of many schools/kura and local agencies all work together for the benefit of learners/ākonga. Everyone is responsible for the success of all.

Ensuring every learner/ākonga succeeds is demanding work and therefore sharing what works is essential. Similarly, facing challenges in meeting the needs of learners/ākonga should be seen as an opportunity for professional collaboration and support. Because the system will be focused on learning and improvement, timely 'connections', and interventions to support learners/ākonga, teachers/kaiako, leaders, and schools/kura in need will become the norm.

4. The system actively supports and nurtures teachers/kaiako and school/kura leaders.

Teachers/kaiako and school/kura leaders are recruited, developed, retained, and sustained through a comprehensive and well planned professional workforce strategy that includes providing teachers/kaiako and school/kura leaders with pathways beyond the school/kura.

We need to select and prepare effective teachers/kaiako and leaders because without them we will not succeed in achieving our purposes.

Teaching needs to be an inviting professional career for people from diverse backgrounds, occupations, and life experiences. Teaching and leading roles should be fulfilling, rewarding, manageable, and sustainable.

This requires us to create innovative and flexible pathways into teaching and leadership. These must be combined with opportunities that provide both broad and deep preparation for a range of contributions and advancement across the schooling system as a whole.

5. The system actively supports and nurtures local education system leaders.

To provide more connection, local education system leaders whose main focus is on supporting equity and excellence across schools/kura are recruited, retained, and sustained through a comprehensive and well planned professional workforce strategy.

Most successful overseas schooling systems have a 'local' layer of support between the schools/kura and central government. *Tomorrow's Schools* created around 2,680 autonomous schools/kura. Some of the essential glue that should connect all parts of the system has been lost in the process.

In our learning ecosystem, we see a need for system leaders to lead learning across communities of schools/kura and hardwire new knowledge over time for the benefit of learners/ākonga, parents and whānau, and the schooling communities in which they are located.

These local education system leaders need to be nurtured and supported throughout the system so that they can make connections, provide expertise, coordinate activities, and articulate purposes.

6. The system ensures that resources are allocated and used effectively.

The allocation of resources nationally and locally demonstrably serves the equity and excellence purposes of the schooling system effectively and efficiently.

People have different views of what is fair and what is just and people are not equally capable of making the system work in their children's interest.⁷ As we outlined in our interim report, the good intentions of *Tomorrow's Schools* have not resulted in fair or just arrangements for our most disadvantaged and disengaged learners/ākonga.

We need to make tangible, incremental improvements in the lives and capabilities of learners/ākonga and their parents and whānau; and in this way learn how to move towards a fairer and more just schooling system.

As will be clear from the recommendations that follow, we are suggesting cultural and structural changes we regard as essential and sensible and that will use resources more effectively than they are currently being used.

We firmly believe there is a strong case not just for significant additional investment in the schooling system, but also a major redistribution of resources so that priority is first given to meeting the needs and potential of the most disadvantaged and marginalised learners/ākonga.

7 Sen, A. (2009). *The idea of justice*. London: Penguin.

The case for change

Why should the status quo be disturbed? Our recommendations for change must be based on a rationale. To what extent are we currently delivering on our purpose? Is our current system design working effectively? Why is change needed?

Aotearoa New Zealand was recently ranked 33 out of 38 developed countries for its overall educational inequality.⁸ While the methods and the measures used in this one report can be debated, it is clear from evidence accumulated over the last thirty years that our schooling system does not help all children and young people to fulfil their potential.

The legacy of system failure to invest the necessary resources in achieving equity and excellence for all learners/ākonga is an education debt⁹ that we must commit to repay. We find it relatively easy to identify, measure and report on an ‘achievement gap’ between those who do well in our current system, and those who are poorly served by it. This feeds a corrosive deficit paradigm. Instead, we need to consider the ‘debt mountain’ that has been amassed over generations at the expense of significant groups of learners/ākonga, and start to ‘pay down’ what is owed. There is no quick fix to addressing the disparities in educational outcomes that schooling has contributed to. Significant system transformation is required.

Towards equity and excellence for all learners/ākonga

We know from national and international achievement data that many of our learners/ākonga have a successful experience of schooling, achieve well, and leave with qualifications that enable them to transition to valued tertiary education pathways. We also know that a significant minority do not achieve as well as they could at school/kura, that some schools/kura which appear to be in similar contexts have quite different learner/ākonga achievement levels, and that achievement is not the only important indicator of success at school/kura. Belonging and wellbeing are also fundamentally important, particularly for learners/ākonga who are not members of the dominant culture. At present we do not know enough about how well schools/kura do for their learners/ākonga in these areas.

While many learners/ākonga are positive about school/kura, only 63% attended regularly in 2017.¹⁰ Learners/ākonga also report unacceptably high rates of bullying and racism.¹¹

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

9 Ladson-Billings, G. (2006). From the achievement gap to the education debt: Understanding achievement in U.S. schools. *Educational Researcher*, 35(7), 3-12. <https://doi.org/10.3102/0013189X035007003>
Education matters to me: Key insights. <https://www.occ.org.nz/assets/Uploads/OCC-STA-Education-Matters-to-Me-Key-Insights-24Jan2018.pdf>

10 Ministry of Education, (2019), New Zealand Schools Attendance Survey: Term 2, 2018, <https://www.educationcounts.govt.nz/publications/series/2503/new-zealand-schools-attendance-survey-term-2,-2018.pdf>

11 Ministry of Education, (2017), PISA 2015: New Zealand Students Wellbeing, <https://www.educationcounts.govt.nz/publications/schooling/pisa-2015-new-zealand-students-wellbeing-report> For example, 24% of 15 year-olds reported experiencing at least one type of bullying behaviour a few times a month or more. Learners/ākonga experiences of racism and bullying are recounted in reports by the New Zealand School Trustees Association and Office of the Children’s Commissioner. (2018). Education matters to me: Key insights. <https://www.occ.org.nz/assets/Uploads/OCC-STA-Education-Matters-to-Me-Key-Insights-24Jan2018.pdf>

While we perform above the Organisation for Economic Development (OECD) average in Programme for International Student Assessment (PISA) international reading tests for 15-year-olds, performance has slipped over the last twenty years. Performance in science is above the OECD average, but has dropped since 2006. Mathematics performance, also above the OECD average, has declined since 2003.¹²

Our own national monitoring shows that the proportion of our learners/ākongā performing at or above the expected national curriculum level at Year 4 is worrying for reading, writing, and oral language. This is also the case for most curriculum areas at Year 8.¹³

Māori learners/ākongā leave school/kura with lower levels of achievement than their Pacific and European/Pākehā peers. The disparities increase at each senior secondary level, from 10.5 percentage points at National Certificate of Educational Achievement (NCEA) Level 1 to 28.9 percentage points at University Entrance level.¹⁴

Our current system settings have not been able to shift these disparities.

The growth of Kaupapa Māori schooling has had major benefits in terms of Māori outcomes.¹⁵ Most Māori learners/ākongā, however, are not educated in Kaupapa Māori settings. Te Kotahitanga Phase 5 (a professional development programme focused on improving the educational achievement of Māori learners/ākongā in secondary schools/kura) has been shown to improve outcomes for both Māori and non-Māori learners/ākongā.¹⁶ Similarly sustained outcomes for Pacific learners/ākongā have been demonstrated where teachers/kaiako have had a deep understanding of their learners/ākongā and have developed their expertise in teaching literacy¹⁷ and maths.¹⁸

This suggests that if we can understand and embed culturally responsive and relational teaching throughout the English medium schooling system, everyone will benefit.¹⁹

All-of-system strategies over the last ten years — such as Ka Hikitia and the Pacific Education Plan — have not delivered the desired step-changes. On their own, national plans do not effectively reach every school/kura and every classroom.

12 Ministry of Education, (2016), PISA 2015: New Zealand Summary Report, <https://www.educationcounts.govt.nz/publications/series/2543/pisa-2015/pisa-2015-summary-report>

13 Darr, C. (2017). The National Monitoring Study of Student Achievement. Wānangatia te Putanga Taura. Set 2, 57-60. Table 1, p. 58.

14 <https://www.educationcounts.govt.nz/statistics/indicators/main/education-and-learning-outcomes/1891>

15 Ministry of Education, (2017), Ngā Haeata Mātauranga: Assessing Māori Education, https://www.educationcounts.govt.nz/_data/assets/pdf_file/0016/172060/Nga-Haeata-Matauranga-190917.pdf

16 Alton-Lee, A. (2015). *Ka Hikitia Demonstration Report: Effectiveness of Te Kotahitanga Phase 5 2010-12*. Wellington: Ministry of Education.

17 Silata, R., Dreaver, K., Parr, J., Timperley, H., and Meissel, K. (2012). *Tula'i Mai: Making a difference to Pasifika student achievement in literacy*. Wellington: Ministry of Education. <https://www.educationcounts.govt.nz/publications/pasifika/literacy-professional-development-project-2009-2010>.

18 Developing Mathematical Inquiry: <https://www.educationcounts.govt.nz/topics/bes/developing-mathematical-inquiry/introduction>

19 Alton-Lee, A. (2015). *Ka Hikitia Demonstration Report: Effectiveness of Te Kotahitanga Phase 5 2010-12*

To ensure better outcomes for all learners/ākonga, we need to build a new kind of collective professionalism around their learning. ‘Collective professionalism’²⁰ is a term that encompasses professional inquiry, professional learning and development (PLD), and professional critical review. It involves adopting an approach of continuous improvement and innovation through working theories, disciplined inquiry, and systems for sharing learning.

Academic achievement is important, but so too is learner/ākonga wellbeing. If we only measure our success against academic outcomes, such as national standards in literacy and numeracy, or NCEA pass rates, we limit the potential of schooling. National education systems establish what is important in a curriculum by framing values, core competencies, and knowledge and skills. These include high-level aspirations to enable citizens to take on shared economic, environmental, and social challenges. In our context, it also means a focus on learner/ākonga language, culture, and identity in order for them to feel that they belong and experience wellbeing in their school/kura.

Creating a future-focused, well-connected, adaptable and responsive learning ecosystem

Since the introduction of *Tomorrow's Schools* in 1989, the world has changed, rapidly and profoundly.

By one estimate, 31% of Aotearoa New Zealand’s jobs are at a high risk of automation over the next 20 years.²¹ Rural regions are likely to be as affected as urban ones. The skills that are easiest to teach and measure are likely to be the ones most likely to be replaced. Our schools/kura will need to equip learners/ākonga with new kinds of knowledge and skills to use in work.

We need our whole system to focus on how learning helps young people — and especially Māori and Pacific learners/ākonga — to be capable, confident, lifelong learners/ākonga. Schooling is more than preparing young people for a future of work; it must equip learners/ākonga with the skills they need to be active, responsible and engaged citizens.

On the one hand, artificial intelligence, virtual reality and broadband have given us anywhere, anytime learning. We organise our everyday lives through personal devices and social media. Web browsers give us fingertip access to a universe of information, goods and services. On the other hand, learners/ākonga will inherit our legacy of climate change, loss of biodiversity and insecurity of food, water, housing and employment. A combination of rising inward migration and broader civil liberties means that we can enjoy the richness of a proudly multicultural and gender diverse society. However, as the *Education Matters to Me* reports have shown, many of our learners/ākonga still experience continual racism in their schooling.²² As our population grows, and as economic inequality exacerbates social segregation, we know that we have to work all the harder to nurture and maintain inclusive communities.

20 Hargreaves, A., and O’Connor, M.T. (2018). *Collective Professionalism. When Teaching Together Means Teaching for All*. Thousand Oaks: Corwin Press.

21 Kiernan, Gareth, 2018. *From Education to Employment*. Infometrics Megatrends Report http://www.infometrics.co.nz/infometrics_megatrends/

22 New Zealand School Trustees Association and Office of the Children’s Commissioner. (2018). *Education matters to me: Key insights*. <https://www.occ.org.nz/assets/Uploads/OCC-STA-Education-Matters-to-Me-Key-Insights-24Jan2018.pdf>

All these things matter as we consider what a fit-for-purpose schooling system must look like.

In a fast-moving, increasingly complex world, educational systems must be adaptive. Well-founded educational ideas and practices need to travel downwards, upwards and sideways through the system. Multidirectional networks of common interest are replacing bureaucratic hierarchies as the preferred mode of travel. World-class systems have leaders and teachers/kaiako who want to share and learn together about how to make a difference.²³

Professional collective responsibility and high levels of trust feature in these systems. There is also shared understanding of roles, responsibilities and decision-making, which enables, not constrains, the exercise of professional expertise. A combination of self-organising networks with complementary system structures that place decision-making as close to learners/ākonga as possible and that better facilitates the sharing of expertise, creates new levels of engagement, and builds the mutual trust necessary for better system performance.

In Aotearoa New Zealand, each school/kura has for the most part been a self-managing island,²⁴ loosely connected to each other and with distant relationships to the centre. This has created high levels of autonomy, but has left schools/kura to learn largely on their own. Autonomy also means lots of rules, monitoring of compliance, high workloads and stress levels, and often unnecessary performance reporting. The result is slow and uneven transfers of professional knowledge and skills, wide variability in learner/ākonga performance across schools/kura, even within the same decile, and low levels of trust across the system. As the State Services Commission has found: “Adoption of good practice is almost always referred to as patchy and the uptake of promising innovation is seen as slow to spread across the system.”²⁵

In other words, what we have is a *low trust, high compliance/cost, and poor outcomes for children* schooling system.

It is no great surprise that the Education Review Office (ERO) reported that only 10% of schools/kura it reviewed in 2016/17 were on a ‘sustainable improvement path’.²⁶ So, we need to ask ourselves, what would it take to ensure the sustainable transfer of good quality professional practice across the schooling system?

23 See, for example, Hargreaves, A. and Fullan, M. (2012). *Professional Capital: Transforming teaching in every school*. New York: Teachers College Press. Darling-Hammond, L. et al (2017). *Empowered Educators: How High-Performing Systems Shape Teaching Quality Around the World*. San Francisco: Jossey-Bass.

24 Vester, B. (2016). *Southern Transformation. Searching for Educational Success in South Auckland*. Wellington: Victoria University Press; Wylie, C. (2012). *Vital Connections: why we need more than self-managing schools*. Wellington: NZCER Press

25 State Services Commission (2016) *A Blueprint for Education System Stewardship*, p.4 <https://www.ssc.govt.nz/sites/all/files/blueprint-education-system-stewardship-sep16-a.PDF>

26 Education Review Office (2017). *Briefing to the Incoming Minister*. November 2017. p. 8 <https://www.ero.govt.nz/publications/briefing-incoming-minister/>

More agile schooling systems are good at this. They quickly turn data and evidence to practical experimentation and innovation, with the right experts, the right resources, and the right supports, at the right time, to make a practical difference for learners/ākonga. Most have a respected facilitation function locally, in the 'middle', to help support and connect schools/kura, and through which schools/kura are keen to work and learn collaboratively on complex challenges that may be faced by all, or only some. In these systems, there is a very simple shared commitment: everyone in the system takes full professional responsibility for all learners/ākonga. This is what we should aspire to.

We believe that the current settings of our education system will not allow us to address existing challenges or embrace the exciting opportunities of the future. If we fail to act urgently as a nation we face continuing educational decline and inequity and, as a result, a crumbling economic, social and political infrastructure.

We need to move to a *'high trust, lower cost, high impact'* system. And to transition from the independence of *'my school'* to the interdependence of *'our schools within our schooling system'*.

Our Recommendations

All our recommendations are based on the premise that governance, management and administration of the schooling system must be founded on Te Tiriti o Waitangi and 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.



Supporting Boards of Trustees

That boards of trustees:

- » 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.



Supporting School Leadership

That to assure the quality, diversity and professional expertise of school/kura leadership:

- » 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 new local Education Support Learning Network 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 more complex contexts are broadened.



Supporting Teachers/Kaiako

That to assure the quality, diversity and professional expertise of teachers/kaiako, paraprofessionals and specialist professionals, we have:

- » a comprehensive education workforce strategy that 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 new national Education Support Agency to ensure teachers/kaiako have high quality advice and resources.



Strengthening Schooling Provision

That the schooling provision strategy needs to:

- » 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;
- » develop guidelines for, and 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.



More Equitable Access to Schooling

That equitable access to schooling for all learners/ākonga needs to be assured through:

- » 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 scholarship provision planning.



Disability and Learning Support

That implementation of the national strategy and policy in Disability and Learning Support must ensure effective collaboration and coordination with the new Education Support Learning Network to improve and spread local knowledge, expertise and accessibility.



Improved Resourcing

That:

- » 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.



Strengthened National Education Agencies

That:

- » significantly increased decision making and budget discretion to support schools/kura be devolved through the establishment of Education Support Learning Networks as part of a new Education Support Agency;
- » the Ministry of Education significantly increases 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 New Zealand Qualifications Authority (NZQA) quality assurance processes;
- » the school/kura property portfolio is moved to a separate entity either within or outside of the Ministry of Education;
- » a Leadership Centre be located in the Teaching Council of Aotearoa New Zealand; and
- » a repurposed ERO focuses on systems review, evaluation of the performance of education agencies and no longer undertakes individual school/kura reviews.

Education Support Agency:

Better support for the whole system

We believe that an education system that is well positioned to meet the challenges of the future needs to:

- » lift the quality of teaching and learning across the system;
- » value interdependence over independence;
- » support collective responsibility and continual improvement;
- » actively lead learning across a network of schools/kura;
- » encourage and support innovative practice;
- » build a culture of sharing and collaboration between schools/kura; and
- » focus on learner/ākonga success including wellbeing, belonging, achievement, and engagement.

Having considered all of the feedback and evidence, we believe a new entity, separate from the Ministry of Education with a very strong local presence, is essential to address the enduring shortfall in support for our boards, leaders, teachers/kaiako, and communities in order to build collaboration and trust across the system. We have called this entity the Education Support Agency. We expect it would have one national office and multiple local offices across the country. These would replace current Ministry of Education regional offices, which would be disestablished.

We would expect the local offices of the new entity, referred to as 'Education Support Learning Networks', would have:

- » a comprehensive understanding of the local schooling network and their communities;
- » devolved decision-making powers within clear national policy settings, with maximum possible discretionary funding;
- » the capability and capacity to provide differentiated support to school/kura boards and principals/tumuaki, and for teachers/kaiako, and learners/ākonga with additional learning needs, based on their needs/situation;
- » close relationships with local schools/kura, other government agencies, non-government organisations (NGOs), mana whenua, and iwi;
- » highly capable personnel with strong education backgrounds and relevant skillsets;



See diagram explaining the Education Support Learning Networks on page 90.

- » permeability of movement between local Education Support Learning Network roles, school/kura roles, the national office of the Education Support Agency and the Ministry of Education and other education agencies, to enable better development and use of knowledge through the schooling system;
- » a commitment to using co-design with schools/kura and other stakeholders such as iwi and local government in their own planning and review; and
- » the capability and capacity to drive well-founded innovation.

The overarching functions of the Education Support Agency (which would not be involved in day-to-day school/kura governance) would be to provide a connecting 'local layer' between national agencies and schools/kura to:

- » support boards of trustees;
- » support school/kura leaders;
- » support teachers/kaiako;
- » support all the area's learners/ākongā; and
- » support high quality review and reporting.

More detail about this recommended new entity and the functions of its local Education Support Learning Network is provided throughout the rest of this report and in the Strengthened National Education Agencies section (see page 74).

Because this new entity plays a pivotal role in many of our following recommendations, it is important to provide this high level overview of this new 'piece' of the system up front.

Supporting boards of trustees

Boards of trustees are viewed as an expression of community commitment to learning.

In Aotearoa New Zealand, there is no doubt that our system of elected boards of trustees reflects a collective commitment to our communities, to our schools/kura, and to our children.

However, given the nature of the electoral system, and while powers of co-option are available, many boards have to work very hard to represent their increasingly diverse communities, particularly Māori and Pacific communities.

Giving effect to Te Tiriti o Waitangi remains a real challenge when there is very limited involvement of Māori on boards²⁸ and continued frustration from Kura Kaupapa Māori, and other schools/kura about having to fit into a single model of governance.

Given what we know about the importance of learner/ākonga 'voice' in understanding and responding to learners/ākonga more effectively, there are also real questions about whether a sole learner/ākonga on a secondary school/kura board can effectively represent a learner/ākonga population of hundreds, if not thousands, of diverse young people.

Many boards function well and board members revel in the contributions that they can make to their local schools/kura and to their communities. However, a number of boards also struggle.

Quantitative information about board performance is not readily available. The effectiveness of boards should not be judged by how many statutory 'interventions' there are by the Ministry of Education — that would be like judging population health by measuring the number of intensive care patients, or the vibrancy of the business sector by counting the number of bankruptcies.

What we do know is that board responsibilities are broad and complex. For example, boards must comply with at least 37 Acts of Parliament.²⁹ The time, skills, and expertise needed to fulfil all requirements now placed on boards were certainly not envisaged when boards were first established in 1989.

Tasks such as the appointment and performance review of principals/tumuaki and school/kura suspensions, stand-downs, exclusions and expulsions are currently major challenges. Many boards regard these as key roles, but would welcome support and guidance in their decision-making processes to ensure that the best interests of children and young people are prioritised at all times.

28 Nationwide, 58% of schools/kura do not have enough Māori on their boards to adequately represent the proportion of Māori learners/ākonga at the school/kura <http://conversation.education.govt.nz/assets/Uploads/TSR-Governance-Paper.pdf>

29 <https://conversation.education.govt.nz/assets/Uploads/TSR-Governance-Paper.pdf>

The complexity of some tasks has also meant that boards too often find themselves focussing on technical, compliance, financial, procurement, and particularly, property issues. Property issues can result in significant confusion about the relative role of boards and the Ministry of Education and subsequent frustrations on both sides.

The nature and understanding of 'community' can also raise difficulties. Each individual board is required to focus on its particular school/kura and its needs. Sometimes this means boards are incentivised to make decisions, especially regarding learner/ākonga enrolment schemes, which impact negatively on neighbouring schools/kura and communities, and on the interests of the wider community.

Boards often need support to understand their collective governance responsibilities and to develop the capabilities they need. When things go wrong, whether due to problems with board relationships or meeting wellbeing and achievement challenges, it is important that appropriate support is readily available and problems are addressed as early as possible — particularly where this impacts on learners/ākonga.

Too often boards find that this support is limited and/or too late.

1

Supporting boards of trustees

Recommendation 1

That boards of trustees:

- » 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.

What we want to achieve

We want every school/kura valued and supported by their community and board of trustees.

We want to further strengthen the existing model of boards and make sure it works equally well for all schools/kura and communities.

**ACTIONS
TO ACHIEVE**
Recommendation



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.

- 1b Boards of trustees give greater priority to:**
- 1. Working with the school/kura community and mana whenua to set the strategic direction and plans for the school/kura;**
 - 2. Monitoring and evaluating learner/ākonga belonging, wellbeing and success; and**
 - 3. Working with other schools/kura, iwi and government agencies for the mutual benefit of the learners/ākonga, whānau and schools/kura.**

Whilst we envisage boards retaining their current Crown entity status, new legislation should reshape and refocus current expectations of boards to reflect these priorities.

We envisage that any new legislation should also be underpinned by Te Tiriti o Waitangi and by the rights of the child. To achieve what we want, the principles of Te Tiriti o Waitangi and the rights of the child must be given active expression in all board decision making.

We expect that boards would report on these priorities as part of their normal annual reporting.

1c A new role of leadership advisor is established to work with boards and principals/tumuaki to maximise their success.

We want to ensure that boards retain their governance role on behalf of the school/kura community, but at the same time offer them consistent, high quality support, and a degree of oversight of their work.

A key function of the leadership advisor, employed by the Education Support Agency’s local office will be to support boards to ensure that due process is followed with regard to principal/tumuaki appointment and performance review, and school/kura suspensions, stand-downs, exclusions and expulsions. Such support would include ensuring the boards follow legal requirements, principles of natural justice, and agreed school/kura and national guidelines.

The leadership advisor will be an ex officio member of the board but will have no voting rights.

Recommendation 1:

Supporting boards of trustees

ACTIONS TO ACHIEVE

Recommendation



We considered carefully whether all schools/kura need to be assigned a leadership advisor or only those schools/kura who request one, or who are deemed to need one. Our view is that leadership advisors working collaboratively with boards and principals/tumuaki have the potential to add value to all schools/kura and to assist in sharing expertise across the schooling network regionally and nationally.

To enable them to perform their function well we would anticipate one leadership advisor would work with around 10 to 15 schools/kura, but that they may over time focus on (and attend board meetings) with a smaller number of schools/kura — depending on need. This approach provides for support and advice that can be differentiated according to school/kura need, and changes over time.

The leadership advisor will be expected to provide advice and support to both the board and the principal/tumuaki. We believe such an ‘integrated’ approach will create significant synergies.

The leadership advisor will be an experienced and respected leader in education. They will receive training in the role and operate as a member of a local team. They will demonstrate an understanding and empathy with the particular character of a school/kura and will work collaboratively with the school/kura principal/tumuaki and board to build and sustain leadership and governance capacity and capability at the school/kura.

The role we envisage for leadership advisors is very different from the current advisory roles that the New Zealand School Trustees Association and the Ministry of Education offer.

1d

All board members are required to undertake governance training with specific training for board chairs.

It is important that board members feel confident and well trained in their important work on behalf of their community.

Some training is available to all boards (including online) through the New Zealand School Trustees Association and others but is not mandated and may be difficult to access for the many board members who work full time, have multiple jobs, or live in remote areas.

We recognise that mandated training may discourage some people from offering their services as board members. We know also that boards particularly value the training that they do as a board rather than individually.

For these reasons we believe that the training should be post-election, based on a needs analysis, and provided or brokered by the leadership advisor familiar with the school/kura in ways and at times which suit board members.

ACTIONS TO ACHIEVE

Recommendation



1e **All boards ensure representation from mana whenua either by election or appointment.**

The principles of Te Tiriti o Waitangi oblige mana whenua representation on each board of trustees regardless of the number of Māori in the school/kura.

The nature of the representation on the board should be based on a genuine consultation process with local communities. Some boards will need to be supported to work through this process.

This is nevertheless a recommendation which, if implemented properly, will add value to all schools/kura.

We appreciate that mana whenua often have multiple demands on their time to provide cultural advice, therefore appropriate additional remuneration needs to be considered and funded by the government.

1f **The Children's Commissioner reviews and updates the requirements for learner/ākonga participation in school/kura governance, taking into account the United Nations Convention on the Rights of the Child (Article 12).**

Currently only secondary schools/kura are required to have a learner/ākonga representative on the board.

We believe one learner/ākonga on a board with the principal/tumuaki and other adults, and only at secondary schools/kura, represents a minimal commitment to learner/ākonga voice, which is increasingly seen to be critically important, not only at governance level, but throughout the schooling experience of all our children.

Although many schools/kura use student councils or augment boards with additional informal learner/ākonga representation, we believe there is a need for a more comprehensive, imaginative, and transparent approach to including learners/ākonga in the governance and operation of all schools/kura.

We recommend that the Children's Commissioner be tasked with reviewing the requirement for learner/ākonga participation in school/kura governance with a view to updating current requirements.

Recommendation 1:

Supporting boards of trustees

ACTIONS TO ACHIEVE

Recommendation



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.

Property matters for state-integrated schools/kura remain the responsibility of their proprietors.

The physical environment of a school/kura can be an important influence on learning. When major property changes are made it is therefore critically important that the principal/tumuaki and curriculum leaders are actively consulted.

However, this does not mean that school/kura boards should have to take responsibility for all the legal and technical aspects of what is often a highly specialised and potentially financially risky undertaking.

In the Strengthened National Education Agencies section (see page 74) of this report we recommend that the property functions of the Ministry of Education are reconfigured and adequately resourced to ensure that school/kura property, which is a Crown asset, is efficiently and responsively managed.

Removing major (5YA) property and capital responsibilities from boards will create more time for principals/tumuaki and boards to focus on their core responsibilities.

Some schools/kura do have the capability and capacity to handle all these property-related technical and legal matters themselves and it is for this reason that our recommendation allows for some schools/kura to retain responsibilities in this area. This will be based on a proven track record of property management.

We are aware that many principals/tumuaki and boards are currently frustrated with the way 5YA is handled by the Ministry of Education. We believe that a significant reason for this frustration lies in the lack of clarity and consistency around roles and responsibilities.

Our recommendations will address this issue.

Many state-integrated schools/kura currently have effective ways of dealing with their property issues through their proprietors, or other means. Given ownership of property sits with these proprietors, we do not propose any changes to current arrangements.

ACTIONS TO ACHIEVE

Recommendation



1h Property maintenance, financial and procurement services are made available to boards that wish to use them by the local Education Support Learning Network office.

Boards often find themselves focusing on technical, compliance, financial, procurement, and property issues.

Many schools/kura currently contract private providers to carry out these tasks (for example, painting, and monthly/annual financial statements), and many directly purchase/lease equipment and a variety of services such as policy document templates. These approaches can work well, but are not always easy to organise, timely, or cost effective.

There are likely to be considerable workload advantages in some of these services being provided or brokered collectively, on request, through the Education Support Learning Network office. The cost to schools/kura would also likely be reduced.

1i Developing and consulting about enrolment schemes is carried out by the local Education Support Learning Network rather than the board so that the best interests of all learners/ākongā and their whānau are taken into account.

Current legislation requires the Ministry of Education to approve enrolment schemes, but also requires that individual boards develop the scheme, and consult with parents, learners/ākongā, the community and other affected schools/kura, where they are developing or changing an enrolment scheme.

Note: We have also suggested some other actions related to enrolment schemes in the More Equitable Access to Schooling section of this report (see page 56).

Recommendation 1:

Supporting boards of trustees

ACTIONS TO ACHIEVE

Recommendation



1j

A national code of conduct for boards of trustees is established.

In the past, a number of school/kura boards have developed their own codes of conduct. The New Zealand School Trustees Association encourages boards to adapt and adopt its codes as part of their training, but this is an entirely voluntary process.

We believe that all boards should be required to adhere to a common national code of conduct, with the option for boards to add to this in accordance with their local circumstances. We expect that this would reference respectful relationships, confidentiality of non-public information, collective responsibility and collaboration, commitment to the school/kura and wider community, as well as managing conflicts of interest and commitment to proper governance.

An advantage of a national code of conduct is that all boards will have a common basis to work from. This will build good practice and provide transparent accountabilities.

1k

To address governance and leadership problems that adversely affect schools/kura, the powers and type of timely and responsive intervention are expanded, and administered by the local Education Support Learning Network office.

Schools/kura are complex and challenging environments, and on occasion governance or leadership problems can emerge.

Leadership advisors will work collaboratively with boards and principals/tumuaki to identify and address problems early. However, where there are grounds for concern about the operation of a school/kura or the welfare of its learners/ākonga that collaborative work cannot address, there needs to be the option of formal intervention.

A range of interventions already exist in the Education Act 1989.³⁰ The threshold for their use include reasonable grounds for concern or a belief that the operation of a school/kura or the welfare or educational performance of its learners/ākonga requires an intervention.

In order to ensure that interventions are more timely and responsive, they should be approved and actioned by the Education Support Learning Network office.

³⁰ Education Act 1989 Section 78(i).

ACTIONS TO ACHIEVE

Recommendation



The range and type of improvement interventions should be expanded to include, after appropriate consultation:

- » directing boards to amalgamate, arranging for one principal/tumuaki to lead two or several schools/kura, and adopting alternative board constitutions (for example, board membership, and operating rules) where this is deemed to be necessary to improve the operation of schools/kura and the welfare of their learners/ākonga;
- » removing board members, where board members do not act according to a national code of conduct; and
- » appointing a new board chair where the existing board chair is not acting in accordance with a national code of conduct.

We have no wish to create the potential for judicial disputes.

Legislation will therefore need to be clear and enabling in order to ensure that the best interests of learners/ākonga are paramount and board dysfunction is dealt with promptly.

Supporting school leadership

Effective school/kura leaders are critical to the quality of teaching and learning in schools/kura and therefore to learner/ākonga belonging, wellbeing, and success. They ensure that key decisions are underpinned by effective pedagogy, and are able to analyse and solve complex problems, build relational trust with others, including whānau, and engage in conversations that lead to ongoing learning.

While we have many effective principals/tumuaki in Aotearoa New Zealand the overall national picture is variable. Principal/tumuaki workloads are high, as are stress levels.

Only 34% of primary principals/tumuaki in 2016 and 22% of secondary principals/tumuaki in 2018 said they could schedule enough time to focus on educational leadership.³¹

We have paid far too little attention to the development and support of this critical role. We need to build a future principal/tumuaki workforce that adheres to Te Tiriti o Waitangi and the rights of the child, that is future-focused, and that works collaboratively to meet the complex demands of the future.

Leadership development and support

School/kura leaders enjoy a large degree of autonomy in Aotearoa New Zealand. The benefits of this come with the burden of extensive responsibilities that include, for example, property and human resources.

Because each principal/tumuaki is employed by their board of trustees the role expectations can vary greatly across the system. Surveys by the New Zealand Council of Educational Research (NZCER) reported that only 36% of primary principals/tumuaki in 2016 and 22% of secondary principals/tumuaki in 2018 thought their workload was manageable.³² Many principals/tumuaki feel isolated and are not always able to make the most of learning from and supporting each other across the profession.

The only legal requirement for being appointed to the principal/tumuaki position is being a registered teacher/kaiako and having a current practicing certificate. Participation in first time principals'/tumuaki training is voluntary.

Experienced principals/tumuaki and others informally mentor and guide teachers/kaiako as their leadership potential becomes apparent. However, this is too often an informal process that is not planned and can be 'hit or miss'. There are currently no formal requirements for leadership professional learning and development for New Zealand principals/tumuaki.

31 Wylie, C. (2017). Principals and their work. Findings from the NZCER national survey of primary and intermediate schools 2016.p. 10. Wellington: NZCER. https://www.nzcer.org.nz/system/files/National%20Survey_Principals_Nov17.pdf

Bonne, L., & MacDonald, J. (2019). Secondary schools in 2018. Findings from the NZCER national survey. P. 92. Wellington: NZCER. <https://www.nzcer.org.nz/research/publications/secondary-schools-2018-findings-nzcer-national-survey>

32 Ibid.

A key consequence of having no planned processes to identify, nurture and develop potential leaders is that our school/kura leadership workforce does not adequately reflect the diversity of our schooling population. Only 16% of our principals/tumuaki are Māori, compared with 24% of our learners/ākonga, 2% are Pacific compared with 10% of our learners/ākonga, and 0.6% are Asian compared with 13% of our learners/ākonga.³³

We also have been unable to ensure that small, rural and low-decile schools/kura, with their own unique challenges, can all appoint and keep highly effective principals/tumuaki. These schools/kura often have more than their fair share of complex contexts and challenges. We believe more needs to be done to ensure effective leadership for these schools/kura.

The quality of the appointment and performance review processes for principals/tumuaki is varied and not always robust. This is a key responsibility of the boards of trustees but they are not always able to access the professional expertise needed to make good appointments and carry out effective performance reviews that lead to ongoing improvement.

Currently it is unclear what professional standards are used to make judgments about the performance of principals/tumuaki. This is because there are two measures, one in the Teaching Council of Aotearoa New Zealand (Teaching Council) Code of Professional Responsibility and Standards for the Teaching Profession, and one in the principals/tumuaki collective contracts.

The Leadership Strategy is the way forward

The Teaching Council's 2018 Leadership Strategy, which was developed in partnership with the teaching profession, provides a comprehensive approach to ensuring effective leadership across the schooling system. However, without broader changes to the system, including strengthened local support for leaders, it will be difficult to translate the Strategy into practice.

33 Ministry of Education (2018), Official Ministry Teacher Data Series.

2

Supporting school leadership

Recommendation 2

That to assure the quality, diversity and professional expertise of school/kura leadership:

- » 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 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.

What we want to achieve

- » We want every school/kura to have a highly effective principal/tumuaki.
- » We want to have a system that develops leadership at all levels of schools/kura and the schooling system.



See diagram explaining the national Leadership Centre on page 92.
See diagram explaining the Education Support Learning Networks on page 90.

ACTIONS TO ACHIEVE

Recommendation



2a **A Leadership Centre is established within the Teaching Council of Aotearoa New Zealand.**

The Leadership Centre should make a significant difference to leadership in Aotearoa New Zealand by developing a coherent approach to leadership development and support at all levels of the schooling system. The Teaching Council's 2018 Leadership Strategy and the Leadership Capabilities Framework should frame its work.³⁴

Once established, the Leadership Centre will:

- » provide a repository for leadership research, sharing periodic updates of relevant research with the profession, and commissioning or undertaking new research and evaluations;
- » provide accreditation to those who wish to provide leadership professional learning and development;
- » develop national guidelines for nationally funded sabbaticals and scholarships, and make decisions on their allocation; and
- » work with the leadership advisors, principals/tumuaki, leadership networks and peak bodies, and the Ministry of Education to achieve the goals of the workforce strategy (for example, matching the diversity of the learner/ākonga population and the leadership workforce).

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.**

We would expect that the process for establishing these criteria and guidelines and one set of professional standards will be co-designed with principals/tumuaki and teachers/kaiako.

³⁴ <https://teachingcouncil.nz/content/leadership-strategy>

Recommendation 2:

Supporting school leadership

ACTIONS TO ACHIEVE

Recommendation

2

2c

Leadership advisors employed by the Education Support Learning Network will work collaboratively with each principal/tumuaki in their school/kura.

Leadership advisors will also facilitate the collective contribution of principals/tumuaki to successful learning across the Education Support Learning Network.

High quality school/kura leadership works best with tailored support and advice from a highly trusted educational professional. This would be provided by their local leadership advisor.

This would give principals/tumuaki timely help to address issues as they arise as well as support innovative approaches to teaching and learning.

Leadership advisors will facilitate collaboration between principals/tumuaki in the area to maximise the knowledge and skills of the collective through sharing best practice and learning from each other.

Leadership advisors will work with principals/tumuaki and their board of trustees to:

- » establish a trusted relationship with the principal/tumuaki and board based on an in-depth knowledge and understanding of the individual school/kura context;
- » use the Leadership Centre's national appointment criteria and review guidelines to ensure that due process is followed in the appointment and performance review of principals/tumuaki;
- » carry out the principal's/tumuaki performance review on the request of the board of trustees, and with the agreement of the principal/tumuaki;
- » recommend intervention of the Education Support Learning Network director where there are persistent performance issues that the principal/tumuaki, leadership advisor, and the board of trustees are unable to resolve;
- » provide customised, connected processes for the induction and ongoing mentoring and support of principals/tumuaki; and
- » support principals/tumuaki and schools/kura with significant challenges by making connections with leadership and specialist expertise as required.

ACTIONS TO ACHIEVE

Recommendation



Leadership advisors will also:

- » work with principals/tumuaki to identify leadership potential and development opportunities for potential leaders, provide or broker appropriate professional learning and development, and create a diverse talent pool to draw on for leadership appointments;
- » broker opportunities for effective principals/tumuaki to contribute to leadership support and growth across their Education Support Learning Network's area;
- » encourage, in consultation with principals/tumuaki and boards, secondment rotations so that principals/tumuaki can experience working in a variety of environments;
- » feed back learnings from effective local leadership practices into the Leadership Centre; and
- » support principals/tumuaki in their applications for scholarships and sabbaticals using national criteria and priorities.

2d Incentives to attract highly capable principals/tumuaki to work in schools/kura with more complex challenges are broadened.

The most challenging schools/kura in our schooling system are best served by providing them with the most effective leaders (and teachers/kaiako) the system can muster. Whilst we note that principals/tumuaki of decile 1 to 4 schools/kura receive some additional remuneration, and the Principal Recruitment Allowance exists for a small number of schools/kura, we believe that the range of incentives should be broadened. This will require work in defining the complex challenges that schools/kura face as well as consideration of how financial incentives can be best provided.

Supporting teachers/kaiako

We know that the most important relationships learners/ākonga and whānau have in the school/kura are with classroom teachers/kaiako.³⁵ Yet there is huge complexity in every classroom in the country.

Our learner/ākonga population is increasingly diverse in terms of their family and whānau relations, their languages, cultures, and identities, and their individual capabilities and learning support needs. Providing appropriate and timely support for teachers/kaiako working in such classrooms is an equally complex system challenge.

If we want to create a more equitable future schooling system that is founded on Te Tiriti o Waitangi and the rights of the child, we need to ensure transformational change in our approach to teaching and learning. This goal must apply not just to teachers/kaiako but to everyone in the education workforce who leads and supports their work.

Māori and Pacific learners/ākonga, and others have told us clearly how to improve their experiences of schooling.³⁶ Learners/ākonga feel that they belong and they experience success when their language, culture and identity are valued. They need to encounter more teachers/kaiako with life experiences and cultural backgrounds like theirs, and for all their teachers/kaiako to appreciate how important their own knowledge and cultural experiences are to them.³⁷

Only when we share common relationships of trust and respect and our teaching is responsive to the prior experience and understandings of our learners/ākonga will they experience greater belonging, wellbeing and success.

There is some very good teaching in schools/kura, but the way our system is designed cannot guarantee that every learner/ākonga has a teacher/kaiako who can confidently support them. The quality of teaching is too variable and too many learners/ākonga and their whānau feel marginalised. We must understand, and then eradicate, the deficit thinking, unconscious bias, and racism that has lowered expectations of success for particular groups of learners/ākonga.³⁸

35 Alton-Lee, A. (2003). *Quality teaching for diverse students in schooling: Best Evidence Synthesis Iteration (BES)*. <https://www.educationcounts.govt.nz/publications/series/2515/5959>

36 Office of the Children's Commissioner & NZ School Trustees Association (2018). *Education matters to me: Key insights*, <http://www.occ.org.nz/publications/reports/education-matters-to-me-key-insights/>

37 Eley, E., & Berryman, M. (2019). Leading transformative education reform in New Zealand schools. *New Zealand Journal of Educational Studies*, 54 (1): 121-137.

38 Bishop, R., & Berryman, R. (2006). *Culture Speaks: Cultural relationships and classroom learning*. Wellington, New Zealand: Huia Publishers.

The education workforce

Our schooling system takes a competitive market approach to the quality, supply and development of teachers/kaiako, leaders and specialist education professionals. Various interventions have been tried to address problems of supply and quality, often after the event. We believe this relatively ‘hands off’ approach needs to change to ensure that all learners/ākonga have opportunities to experience success.

Currently there are not enough quality teachers/kaiako in the system to meet demand in some locations and hard to staff subjects. Not enough teachers/kaiako are being prepared to fill shortage areas, and areas where learner/ākonga achievement is declining, or to ensure rich and varied learning for learners/ākonga across the curriculum. The diversity of our workforce does not match that of the learner/ākonga population. For example, only 11% of the teacher/kaiako workforce is Māori (compared with 25% of learners/ākonga), 3% Pacific (13% of learners/ākonga), and 4% Asian (13% of learners/ākonga)³⁹. Our system also doesn’t retain sufficient teachers/kaiako as up to a quarter of our beginning teachers/kaiako leave the profession within five years. This figure is even higher for Māori graduates.

There is, however, some cause for optimism. The Ministry of Education has begun work on a national Education Workforce Strategy,⁴⁰ and the cross sector Strategy Governance Group has released its Vision for the Education Workforce 2032. We support the Strategy and the Vision. We also note recent government policy and funding packages to increase teacher/kaiako supply.⁴¹

Initial Teacher Education

In 2017, ERO reported widespread inconsistencies in the preparation of and support for student teachers/kaiako, and variable quality of the first teaching positions subsequently experienced by Newly Graduated Teachers. ERO expressed concern about: the confusing number of new Initial Teacher Education (ITE) providers and programmes; a lack of clarity regarding the respective roles of tertiary teacher/kaiako educators and in-school Associate Teachers; and the integration of the theory and practice of teaching by Newly Graduated Teachers.⁴²

Our view is that for our relatively small schooling system, we have too many ITE programmes that are too similar to each other, and of variable quality. Too many beginning teachers/kaiako graduate from them without the depth of knowledge and skills they need to be able to respond adaptively to the diverse aspirations and needs of learners/ākonga and their whānau.

39 Ministry of Education data (2017). Note: teachers/kaiako and learners/ākonga can identify with more than one ethnic group.

40 Office of the Minister of Education. (2018). *Towards a future focused, learner centred Education Workforce Strategy to 2032*. <https://www.education.govt.nz/assets/Documents/Ministry/Information-releases/2018-releases/Final-Education-Workforce-Strategy.pdf>

41 Ministry of Education (2019). Background information for teacher supply package. <http://www.education.govt.nz/assets/Documents/Ministry/Teacher-Supply-Package-Background-Information.pdf>

42 <https://www.ero.govt.nz/assets/Uploads/ERO-Newly-Graduated-Teachers-December-2017.pdf>

Paraprofessional careers

Teachers'/kaiako responsibilities are considerably more complex and demanding now than they were at the start of *Tomorrow's Schools*. Paraprofessionals are teachers' aides, non-registered teachers/kaiako such as musicians, artists, and cultural experts, and members of the community with valued knowledge and expertise who support teachers/kaiako for learners'/ākonga benefit.

Some school/kura roles that support learning, teaching and leadership (for example, business manager, librarian) have peak bodies to set and maintain professional standards for members. Others, such as teacher aides, do not. Our teacher aides typically work one-on-one with learners'/ākonga who have the greatest learning support needs, but without the specialised qualifications, secure employment or the continuing professional development that would increase the chances of learner/ākonga success.

Professional support

A common perception in schools/kura is that there is not enough support for teachers/kaiako to enact the *New Zealand Curriculum* and *Te Marautanga o Aotearoa* well. We believe there is an urgent need to modernise and improve the supply of quality assured English and Māori medium resources available to teachers/kaiako to help them deliver the *New Zealand Curriculum* and *Te Marautanga o Aotearoa*, and that in future this must be a core 'in-house' responsibility of a dedicated unit within the Ministry of Education.

We note that centrally-funded professional learning and development has been reviewed and significantly restructured since the mid-2000s, with a new service model in place since 2016. The value of the current approach is that it tries to balance national and local priorities, and encourages various national professional networks such as The Teachers Refresher Course Committee and, recently, Networks of Expertise (for example, subject associations, Māori medium education, Leaders of Learning Support). Strengths of the networks approach are its diversity and ownership by teachers/kaiako; potential weaknesses are its lack of coherence and transparency.⁴³

We note the Government intends to remove legal requirements regarding teacher/kaiako appraisal.⁴⁴ We believe this decision provides an opportunity to better use appraisal as part of our professional learning and support framework.

43 Childs, G. (2017). *Networks of expertise: needs analysis. A report to the Ministry of Education*. <http://services.education.govt.nz/assets/Uploads/Needs-Analysis-Networks-of-Expertise.pdf>

44 <https://www.education.govt.nz/assets/Documents/News/Bargaining/accord.pdf>

Communities of Learning/Kāhui Ako

Since 2014, schools/kura have been encouraged to form voluntary Communities of Learning/Kāhui Ako, accompanied by significant funding to help them meet their locally identified achievement challenges. We note that the Government has decided not to increase the number of Kāhui Ako. Three quarters of schools/kura already belong to a Kāhui Ako.⁴⁵

The Kāhui Ako model requires the development of collective vision and commitment, which is a different way of thinking about teaching and learning from what leaders and teachers/kaiako are accustomed to. A genuinely collective approach takes time to develop and is easier where institutions have previous experience of collaborative cluster work.⁴⁶

We know that Kāhui Ako vary in size and composition and are at different stages of their development. There are examples of successfully established Kāhui Ako making real differences for learners/ākonga and whānau in their communities, and others that are still learning how to collaborate meaningfully, and some that have struggled.

We believe that there continues to be potential in the Kāhui Ako model and expect that existing Kāhui Ako will be given an opportunity to develop more flexible approaches than were required of them in the past.

Summary

The current approach to supporting teachers/kaiako once they are registered does not build sustainable and adaptive teacher/kaiako expertise across the system as a whole. While each component of these current support initiatives has merit, there is an opportunity to develop a more comprehensive strategy for professional support, a strategy that enjoys secure baseline funding for its major components, and in its operation is readily accessible by and as close to teachers/kaiako and schools/kura as possible.

A significantly enhanced combination of:

- (i) nationally developed, high quality curriculum resources and learning objects;
- (ii) centrally-funded professional learning and development in national priority areas;
and

- (iii) regionally available or brokered advice and guidance for teachers/kaiako

will not only lift the quality of teaching but substantially reduce teacher/kaiako workload.

⁴⁵ We note the proposed collective agreement terms at the time of writing, which will reallocate unused funding for Kāhui Ako. The 74.5% of state and state-integrated schools/kura already in Kāhui Ako will be unaffected. <http://education.govt.nz/news/collective-bargaining-fact-sheet-13-june-2019/>

⁴⁶ <https://www.ero.govt.nz/assets/Uploads/Communities-of-Learning-Kahui-Ako-Action.pdf>

3

Supporting teachers/kaiako

Recommendation 3

That to assure the quality, diversity and professional expertise of teachers/kaiako, paraprofessionals and specialist professionals, we have:

- » a comprehensive Education Workforce Strategy that 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 national Education Support Agency to ensure teachers/kaiako have high quality advice and resources.

What we want to achieve

Step-change improvements in teaching and support for teachers/kaiako can be made through:

- » building relationships of trust and respect;
- » teaching that builds on the knowledge, experiences and understandings of the learner/ākonga;
- » a national strategy to grow sustainable teaching, leadership, and specialist professional workforces;
- » improvements in the learning pathway from Initial Teacher Education to Newly Graduated Teacher to fully certificated teacher/kaiako;
- » creation of a new school/kura paraprofessional career pathway to support learners/ākonga and teachers/kaiako;
- » providing teachers/kaiako with the high quality curriculum resources, advice and learning opportunities they need to ensure learner/ākonga success across the whole curriculum; and
- » significantly strengthened local level support for teacher/kaiako, school/kura and Kāhui Ako collaboration and sharing of best practice.

Recommendation 3:

Supporting teachers/kaiako

ACTIONS TO ACHIEVE

Recommendation



The education workforce

3a

A comprehensive Education 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.

The ongoing challenges regarding teacher/kaiako supply means there is an urgent need to finalise, resource, and enact the Education Workforce Strategy.

The Education Workforce Strategy must also contribute to:

- » reduced wait times for specialised learning support;
- » improved inter-professional and inter-agency support for learners/ākonga and whānau; and
- » school/kura and system leadership that support each other's contributions to learner/ākonga success and schooling improvement.

The Strategy must enable greater ethnic and socio-economic diversity among all sections of our workforce. This will require schools/kura and education agencies to become learning communities where all education workers feel that their knowledge and cultural experiences are valued and actively supported. This challenge will also require targeted approaches to the teaching of te reo Māori across the schooling system and attracting our best teachers/kaiako and principals/tumuaki to schools/kura that face the most complex challenges and are hard to staff.

System leadership is a core purpose of the Ministry of Education. We therefore believe it is appropriate that in future, the Secretary for Education should have a specific responsibility for the delivery of the Education Workforce Strategy.

Pathway from Initial Teacher Education to certification

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.

3c

The eligibility criteria include professional standards for the roles of tertiary teacher/kaiako educator, and in-school Associate Teacher and Mentor Teacher, and are developed collaboratively.

ACTIONS TO ACHIEVE

Recommendation



3d Additional resources are provided in the system to significantly improve the pathway from Initial Teacher Education to fully certificated teacher/kaiako, recognising the costs to a school/kura of supporting learner/ākonga and beginning teachers/kaiako.

3e The Education Support Agency working with local Education Support Learning Network directors approve schools/kura that meet the national eligibility criteria in order to employ and access the additional resources to support and mentor beginning teachers/kaiako.

We believe that the new Teaching Council requirements for ITE programme approval can address some, but not all, of the inconsistencies and concerns identified by ERO and that a fully integrated learning pathway for ITE is required. It is appropriate to give sufficient time for the new Teaching Council requirements to be enacted, their impact on relationships with learners/ākonga and whānau evaluated, and best practice shared and adopted across the schooling system. This will take several years.

However, there is also important work to be started immediately to improve the practical quality and consistency of support for the professional learning pathway from student teacher/kaiako, to beginning or newly graduated teacher/kaiako, to fully certificated teacher/kaiako. Essential to this work is a shared understanding of the respective roles, responsibilities and accountabilities of central agencies, school/kura leaders and ITE providers in helping teachers/kaiako meet the standards of the teaching profession.⁴⁷

In our view, there is considerable value in establishing eligibility criteria for schools/kura that wish to host beginning teachers/kaiako. Such responsibilities should be seen as a privilege. At present, the term 'Normal' or 'Model' school/kura designates a type of school/kura with a special relationship with ITE providers. We would like to see the model modernised, renamed and extended to a more diverse range of settings so that all schools/kura that host student or beginning teachers/kaiako are 'quality assured'. We envisage that local Education Support Learning Network offices, working through the leadership advisors, would play a key role in encouraging schools/kura to seek designation.

We believe that the combination of quality assurance, professional standards, and additional targeted resourcing will significantly improve the quality and supply of the teacher/kaiako workforce.

⁴⁷ <https://teachingcouncil.nz/sites/default/files/Our%20Code%20Our%20Standards%20web%20booklet%20FINAL.pdf>

Recommendation 3:

Supporting teachers/kaiako

ACTIONS TO ACHIEVE

Recommendation



Paraprofessional careers

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 teacher's/kaiako pedagogical role.

Our view is that the Education Workforce Strategy should include viable pathways for paraprofessional training, development and employment. This is both a system responsibility and a matter for individual school/kura boards as good employers.

Teacher aides and cultural experts, in particular, are undervalued in our schooling system. They often have life knowledge, skills and experiences that are underutilised. Because they are not included in the school's/kura staffing entitlement formula their employment is precarious and often depends on the ability of the school/kura to access additional funding.

We wish to see the work of teachers/kaiako and leaders of learning focused more on learners/ākonga. One way of enabling this is through a future-focused paraprofessional workforce that is appropriately qualified, developed and remunerated. Such a change will require careful consideration of the relationships between the core professional work of teaching and leadership of learning, and the support for this work that could in the future be better and more efficiently done by others in the classroom, staffroom and the school/kura.

We envisage that as the Education Workforce Strategy is rolled out, a team of appropriately qualified paraprofessionals could be employed in each Education Support Agency local office and made available to schools/kura that wish to use the service.

Professional support

3g

A national 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.

3h

The Curriculum Centre works collaboratively with the Education Support Agency to grow and sustain local expertise.

ACTIONS TO ACHIEVE

Recommendation



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.

The success of the *New Zealand Curriculum* and *Te Marautanga o Aotearoa* depend on teachers/kaiako having the skills and confidence to interpret them, ensure they are locally relevant and bring them to life in the classroom. To do this well, teachers/kaiako and leaders of learning must have continual access to high quality curriculum resources, advice and professional development. This support must be comprehensive. It must anticipate and respond to the priority needs of teachers/kaiako.⁴⁸

It is important that support across the system strikes a productive balance between nationally and locally determined priorities; and between school/kura and Kāhui Ako needs, and those of individual teachers/kaiako and syndicate/department workgroups.

The Ministry of Education should be seen by schools/kura as the principal steward or guardian of the *New Zealand Curriculum* and *Te Marautanga o Aotearoa*. However, this is not the case at present as schools/kura do not consider the Ministry of Education as a valued source of curriculum expertise. To address this, we are keen to see the Ministry of Education national office establish a Curriculum Centre staffed by experts. This will be complemented by co-ordinated national and local delivery of centrally-funded professional learning and development, and closely connected to curriculum advice and support, provided locally by the Education Support Learning Network.

In future, we believe that the Curriculum Centre, centrally-funded professional learning and development, and advisory services will all focus on the National Education Learning Priorities so that the system as a whole is engaged in learning how to improve itself. Nationally, this will provide greater coherence to what is presently a fragmented system of support for teachers/kaiako. We envisage local Education Support Learning Network directors having increased flexibility and discretion over the use of funding to support teachers/kaiako and schools/kura, and to replace roles and services in the existing system of support⁴⁹, where appropriate.

48 We note that the Curriculum Centre should include Te Whāriki, the early learning curriculum, to ensure coherence for learners/ākonga.

49 An integrated system of support for learners/ākonga and schools/kura. <https://nzcurriculum.tki.org.nz/System-of-support-incl.-PLD>

Recommendation 3:

Supporting teachers/kaiako

ACTIONS TO ACHIEVE

Recommendation



A future-focused system of support for teachers/kaiako will include a well-resourced, searchable database of quality curriculum resources and learning objects. We envisage that this would replace the current Ministry of Education Te Kete Ipurangi (TKI) portal and Network for Learning (N4L) Pond resource repository, and would be a core responsibility of the Curriculum Centre.

At the national level, teachers/kaiako can expect high quality nationally-led curriculum, assessment, learning and pedagogy guidance and practical support developed collaboratively through the Ministry of Education and the Education Support Agency. They will receive professional support and access high quality resources based on agreed local and national strategies and needs. Services at the local Education Support Learning Network level are likely to be brokered by advisors and specialist professionals, employed at the local level, using a flexible mixture of seconded local teachers/kaiako, tertiary teacher/kaiako educators and researchers, and accredited private providers.

We believe that to achieve meaningful and sustainable system-wide change in key areas of teaching and learning, it is important to focus on and adequately resource a limited number of priorities for longer periods of time than is typically the case under current schooling policy settings. For this reason, it makes sense that these apply across the schooling system and include the National Education Learning Priorities.

Our understanding is that the National Education Learning Priorities are intended to apply only to schools/kura as 'self-managing' Crown entities. In our view this would be a serious system error because it could create the impression in school/kura communities that regional and central agencies are not equally responsible or accountable for their success. We recommend that the Education Act 1989 is revised to ensure that government agencies are also responsible for the success of the National Education Learning Priorities.

Communities of Learning/Kāhui Ako

3j

Funding for Kāhui Ako is reallocated to the local Education Support Learning Networks.

ACTIONS TO ACHIEVE

Recommendation



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.

We believe the voluntary collaborative network approach has significant potential to improve excellence and equity in the schooling system. However, we are aware that the Kāhui Ako model as originally designed is sometimes experienced as inflexible, which can frustrate collaboration and innovation.

Moving the key decision making regarding Kāhui Ako to the Education Support Learning Network level will ensure better use of local knowledge and more effective allocation of resources. It should help promote meaningful engagement with mana whenua, iwi-hapū and rūnanga. It should encourage links with local NGOs, business and industry.

Education Support Learning Network monitoring will help align and integrate thinking about the benefits of Kāhui Ako for teachers/kaiako and schools/kura. Successful models will be supported, and good practice shared, while less successful ones would be more actively assisted or, if necessary, closed.

The pathways model of Kāhui Ako represents an important form of clustering for the benefit of all learners/ākonga in an area. However, other forms of voluntary clustering could be equally useful, such as a group of secondary schools/kura working together on improving curriculum design, or a group of primary schools/kura working together developing wellbeing indicators.

Decisions around the nature of cross-school/kura and in-school/kura experts, and Kāhui Ako leaders should be more flexible than is currently the case.

Teacher/kaiako appraisal

3l

The Teaching Council of Aotearoa New Zealand develops more flexible guidelines for teacher/kaiako appraisal, including team and peer appraisal.

Given recent decisions regarding the legislative requirements for teacher/kaiako appraisal we want appraisal to be seen as an element of growing a professional culture of ongoing review focused on learning and improvement for teachers/kaiako. Such an approach could open up a range of possibilities including peer and team appraisal.

Strengthening schooling provision

We need strong local provision and connected pathways through education. This needs to include Kaupapa Māori pathways, digital learning where it is beneficial for learners/ākonga, state-integrated schools/kura and others of special character, and special schools/kura that operate both locally and nationally.

Currently the provision of schools/kura does not sufficiently match learner/ākonga numbers or desired pathways. Changing demographics play a part; as does uneven growth or decline in schools/kura in the same locality.

With the current system, it is hard to 'right size' our schooling provision, which is making it increasingly difficult for government to fund good provision and cater for diversity, as the schooling stock ages and learner/ākonga numbers grow.

Kaupapa Māori

Kaupapa Māori pathways, from kōhanga reo onwards, are not available in every location where they are wanted, and these pathways have not had the same level of support as English medium. While the system will not allow the building of a new English medium primary school/kura without ensuring the existence of a pathway into post primary and secondary schooling, in many instances the system has allowed the creation of a kōhanga reo or kura without the existence or provision of such a pathway.

Te reo Māori

Access to te reo Māori for all learners/ākonga is also not easily available. Without this, te reo Māori cannot function as one of this country's official languages, or part of our everyday life.

Pacific languages

While Pacific learners/ākonga can learn through their own language in some early learning services, there are very limited schooling pathways for Pacific learners/ākonga to continue learning through their own language.

Schooling transitions and opportunities

Learning is too often disrupted when learners/ākonga move from early learning/kōhanga reo, to schools/kura in sequence, then to post-school/kura education. Technology now makes it possible to share useful information about learners'/ākonga learning, wellbeing, and interests as they move through the education system, but this potential is currently largely unrealised.

An increasingly complex issue is the number and range of different learner/ākonga pathways and transition supports from secondary school/kura to tertiary education and employment pathways (for example, Youth Guarantee, Vocational Pathways and Gateway). This is particularly complex in relation to funding and staffing.

Many secondary and area schools/kura and some primary schools/kura, particularly those that are small and rural, rely on the Virtual Learning Network (VLN) or Te Ahu o Te Kura Pounamu (Te Kura), to cater for learners'/ākonga interests. However, there is ongoing difficulty in realising the wider potential of using flexible digital learning and resources with more schools/kura and learners/ākonga.

In our most disadvantaged communities, learners/ākonga need additional support and services. There is a need for some schools/kura in these areas particularly to have health and other services on site for learners/ākonga and their families, to enable learner/ākonga success.

4

Strengthening schooling provision

Recommendation 4

That the schooling provision strategy needs to:

- » 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;
- » develop guidelines for, and 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.

What we want to achieve

We want to enable more coherent, connected, efficient and equitable provision of schooling for all learners/ākonga, which includes a secure parallel Kaupapa Māori pathway.

ACTIONS TO ACHIEVE

Recommendation



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.

We believe that it is impossible to meet the Crown's obligations under Te Tiriti o Waitangi without facilitation of a parallel Kaupapa Māori pathway.

Rangatiratanga will be maintained by each Kaupapa Māori organisation through their own existing rūnanga/executive body continuing to set their own priorities and directions.

A representative, shared and overarching governance body could be chosen by each rūnanga to work with the Crown to determine resourcing arrangements and processes to enable effective development from a national network of Kaupapa Māori to local networks of Kaupapa Māori. This might mean a staged process over time.

The national Kaupapa Māori governance body will have the same authority/manā ōrite as, and operate parallel to, the Education Support Agency, through its two governance bodies with their respective kura.

This structure will ensure rangatiratanga for the Kaupapa Māori organisations so that they can grow coherently and flourish.

Once seamless pathways from early learning/kōhanga reo across the compulsory sector to tertiary have been more firmly established, kōhanga reo and whare wānanga may also wish to join the Kaupapa Māori executive body through their own respective governance bodies.

Under Te Tiriti o Waitangi the Ministry of Education would continue to provide curriculum, learning, assessment and policy advice and resources for English medium and all other Māori medium settings. In the short term, these resources will also continue to be available to the Kaupapa Māori organisations. In the long term the Kaupapa Māori governance body may wish to take responsibility for some, or all, of this work for its member organisations.

State schools/kura working at Level 1 immersion may be provided with a set period of transition as an opportunity to seek a change in status and adoption by any one of the Kaupapa Māori organisations represented in the Kaupapa Māori governance body.

This provision reduces fundamental inequities faced by Kaupapa Māori schooling. It will enable a more coherent approach that enables them to realise their full potential, which is important for the country as a whole in terms of social, economic and cultural advancement.

Recommendation 4:

Strengthening schooling provision

ACTIONS TO ACHIEVE Recommendation



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.

This strategy includes state and state-integrated schooling and should be designed, reviewed, and refreshed with the participation of relevant government agencies and the Kaupapa Māori shared governance body recommended in action (4a).

The development, review and refresh of the strategy should be done in consultation with the schooling sector, including, early learning/kōhanga reo services, tertiary providers, regional development organisations and local government. This should include other government agencies responsible for health, welfare and the interests of children, to ensure it is well grounded and coherent.

The strategy will:

- » respect Aotearoa New Zealand's international legal obligations in relation to the rights of the child, and its particular responsibilities in relation to the survival of the languages of Tokelau, its dependent territory, and the Cook Islands and Niue (associated states);
- » make the best use of existing schools/kura, while supporting innovations and changes that will benefit learners/ākonga, and the network as a whole. It will provide national guidelines to be used at the local level. (In the More Equitable Access to Schooling section on page 58 we describe how it will work at the local level);
- » pay particular attention to ensuring Kaupapa Māori pathways, and Pacific language pathways;
- » take a planful approach to flexible digital learning provision so that it is better integrated into schooling provision, where it will improve learning; and
- » support more integration of schooling with health and social services that extend or enable learning.

4c

The Ministry of Education enables more effective transitions by providing a secure and trustworthy information sharing platform from early learning/kōhanga reo through schooling to tertiary.

It is important for teachers/kaiako to start their relationship with new students/ākonga well. Trustworthy interoperable systems that provide meaningful information to accompany learners/ākonga on their learning journey will help considerably. It will also reduce teacher/kaiako workloads.

This information will include portfolios and other rich information about learner/ākonga development and interests.

ACTIONS TO ACHIEVE

Recommendation



4d

National guidelines are developed for schools/kura to become full-service sites that offer extensive wraparound services in socio-economically disadvantaged communities.

Some schools/kura already organise these services. We can use their experiences in across-agency work to ensure that the schooling system can provide full-service sites where there is local interest.

These national guidelines will be developed by the Ministry of Education and implemented by the Education Support Learning Network at the local level.

4e

A review of the roles of Te Aho o Te Kura Pounamu and the Virtual Learning Network, 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.

There is a need to unlock expertise where it sits in specialist schools/kura, including Te Kura, and to support more flexible approaches to learning in the digital era.

This will enable incorporation of specialist areas of learning expertise, resource development and flexible digital learning into national planning and schooling provision.

The review needs to be carried out systematically, rather than by reviewing or treating each school/kura or specialist support separately.

It will also need to address funding mechanisms and formulae, to ensure individual learning can be provided across separate institutions without creating constraints and disincentives.

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.

Some institutions or staff within them have found ways to provide all their learners/ākonga with pathways that enthuse them and give them learning opportunities that will lead to viable further study and employment. Such experience needs to be included in the investigation.

Progress in providing successful joint secondary school-tertiary learning is likely to mean reviewing funding mechanisms to encourage joint enrolments.

More equitable access to schooling

Currently learners/ākonga and their families are not always able to exercise their legal right to a free state education and have few options to raise concerns or issues for resolution at a local level.

Uneven provision

Schooling provision has not been sufficiently planned to:

- » take account of demographic changes;
- » meet Te Tiriti o Waitangi obligations;
- » support innovative approaches to schooling; and
- » ensure that all schools/kura are viable.

Access to te reo Māori for all learners/ākonga is patchy. Given Te Tiriti o Waitangi, we need to ensure that all learners/ākonga have the knowledge and confidence to use te reo as part of everyday life.

Equitable access is often most acute for learners/ākonga with additional learning needs who can be deterred from enrolling in a school/kura if the principal/tumuaki feels the school/kura cannot meet their needs. Such situations do not support the principle of inclusion.

Competition

Under the *Tomorrow's Schools* model, competition between schools/kura for learners/ākonga was intended to improve access to good quality schools/kura through parents exercising choice. There is no evidence that such competition or exercise of choice has improved overall school/kura performance or learner/ākonga outcomes. What it has done is made it harder to share good practice across schools/kura and has led to spending on things other than teaching and learning, such as marketing.

Competition has also made it harder for a significant minority of schools/kura to meet their learners'/ākonga needs because it has exacerbated ethnic and socio-economic segregation and in so doing has weakened the social capital of these communities.

Enrolment schemes

Enrolment schemes are implemented when there is a threat of overcrowding at a school/kura. Currently, 36% of schools/kura have enrolment schemes. Yet in 2019, an estimated 18% of these schools'/kura learners/ākonga came from outside their zones.⁵⁰ In some schools/kura the proportion is much higher. These figures indicate that schools'/kura zone boundaries may not be well set and need to be adjusted to account for demographic changes in their communities, or that the schools/kura have continued to grow beyond the capacity agreed with the Ministry of Education. Often there are knock-on effects, including other nearby schools'/kura rolls being lower than planned, resulting in decreased funding compromising their ability to provide a high quality education to their learners/ākonga. We need better 'right-sizing' of school/kura size to ensure that we most effectively utilise education funding, and that all schools/kura are viable and can provide what their learners/ākonga need.

State-integrated and special character schools/kura have maximum rolls, and a maximum non-preference learner/ākonga roll, for learners/ākonga who do not adhere to the school's/kura special character. Because state-integrated and special character schools/kura have wider catchments than state schools/kura, few need enrolment zones. There is currently a lack of clarity about the criteria that some of these schools/kura use to allocate places when they have more applications than places. It appears that some use criteria such as test or sports performance that cannot be legally used to allocate places in other state-funded schools/kura.

Suspension/expulsions

Individual school/kura decisions relating to suspensions or exclusion/expulsions can result in learners/ākonga losing much-needed learning time and motivation, and dropping out, with long-term costs for the learner/ākonga and society.

Alternative Education

Provision such as Alternative Education, whilst sometimes deemed necessary because of resource constraints, does not encourage schools/kura to be inclusive and provide for all their learners/ākonga. Further details can be found in the Disability and Learning Support section (see page 62).

⁵⁰ Estimates were calculated using March and July Roll Return data pertaining to state and state-integrated schools/kura. Some schools/kura do not provide data.

5

More equitable access to schooling

Recommendation 5

That more equitable access to schooling for all learners/ākonga needs to be assured through:

- » 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.

What we want to achieve

More equitable access to good quality schooling for every learner/ākonga throughout Aotearoa New Zealand.

ACTIONS TO ACHIEVE

Recommendation



5a

Independent community-based panels established locally by the Education Support Learning Network to resolve any learner/ākonga or parent or whānau issues that have not been able to be resolved at the school/kura level.

We expect that panels would be established to provide learners/ākonga, parents and whānau with solutions-focused advice and advocacy, and work with them and the school/kura and the Education Support Learning Network to resolve the issues as soon as possible. Panels would have an advisory/support role only.

Any unresolved issues or complaints would need to be pursued through the existing legal frameworks.

Panels would follow national guidelines, and share learnings from their work across localities to continually improve system-wide understanding of the issues raised by learners/ākonga and parents and whānau.

Reviewing the nature of issues raised by learners/ākonga or parents or whānau on a regular basis will also feed into the improvement of the Education Support Learning Network's engagement with schools/kura and others for learners/ākonga benefit.

5b

The Ministry of Education's Education Workforce Strategy and professional learning and development funding prioritise 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.

The Tau Mai Te Reo — The Māori Language in Education Strategy 2013-2017 needs to be built on and expanded to normalise the use of te reo Māori in different schooling settings, by providing more coherent differentiated support and workforce incentives, and ongoing monitoring and review for improvement.

Recommendation 4:

More equitable access to schooling

ACTIONS TO ACHIEVE

Recommendation



5c

Each Education Support Learning Network will have responsibility for planning local schooling provision in the context of the national strategy, in particular to ensure high quality and reasonably convenient access to:

» **Māori medium pathways.**

and also to:

» **Pacific medium pathways where there is both population and demand; and**

» **pathways for those with additional learning and behaviour needs.**

The Education Support Learning Network would also work with information about school/kura configurations and curriculum options alongside information about demographic and school/kura roll trends and learner/ākonga interests, and early learning/kōhanga reo and tertiary services roll trends, to regularly review the schooling options provided in its network. This would include the use of flexible (digital) learning, local and national special schools/kura, alternative education, and teen parent units, and the sharing of their expertise.

The Education Support Learning Network would involve local stakeholders in its planning and review, including iwi, schools/kura, local government, health and welfare organisations, early learning/kōhanga reo services, and tertiary providers.

We see this regular review as embodying the new positioning of individual schools/kura as partners in their local network of schooling, aiming to continually improve the quality and relevance for all learners/ākonga in the area.

5d

The Education Support Learning Network 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.

The Education Support Learning Network would review all existing enrolment schemes in relation to the capacity of schools/kura in the area.

It would discuss its analysis and review with schools/kura and its other local stakeholders, and seek parental and whānau input, with the aim of arriving at a shared view and agreement on the area's enrolment schemes.

The Education Support Learning Network has the final decision on, and responsibility for, the area's enrolment schemes.

ACTIONS TO ACHIEVE

Recommendation



5e

To assure the viability and quality of all schools/kura in a network, the Education Support Learning Network monitors and actively manages out-of-zone enrolments.

The Education Support Learning Network may set caps on the number of out-of-zone learners/ākonga that a school/kura can take, depending on the long term impacts on other schools/kura in the area. Where no significant impact on other schools/kura can be discerned, there would be no need for an out-of-zone cap.

In cases where there is a significant and negative impact on other schools/kura, we expect that it would take time and require significant community consultation before any out-of-zone cap is set in place.

The current policy relating to out-of-zone enrolments is not to fund building and property costs. In our view this should be extended to other funding if the zone cap is consistently exceeded. In this instance, out-of-zone learners/ākonga should be included in staffing and operational funding formulae at a lower rate than in-zone learners/ākonga.

5f

The Education Support Learning Network makes decisions on school/kura closures, where an individual school/kura has continual difficulty providing quality learning.

The Education Support Learning Network also has responsibility to support all schools/kura to provide quality learning, and to be able to attract and retain good leaders and staff.

However, demographic changes may make some schools/kura unviable in terms of not being able to deliver quality learning. Where the Education Support Learning Network has other suitable options available to learners/ākonga, it may need to make decisions to close such schools/kura.

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.

All state-funded schools/kura would use the Education Act 1989 criteria for filling out-of-zone places (state schools/kura) and preference and non-preference places (state-integrated schools/kura).

This change will ensure that there is more equitable access for all state-funded schools/kura.

The Education Support Learning Network will work with schools/kura, would monitor these processes, and if needed, would ensure adherence.

Disability and learning support

Around 15 to 16% of learners/ākonga need some form of support for their learning.

This includes learners/ākonga in early learning/kōhanga reo. Some support is for a fixed period, while other support is required to be ongoing. This might be because of disability, learning difficulties, disadvantage, physical or mental health or behaviour issues. This includes learners/ākonga with physical, hearing, sight and health disabilities, on the autism spectrum, and those who have conditions such as ADHD, dyslexia, dyscalculia, dyspraxia, Tourette's and with difficulties related to communication, mental health, social behaviour, and self-management.

Supporting learners/ākonga with additional learning needs and making sure they are included in educational settings continues to be one of the most important, and longstanding, issues facing our system. Our consultation with many stakeholders confirmed the increase in those with highly complex needs and/or challenging behaviour, many of whom, without timely, appropriate, and early intervention, do not fare well in either the education system or life.

Many schools/kura, seeking to support the needs of all their learners/ākonga, find it difficult and time-consuming to navigate and access resources from the Ministry of Education⁵² through its Learning Support Specialist Services. Where support is available, it can be of limited use to schools/kura and is often disconnected or insufficient to meet the needs of learners/ākonga. These are systemic issues that need to be addressed if we are to build an education system that gives every single child, especially our most vulnerable, the best quality education possible.

We believe a system-wide approach which prioritises the rights of the child will ensure that the aspirations of learners/ākonga with additional learning needs, and their whānau, are better supported.

Urgent priority needs to be given to decreasing wait times, increasing teacher/kaiako confidence and capability, growing the pool of qualified specialist staff and paraprofessionals, and providing additional funding to ensure every child is supported to participate and flourish in their chosen school/kura, whether that is a mainstream school/kura or a more specialised environment.

⁵² Ministry of Education services cover only about a third of the support available and funded by government. Board of trustees also receive significant funding for learning support via Special Education Grants with no visibility within the wider system of how these are used by boards.

At the same time, alternative education settings continue to be our major reactive response with disproportionate numbers of Māori learners/ākonga, being fast tracked into these settings at increasingly younger ages.⁵³

In our December 2018 report, we welcomed the Government's recent announcement of funding for an additional 600 learning support co-ordinators in schools/kura from 2020. We also understand that a new model for providing learning support has been trialed in some regions and is now being spread into other regions. In this learning support model, schools/kura, learners/ākonga, families/whānau, iwi, specialists, and providers (for example, Resource Teachers Learning and Behaviour, and/or disability services) work together to identify what children and young people in their locality need, and make decisions about the best use of local resources. By working together it is expected that parents will have greater voice, and resources will be used to strengthen how schools/kura are able to provide support to learners/ākonga.

However, for the time being, specialist support remains fragmented and it is not always available when it is likely to be most effective. Our recommendations build on the Ministry of Education's new Learning Support Delivery Model, and the Learning Support Action Plan.

53 <https://www.ero.govt.nz/publications/secondary-schools-and-alternative-education-april-2011/overview-2/>

6

Disability and learning support

Recommendation 6

That implementation of the national strategy and policy in Disability and Learning Support must ensure effective collaboration and coordination with the Education Support Learning Network to improve and spread local knowledge, expertise and accessibility.

What we want to achieve

Better quality local service delivery for learners/ākonga with additional needs.

ACTIONS TO ACHIEVE

Recommendation

6

6a

The Ministry of Education works across the system to lead national strategy and policy in Disability and Learning Support.

To do this the Ministry of Education must:

- » lead communities of practice, ensure useful research is done, and make relevant resources and learnings nationally available;
- » work with the Teaching Council so that those training to be teachers/kaiako gain strong foundational understandings of what good inclusion in schools/kura looks like;
- » work to increase the supply and cultural diversity of learning support specialists throughout the system;
- » provide guidelines through the Curriculum Centre for identifying additional learning needs so there is greater national agreement and consistency; and
- » hold half-yearly national forums, bringing together specialists from the Education Support Learning Networks, so that practice knowledge, learner/ākonga and parent experiences, and policy can come together to review progress and identify priorities for improving the learning and outcomes for learners/ākonga with additional learning needs.

6b

The Education Support Learning Networks are provided with the resources and key expertise to implement the national strategy and policy related to Disability and Learning Support, thus providing better accessibility to schools/kura, learners/ākonga and whānau.

To do this the Education Support Learning Network would:

- » continue to develop and share specialist expertise, through networks focused on additional learning needs, which would meet regularly and also be supported by the Ministry of Education; and
- » work with a Disability and Additional Learning Needs Forum, bringing together local principals/tumuaki, teachers/kaiako, specialists, parents and learners/ākonga, teacher aides, and disability groups to review the quality and kind of provision available and to tackle issues identified;
- » identify expertise within schools/kura to share effective practices and support well-founded innovation;
- » ensure appropriate local provision of special schools/kura and the use of their expertise for children and young people with very high needs.

Improved resourcing

Overall, there is a gap between what Aotearoa New Zealand expects of its public education system in terms of equity and excellence, and its resourcing. School/kura resourcing has not kept pace with rising costs. Nor has the funding for the government agencies which are charged with supporting schools/kura.

If we are to successfully respond to the educational debt discussed in our Case for Change section (see page 15) we need to pay particular attention to providing better resourcing for disadvantaged learners/ākonga, and for schools/kura working in more complex contexts.

To improve learner/ākonga wellbeing and success in the important primary schooling years, we need to improve their leadership staffing and access to guidance counselling.

Countering disadvantage

Schools/kura with higher numbers of learners/ākonga from disadvantaged backgrounds require higher levels of resourcing if their learners/ākonga are to enjoy success. Only 3% of the total school/kura resourcing (operational funding and staffing) is allocated for the decile funding that has been the primary policy response to address social disadvantage. This is much less than the 6% or more spent in other comparable OECD countries.⁵⁴

The current decile categorisation is a blunt instrument to use as a funding mechanism to counter social disadvantage. The graph in Figure 1 on page 67 shows the relationship between a school's/kura decile funding step and its proportion of disadvantaged learners/ākonga using the Equity Index developed in 2017.

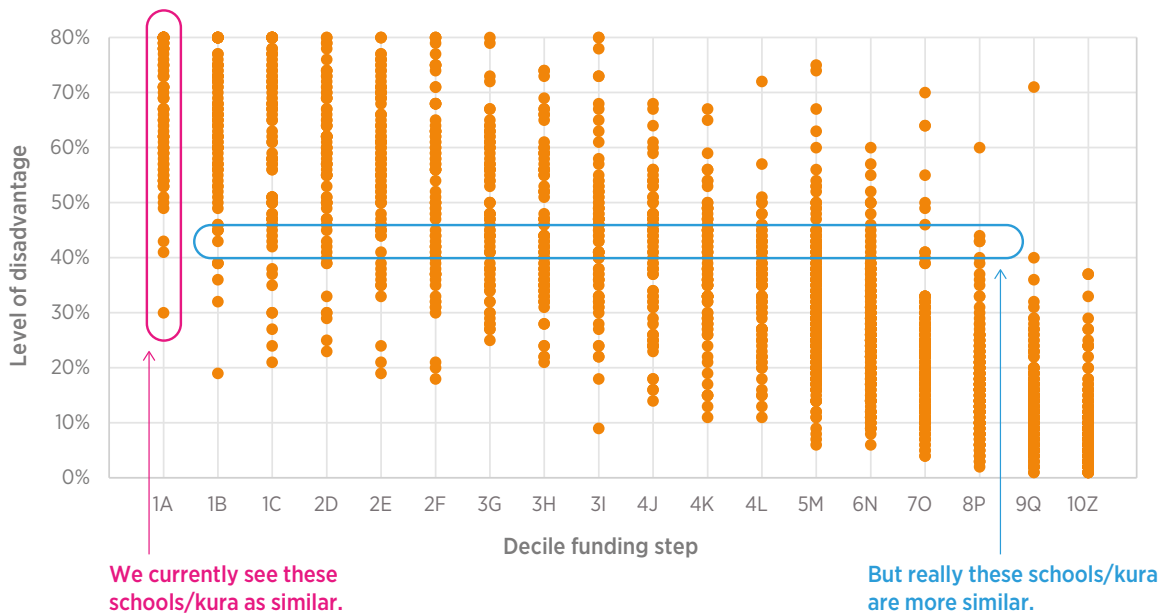
Figure 1 shows how the Equity Index scores are distributed within each existing school/kura decile.⁵⁵ This shows that there is considerable variation in learner/ākonga disadvantage within each decile, and a great deal of overlap in the distribution of Equity Index scores across deciles. From this we can see that the current decile funding model misallocates some equity funding, with some schools/kura receiving a considerably greater share of the available funding than they should do based on the level of disadvantage of the learners/ākonga that are actually enrolled in those schools/kura. Other schools/kura receive a smaller share than they should. Clearly, the new Equity Index would achieve much better targeting of equity funding than the current decile system.

Using decile, the decile 1A schools/kura are categorised as having the largest proportion of disadvantaged learners/ākonga. However, using the Equity Index the distribution of disadvantage is shown to be materially different from that suggested by decile.

54 Ministry of Education, International Approaches to Funding for Disadvantage (2017) (internal paper).

55 The analysis is based on 25% of learners/ākonga across the system being defined as disadvantaged.

Figure 1: Level of disadvantage by decile funding step (2017)



Note: 2017 refers to the 2017 calendar year. This graph shows the relationship between a school's/kura decile funding step and its proportion of disadvantaged learners/ākonga using the index for 2017.

Distributions of Equity Index scores within each existing school/kura decile

Using deciles has also led to the mistaken belief that a school's/kura decile category is a rating of its quality.

The new Equity Index, currently being further refined, will provide a more precise way to identify disadvantage faced by a school/kura and their community. It uses relevant measures already available, without identifying individual learners/ākonga. We also understand that it will have safeguards that prevent the sorting of schools/kura into categories that can be mistaken as indicating quality.

Countering the effects of complex school/kura contexts

Schools/kura in particularly complex contexts often find it difficult to attract and retain principals/tumuaki and teachers/kaiako. Such contexts can include highly disadvantaged, remote, and troubled or divided communities.

Some financial incentives exist, such as those for principals/tumuaki in decile 1-4 schools/kura and for teachers/kaiako in decile 1-2 schools/kura, and for schools/kura deemed to have serious staffing difficulties or which are remote.

The Principal Recruitment Allowance has brought some particularly effective leaders into some schools/kura with severe long term and ongoing challenges. However, we believe ongoing difficulties experienced often by schools/kura in complex contexts show that the current approach to financial incentives of this type needs rethinking.

Adequate resourcing of small schools/kura

Resourcing schools/kura on the basis of their learner/ākonga numbers has led to some tensions for small schools/kura, particularly in terms of sufficient staffing where principals/tumuaki are also teaching, or where schools/kura have lost learners/ākonga yet still have a number of relatively fixed property/administration costs. We understand that the Ministry of Education is currently working to address these issues.

Improving primary school/kura staffing

To achieve equity and excellence, we need all our schools/kura to have effective leadership. Primary schools/kura have not been adequately staffed to provide strong leadership teams. Table 1 on page 69 shows the marked gap between primary and secondary staffing leadership entitlements in similar sized schools/kura.

We also believe, given the reported increased rates of anxiety and other mental health issues in young children, that primary schools/kura should be provided with the same entitlement to guidance counsellors as secondary schools/kura.

Table 1: Gap between primary and secondary staffing leadership entitlements in similar sized schools/kura.

	2018 Staffing roll	Curriculum staffing entitlement FTTE*	Management staffing entitlement FTTE	Base guidance staffing entitlement FTTE	Management Salary units allocated to teachers \$4000/year	Middle Management allowances allocated to teachers \$1000/year	Senior Management allowances allocated to teachers \$1000/year
Secondary	303	18.8	2.6	2.3	35	21	3
Primary	308	13.2	1.9	N/A	16	N/A	N/A
Secondary	628	35	4.2	2.3	57	35	3
Primary	620	26.6	2.5	N/A	34	N/A	N/A
Secondary	869	46.7	5.2	2.3	72	45	3
Primary	865	37.2	2.9	N/A	48	N/A	N/A

* Full-time teacher equivalent

Note: The staffing entitlement and management unit allowances are for a sample of similarly-sized primary and secondary schools/kura. This comparison does not take into account the number of learners/ākonga in each year level in the sample schools/kura (which affects the curriculum staffing entitlement).

7

Improved resourcing

Recommendation 7

That:

- » equity funding for the schooling sector is more equitably calculated and precisely distributed, and substantially increased;
- » additional staffing is provided for primary school/kura leadership and guidance counselling; and
- » incentives are broadened for effective teachers/kaiako and leaders to work in complex contexts.

What we want to achieve

We want to improve equity and excellence by increasing the resourcing for schools/kura serving disadvantaged learners/ākonga, securing the ability of schools/kura in more complex contexts to attract and retain staff, enhancing leadership teams in primary schools/kura, and providing primary learners/ākonga with guidance counselling.

ACTIONS TO ACHIEVE

Recommendation



7a

The new Equity Index is implemented as soon as possible, and equity funding is increased to a minimum of 10% of total school/kura resourcing (operational and staffing) in relation to the level and concentration of disadvantage of the learners/ākonga enrolled in a school/kura.

Use of the new Equity Index allows more accurate identification of learner/ākonga disadvantage while keeping individual details anonymous. This means that every school/kura will receive funding for all their learners/ākonga that have high levels of disadvantage.

Its use should not allow individual schools/kura to be categorised in terms of the level of disadvantage — or advantage — of their learners/ākonga, as is the case with the current decile system.

Using the new Equity Index will mean the schools/kura that serve our most disadvantaged learners/ākonga can provide greater opportunities for them to learn well and succeed.

In our December 2018 report, we recommended that equity funding increase to a minimum of 6%. However, we now believe this needs to be a minimum of 10% because the disparities in our learner/ākonga population are high — much higher than other comparable countries — and it is unlikely that we will see a real lift in the performance of disadvantaged learners/ākonga unless we provide substantially more support to ensure that all the schools/kura that serve them are of high quality and have access to the resources that they need.

We see that the Education Support Learning Network would work with the schools/kura serving the most disadvantaged to ensure that examples of effective use of the equity funding can be shared both locally and nationally.

Recommendation 7:

Improved resourcing

ACTIONS TO ACHIEVE

Recommendation



7b

Improved staffing entitlements are provided for primary school/kura management, as well as guidance counselling staffing entitlements.

Improving the management staffing entitlements of primary schools/kura will create stronger leadership teams that will have the capacity to work more closely with teachers/kaiako, and share the current considerable load of principals/tumuaki. This will enable primary schools/kura to have much stronger professional cultures which support ongoing and sustainable improvement in the quality of teaching and learning. It will also allow primary schools/kura more capacity to work productively with iwi and others in their community to develop and provide rich and future-facing curriculum.

The earlier learner/ākonga mental wellbeing issues can be addressed, the better for their short and long term wellbeing and learning success. Teachers/kaiako and others have identified continually increasing numbers of primary learners/ākonga with issues such as anxiety that need professional expertise beyond that which teachers/kaiako can offer. The provision of some guidance counselling is now essential in primary schools/kura.

**ACTIONS
TO ACHIEVE**

Recommendation



7c

Incentives are broadened to attract and retain effective leaders and teachers/kaiako in schools/kura in more complex contexts.

Financial incentives are one means to meet the ongoing needs of these schools/kura for high calibre staff.

These incentives would be applied to schools/kura that meet national criteria. This could include use of the Equity Index to identify these schools/kura.

Principals/tumuaki and teachers/kaiako who have served in schools/kura in challenging circumstances will have expertise that should be shared through the system, for example, being given priority in secondment to roles at the Education Support Learning Networks and national levels, and for sabbaticals and research projects carried out through the Leadership Centre.

Strengthened national education agencies

An equitable and excellent future-focused education system provides schools/kura and education stakeholders with well-founded framing of their work and respected support for it. It provides high-level analysis of progress in ways that motivate all those who work in our system to keep improving learner/ākonga success.

Our national education agencies struggle to provide what schools/kura and education stakeholders need. There are challenges with insufficient resourcing for their vital roles, insufficient local discretion, insufficient capability, and perceived lack of coherence in the way they work, separately and together.

The main national education agencies with schooling system responsibilities are:

- » the Ministry of Education, charged with overall stewardship of the system;
- » ERO, charged with the quality assurance of schooling;
- » NZQA, responsible for the integrity of the New Zealand Qualifications Framework, which includes the NCEA; and
- » the Teaching Council, charged with teacher/kaiako registration, and leading the profession through setting teaching and leadership standards, and setting standards for and monitoring Initial Teacher Education programmes.

All these national agencies also have responsibilities for other parts of our education system: for example, the Ministry of Education for early learning/kōhanga reo and tertiary education policy; ERO for quality assurance of early learning/kōhanga reo services; and NZQA for the quality assurance of private training establishments, wānanga, industry training organisations, and institutes of technology and polytechnics.

There are some overlaps in the agencies' work, with tensions arising that constrain the effectiveness of their work. These are particularly evident around quality assurance, leadership development, and secondary curriculum and qualifications.

Ministry of Education

The Ministry of Education is responsible for providing strategic and operational advice to government, ensuring that government policy is implemented and direct services are provided to parents and learners/ākonga. This is no easy matter in Aotearoa New Zealand's highly devolved education system.

Many principals/tumuaki have told us they find the Ministry to be overly bureaucratic, risk averse and often unresponsive, with management structures that are top-heavy and opaque. Ministry staff we talked to referred to 'spaghetti' like internal lines of accountability, siloed business units, and an emphasis on compliance and risk avoidance rather than trusting in the skills and expertise of staff.

The Ministry of Education's ten regions are charged with supporting early learning services/kōhanga reo centres, schools/kura, and providing learning support services. They also implement national policies, almost always using tightly controlled and time-limited funding tagged for specific purposes. The lack of discretionary funding available to regional offices severely limits the ability of regional Ministry staff to respond holistically or quickly to local needs on the ground. It also detracts from their ability to build positive and trusting relationships with all the schools/kura in their region as their time and resources are focused on the schools/kura with significant difficulties, while other schools/kura have little ongoing and consistent contact.

Ministry staff in the regions who visit schools/kura are too often seen as people whose job it is to make sure that principals/tumuaki are complying with directives and requirements from the national office. Most principals/tumuaki do not see their advisor often, and many told us they felt that their advisor did not understand the challenges of a principal's/tumuaki job.

Staff in regional offices feel they lack effective levers and tools to make needed changes in schools/kura, and they express significant concerns about their staffing, resourcing and lack of local discretion to make decisions. Their major focus can only be on schools/kura which are clearly already in difficulty. As a consequence, there is little opportunity to work proactively with all schools/kura and build long term trust-based relationships that would improve both the work of schools/kura, and the work of the Ministry.

It is hard for Ministry of Education regional staff to connect schools/kura, leaders, teachers/kaiako, and trustees with helpful knowledge and resources that could save people from having to 'reinvent wheels'. It is difficult for them to work collectively with local schools/kura to tackle local issues that affect a number of schools/kura.

Both regional office staff and schools/kura would also like to see more coherence and connectedness across the Ministry of Education and other government agencies such as Oranga Tamariki, Housing, Justice and Police. Challenging local issues or issues related to individual learners/ākonga are not effectively addressed cooperatively across the agencies, and too often left to individual schools/kura to address on their own.

Property issues are often a concern for principals/tumuaki and boards, who encounter multiple compliance requirements and sometimes long delays in decision-making that can increase costs. However, they always did not appreciate the Ministry of Education's essential stewardship role here, in relation to a \$14 billion portfolio.⁵⁶

The property function within the Ministry is constrained by wider Ministry processes and uncertain resourcing in its ability to effectively manage school/kura property as a Crown asset, to meet the Ministry of Education's overall schooling network strategy.⁵⁷ Given the essentially technical nature of the property function, there is a case for separating or 'demarcating' this function from the Ministry of Education.

⁵⁶ <https://www.oag.govt.nz/2017/school-property/docs/school-property.pdf>

⁵⁷ We note that Budget 2019 set aside, for the first time, multi-year funding for the first tranche of a ten year property programme to support the National Education Growth Plan (NEGP).

Schools/kura have become used to seeing the world through their own eyes, and do not always appreciate that they are part of a local and national system: contributing as well as receiving. All too often a 'me' and 'them' situation is created, making it harder for progress to be made. It also makes it harder to get a good flow of experienced educators into the Ministry of Education, and vice versa, for the benefit of mutual understanding and more effective ways of working.

Over time, the Ministry of Education has lost much credibility with educators because it has lost expertise in relation to the core of schooling, curriculum design and support. Specific knowledge and expertise related to curriculum, for example, is limited.

The Ministry of Education is undertaking or contracting less research, and has discontinued the highly regarded Best Evidence Synthesis series.⁵⁸ It has been slow to respond to sector concerns about teacher/kaiako shortages, and has only recently begun work on a national workforce strategy, to ensure that there is a sufficient supply of education professionals and specialists.

There is criticism from all quarters of the start/stop nature of educational policy and initiatives that results from changes in government. There is widespread support for more policy and funding continuity across governments, to enable progress on our system's challenges around equity and excellence.

We know that the Ministry of Education is aware of many of these issues and has been working on a substantial and far reaching new operating model to address them — aspects of which, we believe, have some congruence with our recommendations and actions set out below.

Education Review Office (ERO)

While some schools/kura find ERO reviews useful, and the new evaluation indicators introduced in 2016 have improved school/kura self-review, ERO reviews are events, only undertaken periodically. The reviews are 'high stakes' as the reports are made public and can affect the school's/kura reputation. This incentivises schools/kura to put their 'best face on', rather than see the review as an opportunity for a 'warts and all' discussion on how to improve.

The event based nature of ERO reviews and their infrequency therefore limits their effectiveness.

ERO can only resource its reviewers to spend a limited amount of time in the school/kura, and not all reviewers have the credibility they need for schools/kura to treat the reviews as improvement-learning opportunities.

ERO was shaped in an era when it was seen as important to separate out review and support. Research since then has underlined instead the importance of ongoing and iterative review with trusted and credible professionals that leads to sustained improvements.⁵⁹

Principals/tumuaki and teachers/kaiako would like to see a much stronger emphasis

58 <https://www.educationcounts.govt.nz/topics/bes>

59 Fullan, M. (2010). *All systems go: The change imperative for whole school reform*. Thousand Oaks, CA: Corwin.

Hargreaves, A., & Fullan, M. (2012). *Professional capital: Transforming teaching in every school*. New York, NY: Teachers College Press.

on an ongoing review and connected support process that leads to richly informed judgments and ‘feed forward’ about school/kura quality. This relationship-based process would be supportive and safe so that schools/kura can dig deep and ask themselves hard questions about their performance.

Such an approach is likely to require a move away from the current event based (generally once in three years) approach to review.

ERO’s national reports have provided some valuable insights, but too often these have not been able to be followed through because of the lack of coherence with the Ministry of Education, and the lack of capacity in the Ministry of Education to embed, for example, strategies to improve particular curriculum areas.

Teaching Council of Aotearoa New Zealand (Teaching Council)

Views of the Teaching Council have continued to improve with its reworking of the teaching standards, and development of a well-regarded Leadership Strategy and associated leadership capabilities. However, it currently has no means to realise the Leadership Strategy. This will be key to filling a crucial leadership gap in our system. We need to ensure that the system has attractive pathways for leadership development and good leadership in every school/kura.

There is the potential for ambiguity or confusion and lack of progress if the Teaching Council and Ministry of Education do not work together closely around the use of the Professional Standards for Teaching, the Leadership Capabilities Framework in professional development funded by the Ministry of Education, and in relation to the Education Workforce Strategy.

New Zealand Qualifications Authority (NZQA)

While the Ministry of Education is responsible for the *New Zealand Curriculum* and *Te Marautanga o Aotearoa* and the NCEA standards, NZQA is responsible for the assessment of the standards, through preparing and marking examinations, the oversight of assessment conditions and moderation of internally assessed standards. Its relationship managers with schools/kura give advice as well as quality assure, have a local presence, and are generally valued.

However, there have long been tensions around the separation of curriculum and assessment. Many teachers/kaiako and curriculum experts have expressed concerns that the quality assurance requirements of NCEA assessment take precedence over the intentions of the *New Zealand Curriculum* and *Te Marautanga o Aotearoa*, causing assessment to ‘drive’ curriculum. There is a need for stronger alignment between the national curriculum and the assessment and quality assurance practices for NCEA.

8

Strengthened national education agencies

Recommendation 8

That:

- » significantly increased decision making and budget discretion to support schools/kura be devolved through the establishment of Education Support Learning Networks as part of a new Education Support Agency;
- » the Ministry of Education significantly increases 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/kura property portfolio is moved to a separate entity either within or outside of the Ministry of Education;
- » a Leadership Centre is located in the Teaching Council of Aotearoa New Zealand; and
- » a repurposed ERO focuses on systems review, evaluation of the performance of education agencies and no longer undertakes individual school/kura reviews.

What we want to achieve

We want the national education agencies to be trusted by schools/kura, to provide coherent, durable, and well-founded policy, and frameworks for curriculum and assessment, to provide relevant and timely support, and to work in partnership with schools/kura and stakeholders at both local and national levels. We want national monitoring and review of progress towards equity and excellence that includes the work of the national education agencies as well as schools/kura, so that there is a sound basis for system-wide continual improvement.

ACTIONS TO ACHIEVE

Recommendation



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.

It is important that all schools/kura and national education agencies are seen to be working towards the same ends. Ensuring that this is included in revisions to the Education Act 1989 would make this commitment more explicit.

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.

The Education Support Agency would replace the current Ministry of Education regional and associated national level functions, (including early learning/kōhanga reo and tertiary functions). The Education Support Agency must operate throughout the country in the form of Education Support Learning Network offices by establishing and maintaining a strong and effective local presence.

Education Support Learning Networks would have:

- » a comprehensive understanding of the local schooling network and their communities;
- » devolved decision-making powers within clear national policy settings, with maximum possible discretionary funding;
- » the capability and capacity based on their needs/situation to provide differentiated support to school/kura boards and principals/tumuaki, and for teachers/kaiako and learners/ākonga with additional learning needs;
- » close relationships with local schools/kura, other government agencies, NGOs, mana whenua and iwi;
- » highly capable personnel with strong education backgrounds and relevant skillsets;
- » permeability of movement between Education Support Learning Network roles, school/kura roles, and national network office of this public entity and the Ministry of Education, to enable better building and use of knowledge through the schooling system;
- » a commitment to use co-design with schools/kura and other stakeholders, such as iwi and local government, in their own planning and review; and
- » the ability to drive well-founded innovation.

Recommendation 8:

Strengthened national education agencies

ACTIONS TO ACHIEVE

Recommendation



Education Support Learning Networks would:

Support boards of trustees

- » advise boards to ensure due process is followed and problems are addressed early;
- » provide or broker school/kura business support (maintenance, finance, human resource, procurement services) for schools/kura as requested;
- » provide data analysis to support school/kura planning and reporting;
- » intervene where more support is needed to ensure a school/kura is running well and making progress;
- » facilitate cross school/kura collaboration; and
- » encourage and if necessary direct board clustering/amalgamations.

Support school/kura leaders

- » provide critical advice for principals/tumuaki in relation to their school/kura leadership and career and work with them to address any issues early;
- » use the guidelines, expertise, and resources of the national Leadership Centre to develop and extend local school/kura leadership;
- » encourage principals/tumuaki to collaborate and share experience through focused networking, secondments, meetings, resource sharing and professional development opportunities; and
- » involve principals/tumuaki in key area planning and review processes.

Support teachers/kaiako

- » support quality curriculum design working with the Ministry of Education and the Education Support Agency;
- » broker valued and timely professional support, advisory and specialist professional services through access to private providers and central government resources and networks;
- » support and develop existing and new Networks of Expertise⁶⁰;
- » organise and support teacher/kaiako networking and secondments within the area, across areas, and at national level;
- » support Kāhui Ako and other school/kura clusters using more flexible guidelines for challenges and organisation;
- » contribute to national curriculum and assessment resource development; and
- » ensure access to relevant digital learning and resources.

60 <http://services.education.govt.nz/pld/networks/>

ACTIONS TO ACHIEVE

Recommendation



Support all the area's learners/ākonga

- » coordinate and lead learner/ākonga specialist professional support;
- » hardwire government agencies' work related to learners/ākonga at local level;
- » oversee planning processes and make decisions about the network of schools/kura in the Education Support Learning Network's area;
- » manage and make decisions on enrolment schemes;
- » provide a single digital point of access to all the area's schools'/kura strategic and annual plans and annual reports to provide information for whānau and learners/ākonga; and
- » provide independent complaints and advocacy panels for parents and learners/ākonga and work to resolve issues.

Support high quality ongoing review and reporting

- » monitor the performance of schools/kura in real time and provide support, particularly regarding self-review and peer-review, as necessary. Schools/kura should expect regular contact from high calibre staff who can deliver what is needed in a timely manner;
- » work with principals/tumuaki to agree the most appropriate common tools for data gathering on progress and achievement, wellbeing and belonging;
- » ensure schools/kura gather and report annually on progress, achievement, wellbeing, and belonging, as part of their annual report and that these reports are publicly available; and
- » publish an annual report with aggregated data for the Education Support Learning Network's area on all of the above with analysis of strengths and areas for improvement.

Education Support Learning Networks would also have responsibility for licensing and supporting early learning/kōhanga reo services.

Recommendation 8:

Strengthened national education agencies

ACTIONS TO ACHIEVE

Recommendation



Why a new entity?

The proposed new entity, with its very strong local basis, is essential to address the enduring shortfall in support for our boards' leaders, teachers/kaiako, and communities in order to build collaboration and trust across the system and lift quality.

The entity will have its own budget, be focussed on supporting schools/kura, anticipating and resolving problems, spreading innovation and working in collaboration with communities. It will be operational in nature and will deliver what schools/kura need responsively and professionally.

Determining the exact number and configuration of Education Support Learning Networks required will need further work and will benefit from a co-design process in order to decide where they are needed, and how they can deliver their services.

We have outlined above our expectations of what they must deliver to be effective.

We have carefully considered whether a new locally based entity such as proposed is necessary, or whether current regional Ministry of Education offices could be repurposed and provided with additional resources.

We have concluded that retaining the current Ministry of Education regional structure will not achieve the outcomes we are seeking because:

- » the allocation and use of funding lacks transparency under the current arrangement;
- » the ability to devolve decision making and resourcing to the local level would be significantly at risk; and
- » it is difficult to change an entrenched hierarchical culture.

Equally we think that the Ministry of Education would be strengthened and made more effective by reducing its current operational functions.

We recognise that we are recommending significant structural change. However, a degree of disruption is needed to achieve transformative system change and create new more responsive, partnering, agile learning and teaching focused support.

ACTIONS TO ACHIEVE

Recommendation



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.

This means a smaller and refocused Ministry of Education whose responsibilities for schooling include:⁶¹

- » Te Tiriti o Waitangi, future-focused strategies, including state schooling national provision planning and workforce planning;
- » a Curriculum Centre. We would expect this Centre to have a substantial and leading role within the Ministry. This Centre would:
 - › employ experts who would provide advice, resources and support in curriculum design, learning, assessment and pedagogy. This would include oversight of a replacement for TKI and Pond (digital and printed materials);
 - › ensure that NCEA assessment and quality assurances practices fully align with and are supportive of the intentions of the New Zealand curriculum;
 - › have responsibility for centrally-funded professional learning and development;
 - › work closely with the advisory services in the Education Support Agency;
 - › undertake the substantial work outlined in the report of the Curriculum, Progress and Achievement Ministerial Working Group, and the work needed to realise the recent changes to NCEA;
 - › enlarge the National Monitoring Study of Student Achievement to provide more comprehensive data, including learner/ākonga wellbeing, to give reliable information about system progress and teaching and learning needs; and
 - › work with an independent high level Curriculum Advisory Group to provide it with cutting edge research, review of progress and critique, and suggestions for development and prioritisation.

⁶¹ This list indicates our priorities and is not an exhaustive list of Ministry of Education functions.

Recommendation 8:

Strengthened national education agencies

ACTIONS TO ACHIEVE

Recommendation



- » providing secure and trustworthy interoperable data sharing systems and evaluative tools for schools/kura to use, which can also provide aggregate data to contribute to system-wide and school/kura knowledge, thus informing both policy and practice; and
- » operating a research unit to provide education research to the sector and contribute to integrated policy development.

We are aware that the Ministry of Education currently has multiple operational functions. Unfortunately, over the years, its core functions related to curriculum, learning, assessment and pedagogy have been eroded and must be reinvigorated, in order to build a strong and coherent workforce that enables teachers/kaiako to improve learner/ākonga success and make their teaching role and workload more manageable and rewarding.

8d

School/kura property services are undertaken by a self-managing entity within or separate from the Ministry of Education.

The school/kura property portfolio is large and complex. It needs specialist expertise and a more strategic asset management approach than it can achieve in its present positioning within the Ministry of Education.

A self-managing schooling property entity would need to work well with the Ministry of Education to deliver the state schooling national provision strategy. It could be placed within the proposed Education Support Agency.

It would have Key Performance Indicators around the quality of its delivery, relationships, and responsiveness in its dealings with schools/kura, Education Support Learning Networks, and the Ministry. It would be expected to follow clear processes that ensure good use of consultation with schools/kura and localities in any planning.

ACTIONS TO ACHIEVE

Recommendation



8e

ERO is repurposed and renamed the Education Evaluation Office to provide national level evaluation and report on education system progress to support ongoing improvement.

The Education Evaluation Office (EEO) would:

- » evaluate the performance of our schooling system as a whole in terms of its high-level goals for learner/ākonga wellbeing and success, the quality and wellbeing of its educators and the effectiveness and trustworthiness of agencies' work. This includes evaluating and publicly reporting on the work of all the national education agencies with a particular focus on:
 - › Te Tiriti o Waitangi and the rights of the child;
 - › the agencies' work in relation to system goals, including learner/ākonga wellbeing and success, the quality of organisational cultures, and responsiveness;
 - › the effectiveness of interdependent relationships with each other, with the Education Support Learning Networks, and with other government agencies; and
 - › any roadblocks, constraints, or issues that are impeding the agencies' work to enable learner/ākonga wellbeing and success.
- » have no responsibility for reviewing individual schools/kura, although it may carry out deep dive evaluation work in schools/kura to understand how well different agencies, and the system as a whole, are working;
- » continue to review early learning/kōhanga reo services to ensure that quality is improved; and
- » publicly report on the performance of the education system (from early learning/kōhanga reo through to tertiary) and use this to anchor discussions with the national education agencies, iwi, and key sector bodies about the implications, so that the work feeds into collective planning for improvement.

We envisage the EEO being an independent agency free from political interference with a requirement to produce a public evaluative report to Parliament on a regular basis.



See diagram showing the Education Evaluation Office on page 91.

Recommendation 8:

Strengthened national education agencies

ACTIONS TO ACHIEVE

Recommendation



8f

A national Leadership Centre is established and located in the Teaching Council of Aotearoa New Zealand.

The Leadership Centre will enable Aotearoa New Zealand to have the clear leadership pathways and support that will ensure every school/kura has good leadership.

The major functions of the Leadership Centre would be to:

- » champion a coherent approach to leadership which is based on the Leadership Strategy at all levels of the school/kura system. The Leadership Centre would do this through its links with leadership advisors employed by the Education Support Agency, principals/tumuaki, leadership networks, and through involvement in Ministry of Education workforce planning and links with the Curriculum Centre;
- » provide national eligibility criteria for application to be a principal/tumuaki;
- » provide national guidelines for appointment to principal/tumuaki roles, professional learning needs, performance review, and for the 'badging' of leadership offerings by professional learning and development providers;
- » ensure leadership development and support are consistent and connected across the country through ongoing work with leadership advisors; and
- » provide a repository for leadership research, sharing periodic updates of relevant research with the profession, and commissioning and undertaking new research and evaluations.

8g

NZQA works with Curriculum Centre oversight, to ensure strong alignment of NCEA assessment and the intentions of the New Zealand curriculum.

Bringing curriculum and secondary qualifications into alignment, and resolving some of the tensions between them that currently exist, will require ongoing and close working relationships between NZQA and the new Curriculum Centre in the Ministry of Education.

Table 2: Main changes to national education agencies

Ministry of Education	<ul style="list-style-type: none"> » Reconfigured and reduced in size with key responsibilities in schooling for: <ul style="list-style-type: none"> › policy › curriculum › professional learning and development › data analysis and research › workforce strategy. » New Curriculum Centre established. » Direct responsibility for school/kura property removed to a self-managing unit within, or separate from the Ministry.
New national Education Support Agency established with multiple Education Support Learning Network offices throughout the country	<ul style="list-style-type: none"> » Local Education Support Learning Network offices support: <ul style="list-style-type: none"> › school/kura principals/tumuaki › teachers/kaiako › learners/ākonga, parents/whānau and communities › high quality review of schools/kura. » Employ leadership advisors. » The national Education Support Agency could take responsibility for school/kura property.
The Education Review Office repurposed and re-named the Education Evaluation Office	<ul style="list-style-type: none"> » Responsible for review and monitoring of the performance of: <ul style="list-style-type: none"> › the education system as a whole › the Ministry of Education › the Education Support Agency and › the New Zealand Qualifications Authority. » Reports directly to Parliament, and is independent. » No longer reviews individual schools/kura. » Continues reviews of early learning/kōhanga reo services.
Teaching Council of Aotearoa New Zealand	<ul style="list-style-type: none"> » New Leadership Centre established which champions a coherent national approach to leadership development: <ul style="list-style-type: none"> › works with leadership advisors across the country › accredits leadership professional development providers › allocates national scholarships and sabbaticals › establishes national criteria for appointment and performance management of principals/tumuaki › provides leadership research.
New Zealand Qualifications Authority	Works with and under the guidance of the Ministry of Education Curriculum Centre in all matters regarding the assessment policies and procedures related to the implementation of NCEA.

Figure 2: The Ministry of Education Curriculum Centre

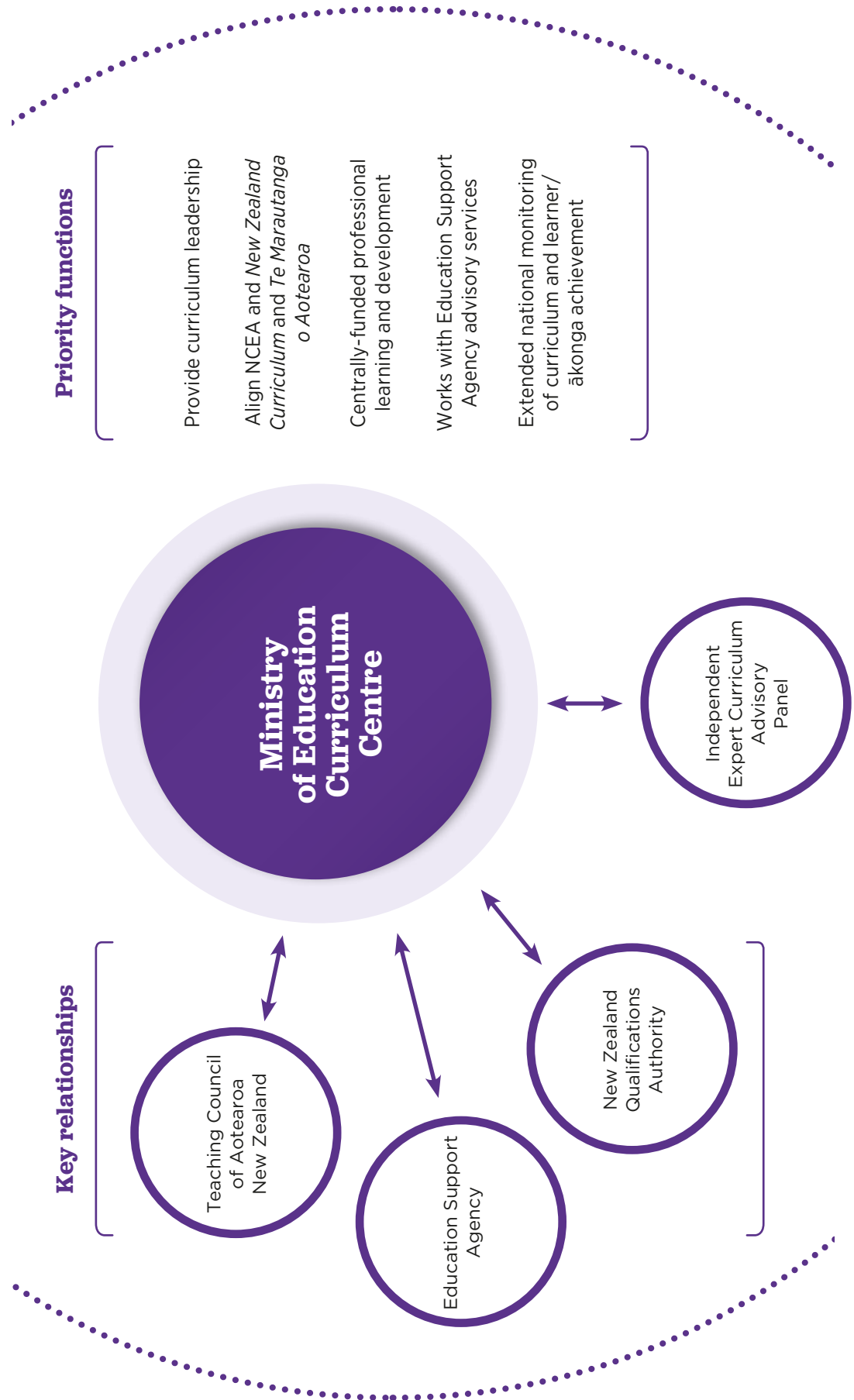


Figure 3: The Leadership Advisor

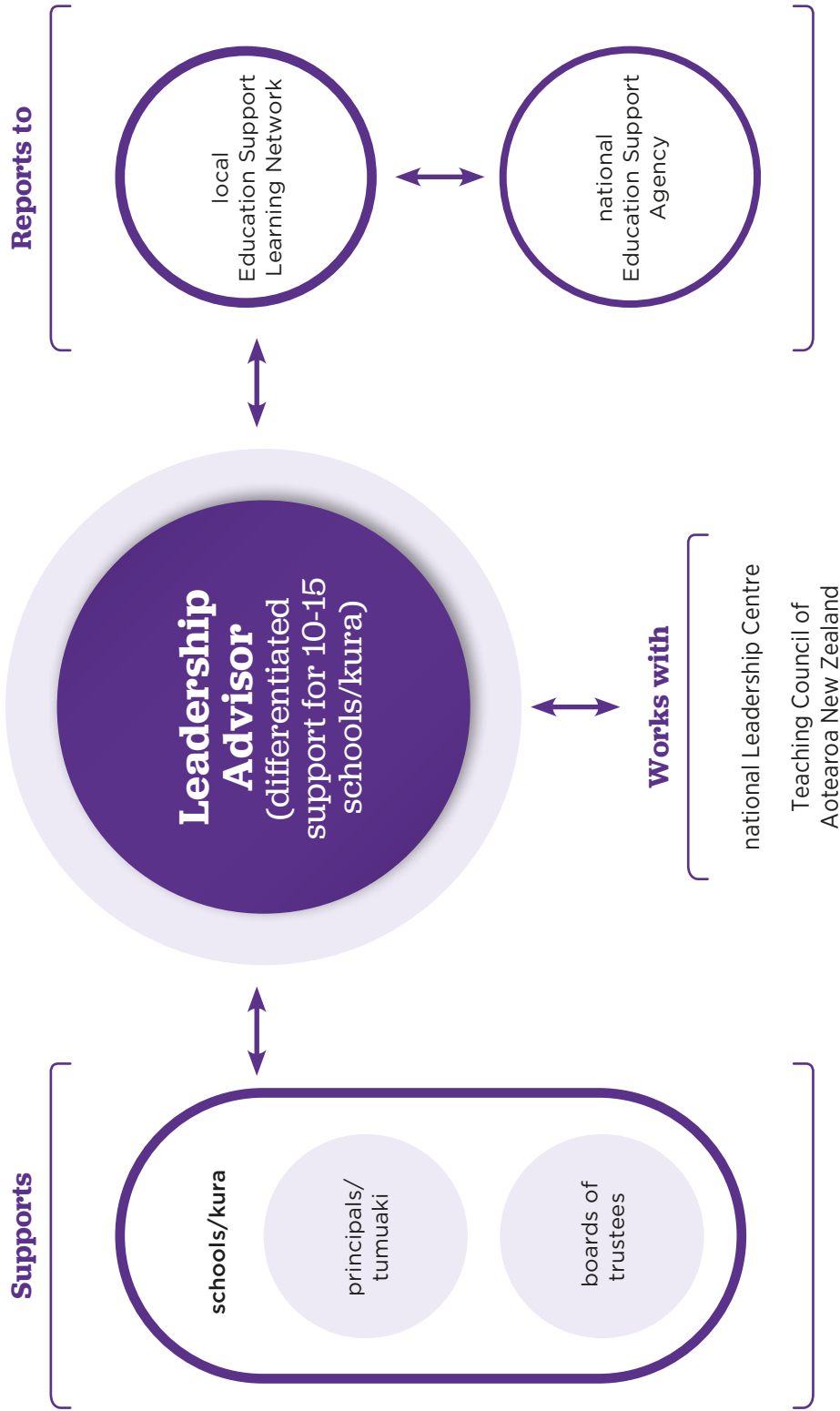


Figure 4: The local Education Support Learning Network

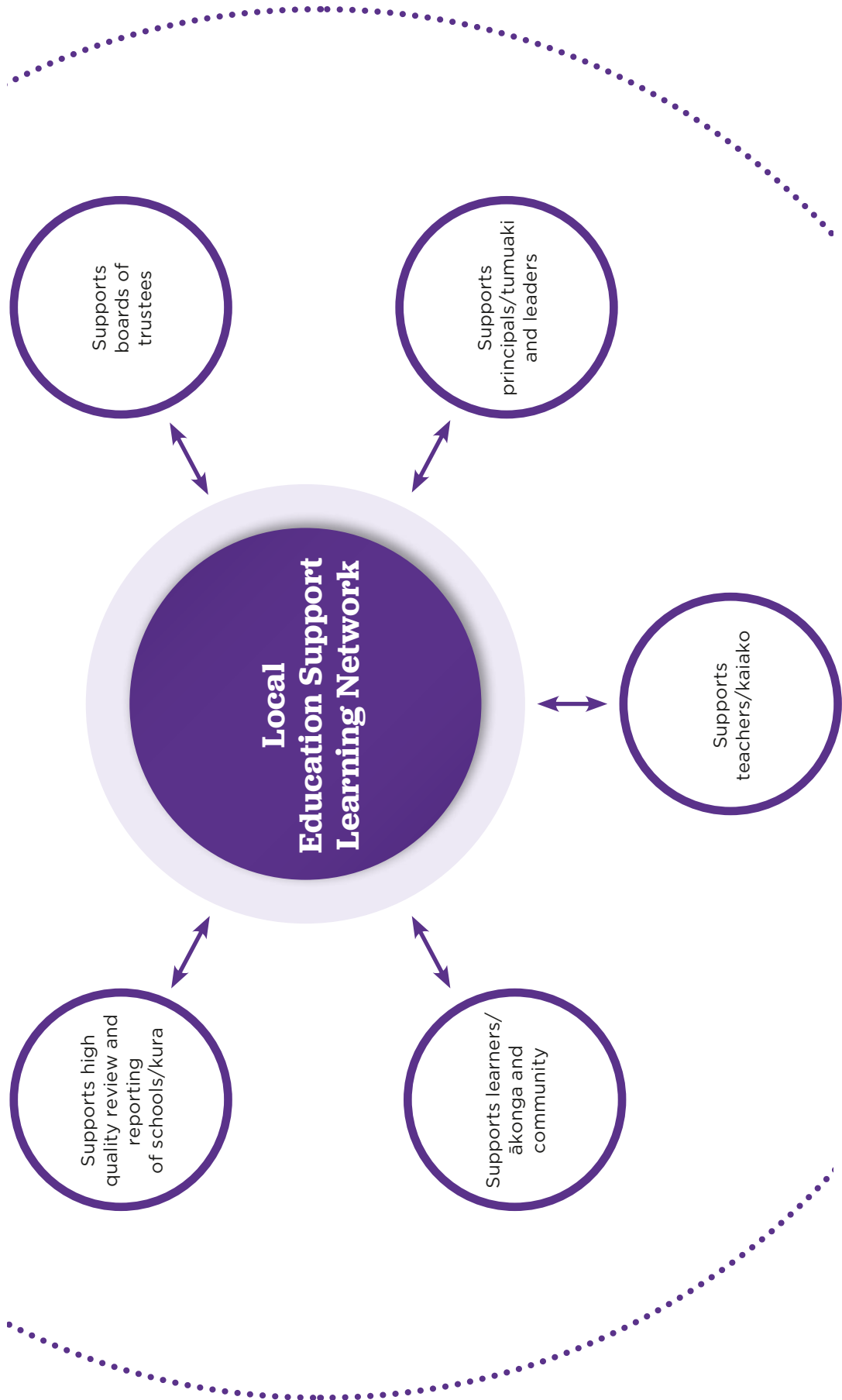
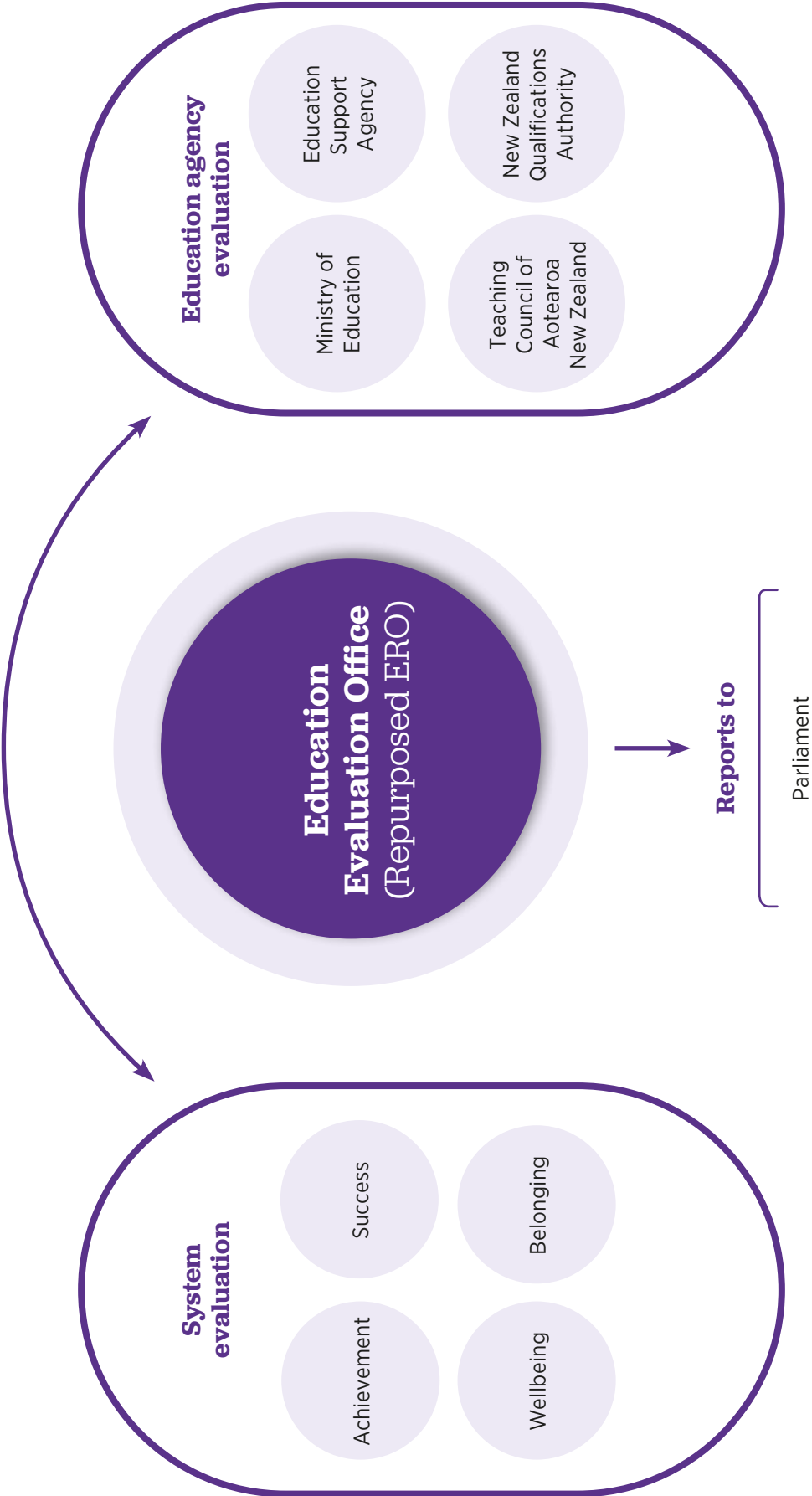


Figure 5: The Education Evaluation Office



EEO will continue to review early learning

Figure 6: The Leadership Centre



High quality review and reporting for improvement

We have asked ourselves what sort of accountabilities, review and reporting processes would most support genuine learning and continuous improvement.

Schools/kura

There is a view that an event based, external process such as that currently carried out by ERO provides assurance to the public about the quality of schools/kura.

Our view is that the current review process can only provide limited periodic assurance to the public. Although such reviews can sometimes be helpful they more often drive compliance behaviours rather than improvement. An external review every three years, in fact, is highly unlikely to lead to a sustained improvement — especially since ERO cannot provide tangible support to schools/kura for improvement.

A more effective assurance process is based on ongoing review and support built on trusting relationships and a commitment to use ongoing review to ensure useful teacher/kaiako professional development, leadership support, and continuous improvement.

This is the reason our recommendations would end ERO school/kura reviews and instead focus on regular ongoing interactions between leadership advisors and schools/kura, based on a commitment to maximising learners/ākonga wellbeing and success. Such interactions we believe would develop deep understandings of schools/kura strengths and weaknesses, and thus build on the strengths, and address the weaknesses.

This does not mean parents/whānau are provided with no information, or that there is no accountability. Current reporting requirements would continue.

We would also expect that:

- » every school/kura would report annually to its Education Support Learning Network regarding agreed indicators of progress and achievement, wellbeing and belonging, and this data would be available to the public online;
- » together, principals/tumuaki, boards and leadership advisors would identify problems early and address them; and
- » persistent and unresolved problems or issues would result in a formal intervention from the Education Support Learning Networks to ensure action is taken.

The shift in focus from event based three yearly ERO reviews to a more ongoing review and support approach will require the development of a trusting and knowledgeable relationship between Education Support Learning Networks and schools/kura and their communities.

National education agencies

The Ministry of Education, Education Support Agency, Teaching Council, and NZQA and the way they work together will be reviewed and evaluated by the Education Evaluation Office with a focus on continuous improvement.

Next steps

In this section we provide advice on the creation of an Establishment Group to ensure that desired relationships, processes and outcomes are maintained throughout the changes required to deliver equity and excellence in all our schooling futures.

Too often schooling policy reform in Aotearoa New Zealand has been characterised by good intentions, inadequate development, rushed implementation, insufficient resources, and 'knee jerk' changes of direction when the benefits of change are not immediately apparent.

The recommendations in this report are fundamentally about building the future culture of the schooling system. We need to move from an operating environment of low trust, and high compliance costs to one of high trust and authentic collaboration.

To succeed in changing the culture of schooling, we need to build capability and capacity throughout the system to ensure organisations, communities and the people in them have the time and support they need to adapt to new challenges and opportunities.

This will take time, resourcing, and goodwill, as well as a broad political consensus.

For all these reasons we propose:

- » the appointment of an Establishment Group, reporting directly to the Minister of Education, composed of experts, practitioners, iwi, supported by government officials. This group would lead the process of change and ensure that desired relationships, processes and outcomes remain at the heart of the change process;
- » a parallel Governance Group drawn from Te Rūnanga Nui o Kura Kaupapa Māori o Aotearoa and Ngā Kura ā Iwi o Aotearoa, supported by government officials, be set up to navigate the process of establishing the parallel Kaupapa Māori pathway we have suggested; and
- » a third group (a sub-group of the Establishment Group independent of the agencies themselves) drawn from schools/kura, corporate and NGO leaders, whānau and iwi and senior government officials be set up to oversee the changes we have recommended regarding national education agencies.

We expect that it could take five to ten years to understand, embed and demonstrate sustainable system change. However, we acknowledge that sound, future-focused policy development and rollout is already underway in several of our key issue areas, and that some of our suggested actions could be implemented in much shorter timeframes.

Consistent with the aspirations of this report, it is vital that the change process should be co-designed. This implies genuine partnerships, rigorous analysis, iterative consultation and ongoing evaluation throughout.

We need to get this right for our children and grandchildren, and for the future of Aotearoa New Zealand.

Acknowledgements to:

We want to acknowledge and place on record our sincere appreciation to all those who contributed to this review of our schooling system. Your experiences, insights and advice ensured that this was an authentic national consultation on the future of schooling.

Our 2018 Cross Sector Advisory Panel of more than forty representatives of education stakeholders, non-governmental organisations, professional associations, unions, community organisations and advocacy groups, parents, young people and boards of trustee members, who helped us develop the key foundations of our work.

Members of focus groups and invited readers of draft sections of our reports who provided constructive feedback and challenged our assumptions.

Everyone who attended one or more of the many meetings we held throughout the country in 2018 and 2019, and the over 5,000 people who made submissions to the review and who responded to our online surveys.

Your contributions were invaluable.

Senior leaders and public servants from national agencies including the Education Review Office, and the New Zealand Qualifications Authority, State Services Commission, the Treasury, the Department of Prime Minister and Cabinet, who provided us with high level advice and helped us appreciate the complexities of our task.

Senior leaders in the Ministry of Education, in both the national and regional offices who were, without exception, helpful and professional in support of our work.

Bernardine Vester who acted as a 'critical friend' in the preparation of our final report, asked us trenchant questions, and challenged us to always be clear in our thinking.

The Ministry of Education Secretariat team who travelled the country with us, and worked tirelessly — and often to short deadlines — in order to respond to our requests for information and analysis with calm efficiency and huge commitment.

Addrienne Long who administered our meetings, assembled complex agenda, kept meticulous records, and attended to all our needs with great care and good humour.

Finally, Kara Isaac who carried the major responsibility in the Ministry of Education to support our work and lead our Secretariat. Kara asked key questions of us throughout the review, ensured that we engaged with those who needed to have their voices heard, liaised with Ministry of Education staff and education stakeholders, managed complex logistical support arrangements, led the Secretariat team, and just made things happen when they needed to.

We are privileged to have had the opportunity to engage with, and learn from you all.

Annex A:

What we heard

(2019 consultation)

In our interim report in December 2018, we made a number of recommendations that we believed would best support a future-focused and fit-for-purpose education system in Aotearoa New Zealand.

Following the release of the interim report we embarked on a period of public consultation from December 2018 to April 2019.

In order to ensure as much engagement as possible through the consultation process, copies of our December report were posted to all state and state-integrated schools, kura, and iwi. The public consultation process was advertised via local newspapers, online, and radio.

We offered a range of ways for people to provide feedback on our interim report including:

- » over 100 public and targeted meetings from Kaitaia to Invercargill;
- » an online survey in five languages;
- » written submissions (email and post);
- » oral submissions via an 0800 phone number; and
- » post-paid postcards.

There was substantial interest in the report and we received over 5,000 submissions across all engagement channels including:

Submission type	Number received
Online survey responses	3,338
Emails from individuals	1,847
Form submissions	142
Multi-signatory emails	105
Post-paid postcards	91
Sticky notes collected at the Taskforce's public consultation meetings	47
Voicemails	26
Letters	4
Multimedia submission	1
Petition (660 signatories)	1

We would also like to thank the Hon Nikki Kaye, National Party education spokesperson, for sharing with us the notes and feedback that she received from a series of public meetings that she held on the interim report at the same time as our public consultation.

Our original report back date was 30 April 2019. However, in order to fully consider the significant amount of feedback we received we requested and were granted an extension until the end of June 2019.

Our consultation took place in an unsettled environment, with teacher/kaiako supply challenges causing strain throughout the schooling system, workload issues, and extended industrial negotiations between the teacher/kaiako unions and Ministry of Education.

We engaged with and heard back from educators, school/kura boards, parents and whānau, learners/ākonga, organisations and individuals with an interest in education, including retired educators, iwi, and community groups. Principals/tumuaki and board chairs were most engaged, and over half of the 3,338 survey respondents were parents.

The survey and invitation to provide written submissions did not elicit responses from all sections of the community. The voices of Māori and Pacific communities and those least well-served by the current system were under-represented, while high income households and Auckland residents were over-represented. However, we had engagement from a wider cross section of the community at our public meetings and have taken the disparities in respondent types across the different channels into account when considering all the feedback received.

We used all the feedback to identify what resonated with people and what did not, and why. We then revisited our recommendations with this feedback in mind to ensure that what we propose in our final report is clear, will be workable, and will achieve its purposes.

This summary gives the main themes from these consultation meetings, survey responses, and submissions.

Significant concerns were evident around the proposals for regional Education Hubs, particularly from Auckland respondents

There has been longstanding distance between many schools/kura and the Ministry of Education, with contact often limited to seeking schools/kura resourcing, or the provision of information around resourcing and policy or regulation changes. This was evident in frequent expressions of distrust in the possibility of productive and mutually respectful relationships between a new government entity and individual schools/kura.

We did not help people to see things afresh, particularly in relation to the proposed hub employment of principals/tumuaki and teachers/kaiako. This raised the spectre of the former education boards, with people expressing concerns that hub employment and 5-year review of a principal's/tumuaki employment at a particular school/kura would mean principals/tumuaki or teachers/kaiako being forced to move against their own, or the school/kura community's, wishes.

Many could not see how hubs could overcome issues currently experienced at a school/kura level, such as competition and having to 'reinvent the wheel', arguing that these issues would merely reappear at the hub level. People felt that a move from the current 'one size fits all' model, with issues of variability between schools/kura, to another 'one size fits all' model would encourage uniformity and conformity, and would erode the autonomy of well-performing schools/kura. This was particularly a concern for people who believed the system issues and challenges identified were limited to a minority of schools/kura.

Annex A: What we heard

Proposals to reorient the role of boards were seen to downplay the value of parents having responsibility for their children's school/kura.

There were concerns that the hubs would be too large to adequately understand each school's/kura needs and aspirations, but too small to realise any economies of scale.

With their Ministerial appointed boards, there was concern that hubs would be unduly influenced by political factors, and not allowed to focus on core educational issues.

Other concerns included:

- » that hubs having discretion over funding could lead to inconsistencies and disparity in support and quality, and inefficiencies across schools/kura in an area, and hubs across the country;
- » that the financial cost of operating the hubs would outweigh their benefits;
- » that competition between schools/kura would shift to competition between hubs; and
- » that the 3-yearly election cycle and competition for voters would subvert a sound long-term education direction of travel.

Resourcing and sustainability of system change were also significant issues

Concerns were expressed that the cost (money, time and resources) of making significant structural change would come at the expense of addressing longstanding and deepening staffing, resourcing, and learner/ākonga support issues, including:

- » workforce supply, workload and pay, and real support for the teaching and wellbeing of learners/ākonga with additional learning or behavioural needs; and
- » professional development and capability to properly address longstanding equity gaps, especially ensuring Māori learner/ākonga success and the survival of te reo Māori.

There were also concerns that our vision was unrealistic because as a country we do not have the capabilities and expertise required to make the proposed model work.

But there was general support for our high level vision for the education system

Respondents supported our vision for a schooling system that:

- » genuinely supports productive collaborative planning, evaluation, and working interdependently;
- » is coherent, with a shared direction of travel, sound monitoring of performance using valid evidence and inquiry to keep improving, and which genuinely encourages well-founded innovation; and
- » recognises the joint responsibility of schools/kura and government agencies for the success of every learner/ākonga.

Respondents also supported a well-designed and well-led phased change process over some years, monitored by a kaitiaki group using what is achieved and learnt along the way to ensure the realisation of the vision.

There was a strong desire for a shared long-term educational vision for equity and excellence that would enable trust to be built, and gains to be sustained and built on, with cross-party support.

There was also general support for our recommendations regarding:

- » providing more coherent and good quality professional development and support for educational leadership, teaching, and school/kura boards;
- » a strong Curriculum Centre within a reoriented Ministry of Education;
- » a national Leadership Centre within the Teaching Council of Aotearoa New Zealand;
- » ensuring differentiated support for schools/kura, leaders, teachers/kaiako and boards, according to their strengths and needs;
- » ongoing local support for school improvement, rather than event based ERO quality assurance;
- » opening out ways to spread well-founded innovation and effective curriculum planning and teaching through secondments and support for a range of networks and clusters, including more flexible Kāhui Ako;
- » systematic future-focused workforce planning and preparation, including increased support for the development of paraprofessionals;
- » improving resources:
 - › better overall resourcing;
 - › better staffing for management and counselling roles in primary schools/kura; and
 - › better resourcing for schools/kura serving disadvantaged learners/ākonga and communities;
- » more support for learners/ākonga with additional learning needs;
- » closer work with health and social services to address learner/ākonga needs, including full-service schools/kura in some areas;
- » improving learner/ākonga transitions through easier and better sharing of information about each learner/ākonga across their transitions; and
- » improving access to schools/kura by capping the amount schools/kura can ask for voluntary donations, though some submissions made the case that schools/kura rely on donations to meet parents' expectations.

Specific views

With this chance to do things differently, it was important for us to pay special attention to the views of particular groups.

We heard from iwi authorities that underlined their Te Tiriti o Waitangi-based expectations of tino rangatiratanga at the national and local levels, including the accountability of schools/kura and hubs for local iwi education goals.

Annex A: What we heard

Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa were positive about investigating their own national hub.

We also heard from some Pacific peoples, who felt they were insufficiently visible in the report.

We also noted views shared by different types of schools/kura:

- » state-integrated schools/kura pointed to legislation regarding enrolment and property matters that they thought we had not taken into account;
- » rural and small schools/kura welcomed more support, but were sceptical that this would be provided locally to them. In particular they wanted any decisions on school/kura closures to take their community role into account;
- » some special character schools/kura were interested in having national hubs, while national schools/kura (for example, for deaf or blind learners/ākonga, or residential schools/kura) and VLN networks believed that they did not fit completely within a local hub model; and
- » schools/kura that take international fee-paying students noted these students' contribution to schools'/kura learner/ākonga diversity, and pointed to the need to take into account the 2018 International Education Strategy.

We also heard from those advocating for all schools/kura to be inclusive, who stressed the importance of enforceable learner/ākonga rights to attend their local school/kura.

Varied views

School/kura choice

There were mixed views about how well the recommendations would support fair school/kura choice for families.

Kaupapa Māori hub

While survey responses were on the whole positive about the proposed Kaupapa Māori hub, some submissions queried it.

Support for beginning teachers/kaiako

While there was support for guaranteed employment for new teacher/kaiako graduates this was tempered by wanting nationally consistent quality of Initial Teacher Education provision, and for a school/kura to have the final employment decision to ensure a good fit.

Support for school/kura-based pathways into teaching came with some caution around the need to ensure quality and sufficient resourcing so that school/kura workloads would be realistic.

Mana whenua representation on boards

While this was generally supported, some raised questions about feasibility, some wanted more than one mandatory mana whenua position, and some wondered what was meant by representing the community.

Disestablishment of NZQA

While some supported this, most saw this as the unnecessary disestablishment of a well-functioning organisation that ensures the integrity of the national qualifications framework.

School/kura quality assurance

People who saw ongoing local monitoring with an improvement and support focus supported our recommendation to move away from an external event based review by a nationally based organisation. Others who believe that accountability can only be assured in this way, did not.

Kāhui Ako

Some are seeing gains from their work that they want to keep building on; others see little gain for the money and time invested. There were suggestions for more organic networking than hubs through existing networks such as Kāhui Ako, RTLB clusters, local and interest clusters that don't currently receive Ministry of Education funding as well as new curriculum focused networks.

Changes to school/kura types

Some saw the value of phasing out intermediates to reduce the number of school/kura transitions in a two-year period. Intermediate school principals/tumuaki favoured their extension into middle schools/kura. Some thought that creating senior secondary schools/kura could encourage some learners/ākonga to end their schooling too early, and limit specialist teachers/kaiako to these years. Others thought that the cost of changes in school/kura types would outweigh benefits.

Issues arising beyond the schooling system

Some expressed concerns that the sources of some of the challenges identified in the report could not be addressed by the recommendations because they lie outside the schooling system. These included poverty, poor housing, poor health, and parenting.

Some questioned whether doubling the equity resourcing for schools/kura serving high proportions of disadvantaged learners/ākonga would be sufficient, with suggestions to triple it or more, and provide additional incentives for leaders and teachers/kaiako to work in some areas.

With the lens of ensuring coherence through formal learning, there were consistent calls that the schooling system worked in concert with early learning and post-school/kura education.

Thank you

We would like to thank everyone who took the time to attend our consultation meetings and/or make submissions through other channels. We hope that our final report demonstrates our commitment to considering all of the feedback that we received.

Tomorrow's Schools Independent Taskforce



Bali Haque, Chair

Bali has previously been the Principal/Tumuaki of Tamatea High School, in Napier, Rosehill College, in Papakura, Pakuranga College in Auckland and Tereora College in Rarotonga. Bali has provided leadership to principals/tumuaki and teachers/kaiako as the President and Executive member of the Secondary Principals Association of New Zealand (SPANZ), and as an Executive member of the PPTA.

Bali has also worked at a senior level in Wellington as the Deputy Chief Executive of NZQA with responsibility for NCEA, New Zealand Scholarship, assessment and quality assurance, and international qualification recognition services.

He has presented extensively throughout the country to principals'/tumuaki groups, school/kura trustees, teachers/kaiako, and senior managers on a very wide range of topics including leadership and change management, strategic planning and self-review, professional development and assessment practice.

Author of *Changing our Secondary Schools* published by the New Zealand Council of Education Research (NZCER) in 2014, Bali critiques the education reform process in New Zealand since 1989. He also authored *New Zealand Secondary Schools and Your Child* A Guide for Parents, published by David Bateman in 2017.



Barbara Ala'alatoa, MNZM, Member

Barbara Ala'alatoa is a New Zealand Samoan born and raised in Auckland. She has over 30 years' experience in teaching, and working across the education sector.

In 2015 she was appointed as inaugural Chair of the Education Council of Aotearoa New Zealand. Barbara is Principal/Tumuaki at Sylvia Park Primary School. Amongst other achievements in this role, she and her team have designed a unique home school/kura partnership based on the sharing of data in a comprehensive and methodical way with whānau — Mutukaroa. This work has resulted in significant shifts in learner/ākonga achievement and is currently being rolled out in clusters of schools/kura across Aotearoa New Zealand. Her experience includes lecturing at Auckland College of Education and co-ordinating schooling improvement at the Ministry of Education. In 2014, she received the New Zealand Honour, Member of the New Zealand Order of Merit for services to education.



Prof Mere Berryman, ONZM, Member
Iwi: Ngāi Tūhoe, Ngāti Awa, Ngāti Whare

Mere is a Professor at the University of Waikato and Director of Poutama Pounamu. She aims to challenge the pervasive and historical discourses that perpetuate educational disparities for Māori learners/ ākonga and disrupt these through school/kura leadership and reform initiatives. In her research, she combines understandings from kaupapa Māori and critical theories and has published widely in this field. In 2016, she received the New Zealand Honour, Officer of the New Zealand Order of Merit for services to education and to Māori in education.



Prof John O'Neill, Member

Professor John O'Neill is Head of the Institute of Education at Massey University. For over 35 years he has been a teacher/kaiako, teacher/kaiako educator and educational leader in schools/kura and universities in England and Aotearoa New Zealand.

In 2012, he received the Teacher Education Forum of Aotearoa New Zealand career excellence award and a Massey University Research Excellence medal. He is an honorary member of the Normal and Model School Principals' Association and an honorary life member of the New Zealand Association for Research in Education.



Dr Cathy Wylie, MNZM, Member

Dr Cathy Wylie is a Chief Researcher at NZCER. Her main research expertise is education policy and how it impacts on learning, teaching, school/kura leadership and more equal learning opportunities.

Cathy's 2012 book, *Vital Connections*, makes a cogent case for system change to strengthen all our schools/kura and counter uneven educational opportunities. Her longitudinal study 'Competent Learners' provides important understanding about different trajectories of engagement and achievement in learning from early childhood education into early adulthood, and provides strong evidence of the importance of developing the national curriculum's key competencies.

She received the New Zealand Association of Educational Researchers McKenzie Award in 2010 and was made a Member of the Order of New Zealand for services to education in 2014.

Glossary

Ako

A teaching and learning relationship “where the child is both teacher and learner” (Pere, 1982) and the educator is also open to learning from the learner/ākonga and this occurs in a reciprocal two-way process.

Alternative education

Alternative education is a short term intervention which supports learners/ākonga who have been alienated from mainstream education. It re-engages learners/ākonga in a meaningful learning programme targeted to their individual needs and supports them to transition back to mainstream school/kura, further education, training or employment.

Badging

Badging, or the use of digital badges, is a portable and verifiable form of recognising a learner’s skills and achievements in formal or informal settings. Badges may be used by individuals in learning portfolios and CVs. They may also be accepted by education providers towards completion of larger units of learning in a course or qualification.

Co-design

Co-design or participatory design is an approach that tries to include all stakeholders (for example, educators, learners/ākonga, family/whānau, community members) in the design process to help ensure the result meets their needs and is usable. (source: Wikipedia)

Crown entities

Crown entities are part of the State sector in Aotearoa New Zealand. They include Crown agents such as ACC; autonomous Crown entities such as The New Zealand Film Commission and independent Crown entities such as the Commerce Commission. School/kura boards of trustees are also Crown entities. The Crown Entities Act 2004 provides the framework for establishing, governing and operating all categories of Crown entities. It also clarifies the roles, responsibilities and the accountability relationships between Crown entities and their boards, responsible Ministers, and their departments.

Kaupapa Māori settings

Special character kura (schools) where the philosophy and practice are embedded in Māori cultural values with the aim of revitalising and maintaining Māori language, knowledge and culture.

Key performance indicator (KPI)

Key performance indicators are used to measure performance. In a learning ecosystem, processes, relationships and outcomes are accepted as equally important and mutually reinforcing key indicators of performance at all levels of the schooling system.

Kōhanga reo

Kōhanga reo are total Māori language and culture immersion early learning services that are overseen by Te Kōhanga Reo National Trust. Kōhanga reo can be translated as ‘language nest’, which reflects the Trust’s guiding principles of protecting and nurturing te reo Māori. Kōhanga reo run a total immersion te reo Māori whānau (family) programme for mokopuna (young children) from birth to six years of age to be raised within its whānau Māori, where the language of communication will be te reo Māori.

Learner/ākonga success

Learners/ākonga are successful when they believe their wellbeing, sense of belonging and achievement are fully realised. Learners/ākonga need to know that their school/kura values who they are, and sees their prior cultural knowledge and experiences as the pathway towards potential success. Learner/ākonga wellbeing and belonging in the schooling system therefore requires strengthening both achievement and cultural identity.

Mana ōrite

Te reo Māori term indicating that two people or entities have ‘identical, equal, same’ mana.

Mana whenua

Aotearoa New Zealand’s indigenous people (Māori) who have historic and territorial rights over the land.

Glossary

National Certificate of Educational Achievement (NCEA)

NCEA is the official secondary school/kura qualification in Aotearoa New Zealand. It was phased in between 2002 and 2004, replacing three older secondary school/kura qualifications. The New Zealand Qualifications Authority administers NCEA. At each level, learners/ākonga must achieve a certain number of credits to gain an NCEA certificate.

National Education and Learning Priorities (NELP)

The Education (Update) Amendment Act 2017 introduced changes to put the progress and achievement of children and young people at the heart of the education system. The Act does this by setting clear objectives for the early childhood and compulsory education system, and through a new standalone document called the statement of National Education and Learning Priorities, through which the government of the day will set its education priorities. Both the National Education Learning Priorities, and how schools/kura should plan and report to their parents and communities, will be subject to consultation before being finalised.

New Zealand Curriculum

The New Zealand Curriculum is taught in all English medium schools/kura (schools/kura where teaching is in English). This includes state and state-integrated schools/kura. It has a holistic view of the abilities and skills we want children to gain and includes: an overall vision, values, key competencies, and learning areas (or subject areas). It is guided by a set of principles that are used by schools/kura in their decision making and curriculum planning. The principles are high level expectations, Te Tiriti o Waitangi, cultural diversity, inclusion, learning to learn, community engagement, coherence and future focus.

New Zealand Council of Educational Research (NZCER)

NZCER is a national independent educational research organisation under its own Act (the NZCER Act 1972) to provide research and advice.

Network for Learning (N4L)

The government created Network for Learning (N4L) to build a managed network for New Zealand's schools/kura and provide an environment to encourage the seamless uptake of digital learning. The N4L managed network provides safe, predictable and fast internet with uncapped data, online content filtering and network security services. Pond acted as a central hub for digital discovery and participation, where educational resources can be accessed and shared more easily and effectively. Pond was officially closed on 28 June 2019.

Ngā Kura ā Iwi o Aotearoa

Iwi and hapū have established kura ā iwi, which cater to local iwi and hapū education needs and usually teach the local Māori dialect and tikanga.

Organisation for Economic Cooperation and Development (OECD) countries

The OECD is a forum where the governments of wealthy countries work with each other, as well as non-member countries on economic, social and educational matters. OECD publishes the Programme for International Student Assessment (PISA) and annual Education at a Glance reports.

Pedagogy

The principles, practice and art of teaching.

Resource Teachers: Learning Behaviour

RTLb are specialist, itinerant teacher/kaiako who work across a number of schools and kura. They support schools and kura to manage the additional learning needs of learners/ākonga in a number of ways including:

- » supporting classroom/subject teachers/kaiako to manage the diversity of learner/ākonga learning needs in an inclusive environment;
- » supporting teachers/kaiako and/or schools/kura to implement class or school-wide programmes; and
- » working directly with a learner/ākonga or small groups of learners/ākonga.

Glossary

Te Marautanga o Aotearoa

The Māori language curriculum that is the basis for teaching and learning programmes for Kura Kaupapa Māori and total immersion classes in mainstream schools/kura.

Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa

Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa (Te Rūnanga Nui) was established in 1993. Although not a public entity, it is the national collective body of all Kura Kaupapa Māori operating under the philosophy, Te Aho Matua. Te Rūnanga Nui is designated in the Education Act 1989 as the kaitiaki (guardian) of its Te Aho Matua approach to teaching and learning. Te Rūnanga Nui works with the Ministry of Education to discharge its responsibilities in respect to Kura Kaupapa Māori.

Virtual Learning Network (VLN)

An online network that allows schools/kura to connect and network with each other through online programmes in order to provide a range of services to support learning opportunities that might not otherwise be available to learners/ākonga in their school/kura. For example, a teacher/kaiako in one school/kura runs a course by VLN and learners/ākonga from other schools/kura can participate in it remotely through a video system that allows them to all be linked, seeing and talking with each other at the same time.

5YA

5 Year Agreement property funding that is based on a formula. Boards need to decide how to allocate 5YA funding in their 10 Year Property Plan (10YPP) following certain rules.

Kōrero

Mātauranga

Me kōrero tātou

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