Our Schooling Futures: Stronger Together

Whiria Ngā Kura Tūātinitini

Report by the Tomorrow's Schools Independent Taskforce

Written by the Tomorrow's Schools Independent Taskforce.

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refers to the weaving together of schools 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*.

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Introduction
He Tīmatanga kōrero

Our Task

The Tomorrow's Schools Independent Taskforce was appointed by the Minister of Education Hon Chris Hipkins, in April 2018, to carry out this review and establish whether there was a case for change.

We want to ensure that every child, and we mean every single child, in Aotearoa New Zealand receives the best quality education possible. Our future depends on it.

We were asked to review the provision of compulsory schooling in Aotearoa New Zealand, with a focus on achieving a system that promotes equity and excellence for all children and young people. This includes giving active expression to Te Tiriti o Waitangi, and the ability of the governance, management and administration of the schooling system to respond to education needs in the future.

Our review has taken a thorough and critical look at the way our compulsory schooling system works. We have carefully considered whether it meets the needs and aspirations of all students and whānau, now, and for the future. We have taken a wide-ranging approach to examine the way our system is configured, what has changed since it was first introduced, and how it has worked over the last thirty years.

We have engaged widely with those interested in education

At the beginning of our review, we promised to engage widely with stakeholders.

From May to September 2018, we had over 200 meetings with stakeholders throughout the country. These included students, parents, school trustees, principals/tumuaki, teachers, support staff, education experts, iwi, education agencies, sector organisations, businesses, members of the LGBTQ+ community, youth justice and alternative education providers, tertiary providers and universities. We have listened to the experiences and aspirations of Māori, Pacific, and other ethnic communities. We have heard the specific struggles and challenges of those who live with disability and learning support needs. Across all of these meetings we have had robust conversations about the strengths and challenges of our schooling system.

We have had valuable input from our Cross-Sector Advisory Panel, whom we met with regularly. We have tested some of the key parts of our report with people with wide and varied experience in the current education system. We have also met with the other education review groups established as part of Kōrero Mātauranga, as well as engaged with politicians from all parties.

We also invited the whole country to share their thoughts. 2,274 people completed our online surveys, 94 formal submissions were received, and there were 316 comments on social media posts. All of these have been included in our considerations.

What we heard

Over the last six months we have identified a number of common themes, particularly to do with the variable capability of school boards, the roles and capacity of our education agencies, how we need to better support educational leadership, the growing challenges with our education workforce (both in terms of quantity and capability), the importance of listening to student voice, workload issues for principals/tumuaki and teachers, and the importance of supporting communities to participate more fully in schooling.

We know that the system is not working for a large number of Māori and have been reminded about the fundamental importance of Te Tiriti o Waitangi in this country. Under the promises explicit in this document we have the obligation to redress past and current inequalities of provision for Māori children and young people. We understand Te Tiriti o Waitangi is grounded in a foundational bicultural relationship between iwi Māori and the Crown. Pākehā and Tauiwi (new migrants) sit together under the Crown.

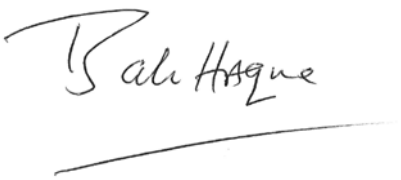
We also heard about the importance of community representation on school boards, as well as critically important issues related to the provision of support for those with disabilities and additional learning needs, resourcing, collaboration between schools and other parts of the system, enrolment schemes and zoning, school choice and competition.

We are grateful to everyone we met with, to all those who took the time to contribute their voices and views to this process, and to our Ministry of Education secretariat team. We have gathered and analysed a rich resource of views, ideas, information and evidence which we know will continue to be used in the next phase of this important work.

Next steps

In this report we make a number of recommendations to the Government. We understand that the Government will take these to further public consultation and undertake more detailed work, before making final decisions on any changes to our current system.

Equity and excellence are at the heart of this review, and you will see that this report is focused on how we can best achieve these important aims. We want to ensure that every child, and we mean every single child, in Aotearoa New Zealand receives the best quality education possible. Our future depends on it.



Bali Haque
Chair, Tomorrow's Schools Independent Taskforce

Report Summary
He Whakarāpopototanga

Background to the review

In April 2018, the Tomorrow's Schools Review Independent Taskforce was appointed by the Minister of Education to carry out a review of the compulsory schooling sector.

We were asked to consider if the schooling system is fit for purpose, and to focus on developing a system that promotes equity and excellence and ensures that every learner achieves educational success. This includes the ability of governance, management and administration of schooling to meet the needs of all New Zealanders, the environment in which schools operate, and how to give active expression to Te Tiriti o Waitangi.

Our approach

We developed a set of purpose statements and design principles of the things we considered to be the key priorities for a future education system. These have framed our approach to the review.

We have consulted widely to gather diverse views and experiences of, and information about, the schooling system. These are reflected in our findings and recommendations.

Our overall findings

On some outcome measures, many of our students do well at school. However, the system is not working well enough for our most disadvantaged children and young people. This is not fair or just. It costs all of us when the system does not deliver for everyone. Conversely, when we get it right there will be substantial economic and social benefits for us all.

There is no evidence to suggest the current self-governing schools model has been successful in raising student achievement or improving equity as was intended by its originators. In fact, the performance of our students has plateaued and in some areas deteriorated, while the gap between the best performing and worst performing students has widened. Children from disadvantaged homes, too many Māori and Pacific families, and those with significant additional learning needs remain those most poorly served by the system.

Equally important, wellbeing data, such as the prevalence of bullying and self-harm among adolescents, tell us that there is an urgent need to collectively support schools to address complex community and societal challenges.

We struggle to address these system-wide challenges because our current schooling system has been designed for autonomous self-governing schools, not for networked and connected schools and their communities. The current system does not, and cannot provide any assurance that we have the capability or capacity to collectively improve outcomes for all our children, particularly for those in disadvantaged communities.

Of course there are success stories—examples of schools that have been able to innovate and 'buck the trend'. But these isolated successes are hardly ever adopted across the system as a whole. Innovation and success are difficult to scale up because currently we have few mechanisms to enable system-wide improvement to be initiated, supported and sustained.

We struggle to address system-wide challenges because our current schooling system has been designed for autonomous self-governing schools, not for networked and connected schools and their communities.

The way forward

If we are to build a schooling system where all our learners/ākonga succeed, we need a cultural and structural transformation.

Tinkering with the existing system simply will not work, especially if future generations are to be well prepared to cope with the large and complex economic, social, and environmental challenges we face.

We need a different way of thinking about our schooling system while continuing to provide for genuine community engagement in local schools. This means we have to cut through the assumptions that underpin 'self-governing schools'. Instead, we need to focus on an explicit commitment to Te Tiriti o Waitangi and developing a coherent, connected and interdependent system based on collaboration, support and improvement.

This report analyses eight key issues and makes detailed recommendations which are briefly summarised as follows.

The 8 Key Issues:

1 Governance

The Board of Trustees self-governing model is not working consistently well across the country.

- Too much time and effort is expended on matters which many boards are not well equipped to address, such as property and the appointment of the principal.
- Many boards do not have the capacity and capabilities to do what is required of them.
- It is very difficult for boards, as currently constituted, to represent their community.
- Decisions which impact significantly on the lives of children can be made without due process or appropriate checks and balances.
- A focus on 'one school, one board' rather than on the collective interest of the network of schools in the wider community causes unhealthy competition and often impacts on already disadvantaged children and their families.

Our recommendations in brief

- The role of boards should be re-oriented so that their core responsibilities are the School Strategic and Annual Plan, student success and wellbeing, localised curriculum and assessment.
- Education Hubs would assume all the legal responsibilities and liabilities currently held by school boards with automatic 'delegation back' to principals/tumuaki regarding control of operational grants and staffing entitlements and recruitment.
- Further 'delegation back' opportunities would be provided regarding property development through 5YA (five yearly agreements).
- Boards should be involved in principals/tumuaki' appointments and retain final right of veto on their appointment, but will not be the employer of the principal or teachers.
- Boards will not be responsible for decisions on student suspensions, exclusions, and expulsions.
- Mana whenua representation on boards will ensure strategic knowledge for schooling and localised curricula.

Education Hubs should be Crown entities. Education Hubs would replace current Ministry of Education regional offices. They would assume many of the 'business' governance responsibilities currently held by school boards, while also providing specialist educational support to build good teaching and learning for all their students.

Education Hubs should have a Ministerial appointed governance board with at least half of the positions filled by practising educators, and other positions from local iwi and community stakeholders.

Education Hubs will support schools individually, as well as collectively.

As part of the Crown's obligations to Te Tiriti o Waitangi, active consideration should be given to the establishment of a national Education Hub for Kaupapa Māori settings.

Education Hubs should:

- Partner with and monitor schools on a regular and collaborative basis to ensure they are supported, and any problems are identified and responded to early.
- Provide and/or broker local curriculum, learning, assessment and pedagogy advisory and development services to teachers; and provide leadership advisers to support principals/tumuaki.
- Support teachers/kaiako and principals/tumuaki to share their effective practices for the benefit of all the schools in the network.
- Assume all the legal responsibilities and liabilities currently held by school boards with automatic 'delegation back' to principals/tumuaki regarding control of operational grants and staffing entitlements/recruitment.
- Provide further 'delegation back' opportunities regarding property development through 5YA.
- Support Boards of Trustees.
- Provide principals/tumuaki with ongoing employment, appoint them to schools on five year contracts, and ensure their performance management.
- Take responsibility for learner support provision.
- Ensure the network of schools in the area is properly managed and utilised, that enrolment schemes are fair, and that unhealthy school competition is mediated and reduced.
- Provide parent and student advocacy and complaints services, and take responsibility for processes when students are suspended.
- Systematically review progress and decide goals for the Education Hub network in ways that involve school leaders, teachers, Boards of Trustees, and community stakeholders.

The 8 Key Issues:

2 Schooling Provision

The nature, type, provision, and accessibility of meaningful schooling for all New Zealanders is inadequate, and characterised by:

- Poor provision for Kaupapa Māori schooling
- Inefficient management of the network of schooling in an area
- Inconsistent transitions between schools
- Underutilisation of The Correspondence School - Te Aho o Te Kura Pounamu (Te Kura), including its digital resources, flexible learning infrastructure, and expertise with disengaged students.

Our recommendations in brief

There is a need for a national school network strategy that prioritises:

- The investigation of a dedicated pathway for Kaupapa Māori settings that would include planned capacity building to support the most proficient Māori language provision for teaching and learning.
- Seamless student transitions between schools as they progress through the education system.
- The phasing in of schooling provision that provides more stability and better transitions for students - for example, primary, middle school, senior college, or full primary, secondary school, or composite school.
- The further development of full service schools and the more intensive use of school buildings and facilities both during and out of school hours.
- Community-wide flexible curriculum assessment and timetabling offerings in schools, including enhanced digital infrastructure and provision.
- An investigation and possible change in the role of Te Kura to more closely incorporate its learning expertise across the education system as a whole.

3 Competition and Choice

Unhealthy competition between schools has significantly increased as a result of the self-governing school model. It has also impacted on the ability of some students and whānau to exercise choice.

- Schools have been encouraged to compete for students rather than collaborate.
- This has impacted particularly on many Māori, Pacific, and other disadvantaged students' communities, and increased ethnic and socio economic segregation.
- Decile ratings have been misused as a proxy for school quality.
- Some schools have unfairly and sometimes illegally prevented local students enrolling.
- Current school funding and staffing formulae and principal remuneration incentivise competition for students.

Our recommendations in brief

We need to ensure that:

- All enrolment schemes are fair and equitable with the Education Hub having final decision making rights.
- Limits are placed on schools recruiting out of zone students.
- Limits are placed on the donations schools may request.
- Schools which enrol international fee-paying students provide for them independently of government funding.
- Students with learning support needs have the same access to schools as other students.
- School provision, including opening and closure decisions are made based on community needs and equity considerations.
- State-integrated schools are treated in the same way as state schools with regard to the operation of transport subsidies and enrolment schemes.

The 8 Key Issues:

4 Disability and Learning Support

Students with learning support requirements should have the same access to schooling as other students and it is clear that currently they do not.

- There are problems with students and parents being made to feel unwelcome when seeking enrolment in some schools, and once enrolled.
- Support available for some of these students is highly fragmented or almost non-existent.
- Support takes a long time to arrive.

Our recommendations in brief

The Ministry of Education's new Learning Support delivery model and the draft Disability and Learning Support Action Plan will hopefully provide much needed coherence and increased funding and accessibility for these students and their parents. In addition, we need to ensure that:

- The Ministry of Education continues to lead national strategy and policy work as well as ensuring that national priorities are regularly reviewed.
- The Teaching Council works with Initial Teacher Education (ITE) providers to ensure better preparation of teachers/kaiako regarding learning needs and inclusion.
- Every school has a learning support coordinator.
- The Education Hubs employ specialist staff, Resource Teachers of Learning and Behaviour (RTLBs) and some teacher aides and coordinate work with local health and other agencies.
- The Education Hubs would apply to national funding pools to reduce the burden on parents and schools.
- Effective practices, innovations and localised responses are shared across Education Hubs and the Ministry of Education.

5 Teaching

The quality of teaching is the major 'in school' influence on student success but our teacher workforce strategies lack the necessary support, coherence and coordination.

- The process of recruiting, preparing, and supporting new teachers/kaiako as they begin their careers lacks any obvious national strategy.
- Mechanisms to provide professional support to teachers/kaiako through their careers including advice and PLD are fragmented and limited.
- The Teaching Council mandated model of teacher appraisal as professional development, while working well in some schools, has created a compliance 'tick the box' culture in others.
- While the current Kāhui Ako model of school collaboration is beginning to show evidence of success in some places, it is too inflexible and can restrict local innovation.
- There are not enough incentives and mechanisms through which teachers/kaiako can collaborate or develop meaningful career pathways.
- The status and the roles of paraprofessionals in schools are limited and represent a significant lost opportunity for national schooling workforce development.

Our recommendations in brief

It is important to ensure:

- We recruit a diversity of teachers/kaiako which matches the diversity of students as closely as possible.
- Development of more flexible initial teacher education pathways to registered teacher status.
- Guaranteed employment for newly trained teachers.
- Viable pathways for the development and enhanced status of paraprofessionals.
- Provision of proven national professional learning and development (PLD) programmes and local advisory services working with the Ministry of Education Curriculum, Learning, Assessment and Pedagogy Unit to support the work of teachers/kaiako.
- Options for secondment between schools and Education Hubs and the Ministry of Education and Teaching Council.
- More flexible guidelines for the Kāhui Ako approach.
- More flexible guidelines for teacher appraisal.

The 8 Key Issues:

6 School Leadership

Leadership is central to school improvement and yet we have few formal and planned structures to develop and sustain school leaders. In this section we concentrate on the role of the principal/tumuaki because of its vital importance in schooling success.

- The role of principals/tumuaki is extremely demanding, and principals/tumuaki can find themselves spending too much time and energy on matters not directly related to the core business of teaching and learning.
- There are no established mechanisms to identify leaders early and encourage/support them into leadership roles.
- Principal appointment and performance management processes are not always robust, or even credible, because boards do not always have the capability or capacity to carry out such a task.
- Ensuring good quality people apply for principal positions remains a key issue, particularly in rural areas and lower decile schools.
- There are few established mechanisms for principals/tumuaki to access leadership related PLD.
- There are few opportunities for principals/tumuaki to move into leadership positions outside and across schools and for them to see this as a next professional step in their career.

Our recommendations in brief

The Teaching Council's Leadership Strategy and Leadership Capabilities Framework provide a sound basis for developing and improving effective leadership. In addition, we need to ensure:

- Establishment of a dedicated Leadership Centre within the Teaching Council that will champion a coherent, research based approach to developing leadership capabilities at all levels of the system and establish guidelines for eligibility to apply for principal/tumuaki positions
- Appointment of leadership advisers in Education Hubs to work closely with principals/tumuaki. They will also:
  - Identify leadership potential and create diverse talent pools.
  - Work with Boards to appoint principals/tumuaki.
  - Ensure that schools in challenging circumstances get leaders with recent proven leadership experience.
  - Provide connected processes for the induction and ongoing mentoring of newly appointed principals/tumuaki.
  - Provide ongoing regular support and professional learning and development for all principals/tumuaki.
  - Ensure that effective principals/tumuaki contribute to leadership support and growth across the Education Hub.

7 School Resourcing

The overall resourcing for the compulsory schooling sector is currently inadequate to meet the needs of many learners/ākonga and those who work in it.

- Our current decile-based equity funding to schools is too imprecise and not fit for purpose.
- The amount of equity funding that is delivered to New Zealand schools is approximately half that of comparable OECD countries.
- Primary schools receive about half the management staffing that secondary schools receive.
- The current funding formula disadvantages small schools.

Our recommendations in brief

We need to ensure that:

- The proposed equity index is implemented as soon as possible and prioritised for the most disadvantaged schools.
- Equity resourcing is increased to a minimum of 6% of total resourcing and applied across operational, staffing and property formulas.
- Management and staffing entitlements are reviewed to ensure they are fit for purpose.
- Best practice in the use of equity funding by schools is shared across Education Hubs.

The 8 Key Issues:

8 Central Education Agencies

A number of significant structural issues and policy settings make it difficult for the agencies to be as effective as they might be.

- Political imperatives too often take short term priority over the long term best interests of children.
- Because schools are self-governing, agencies have lost the capacity and capability to deeply influence schools in their core business of teaching and learning.
- The agencies have not been adequately funded for what they have been asked to do.
- The agencies are not able to be sufficiently responsive to the overall potential and/or needs of schools.
- Current methods of evaluating schools and the schooling system are inadequate and may lead to negative unintended consequences.
- There are overlaps in function across different agencies.

Our recommendations in brief

In order to achieve both the cultural and the structural transformation we are seeking, it is vital to ensure:

- Significant reconceptualisation and reconfiguration of the system stewardship function of the Ministry of Education. The reconfigured Ministry would monitor and work closely with Education Hubs and have a strong national leadership role in curriculum, learning, assessment (including NCEA assessment) and pedagogy, as well as advisory services for teachers, educational research, policy development, and data analysis for system improvement.
- The creation of a new independent Education Evaluation Office reporting directly to Parliament which:
  - Reports regularly on the performance of the education system.
  - Evaluates the performance of the Ministry of Education and Education Hubs.
  - Is responsible for all quality assurance functions currently carried out by NZQA.
- The Teaching Council should include a new Leadership Centre to operationalise the Leadership Strategy and Capabilities Framework.
- The disestablishment of the Education Review Office (ERO) and New Zealand Qualifications Authority (NZQA).

Concluding comments

The recommendations in this report signal that it is time for cultural and structural transformation in our education system.

Too many of our Māori and Pacific students, and too many of our students from disadvantaged backgrounds, are not succeeding as they should, are not reaching their potential, and have not been doing so for far too long.

When we address these issues the social and economic benefits for these groups and for all of us will be enormous.

We have listened to the multiple voices of those who have experienced schooling as learners/ākonga, as whānau, as teachers/kaiako and as leaders and we have considered the research.

As a result, we are convinced that the totality of recommendations in this report, when fully implemented and integrated, will contribute significantly to bringing about the cultural and structural transformation in schooling that is required. In the schooling system we envisage, everyone works together and continues to learn from each other so that all children and young people in Aotearoa New Zealand are well positioned to succeed.

Our current schooling system

Te pūnaha kura o tēnei wā

To consider the case for change, it is first important to understand the current state and state-integrated schooling system of Aotearoa New Zealand.[1]

In this section, we:

- Describe our current schooling system and who it serves.
- Explain how we are now operating in a context that is different to the one in which *Tomorrow's Schools* was introduced.
- Explain the schooling pathways that are available to children and young people.
- Explain how schools are managed and resourced.
- Give an overview of the roles of the main education agencies.
- Consider what the schooling system will need to do to respond to the opportunities and challenges that the future is likely to bring.

The Tomorrow's Schools reforms made significant changes to the Aotearoa New Zealand schooling system

The *Tomorrow's Schools* reforms transferred governance and decision-making power from the Government to each school, through its parent-elected Board of Trustees. Schools became autonomous entities and principals/tumuaki were appointed by, and accountable to, the school's board. Each school was given responsibility for managing its own budget, for maintaining its buildings and grounds, for employing teachers/kaiako and other staff, and for setting its own goals within national guidelines.

A key aim of the reforms was to make schools more responsive to their communities. The Government of the day thought that giving parents the ability to elect school trustees and allowing schools to compete with each other for students, would lead to improvements in school quality and student achievement. Cutting out the middle layer of education boards and distancing the new Ministry of Education from schools was intended to reduce red-tape and allow schools to make maximum use of government funding for educational purposes.

Each school was deemed to be independent with boards and principals/tumuaki having ownership and care for *their* school but no responsibilities for the other schools within their community or the national education system as a whole.

Aotearoa New Zealand now has thirty years of experience with this model. This experience has led to some significant questions about its unintended consequences, and the complexities and challenges that arise with such a dispersed system.

We have yet to realise the intent of *Tomorrow's Schools* to significantly improve Māori students' learning experiences and success.

Educators' interest in seeing their students progress is not always matched with the capability to support continuous improvement. Competition between schools also creates barriers to good practice being shared across the system.

Accountability mechanisms in the current system do not necessarily lead to improvement and are often regarded by the sector as a compliance exercise.

Ironically, many criticise the current system as being bureaucratic, something it was designed to avoid. The distance between schools and the Ministry of Education has led to mistrust of the Ministry, with many seeing the Ministry primarily as a driver of compliance rather than an agency that understands the very real complexities and challenges faced by schools and the communities they and the Ministry serve.

The Tomorrow's Schools reforms were a product of a time of widespread economic and social reforms. The world has changed significantly over three decades, as has Aotearoa New Zealand.

Our current schooling system

Our students

Our student population has changed since 1989. The table below illustrates the demographic changes we have seen since demographic breakdowns became available in 1996[2] and the ones that are projected to occur by 2030.[3]

Table 1: Ethnic identity of school-aged (5-18) children as a percent of total school-aged population (historic and projected)[4]

	1996	2001	2006	2013	2017	2030
European or Other ethnicity (including New Zealander)	77%	74%	72%	71%	71%	68%
Māori	23%	23%	23%	24%	25%	27%
Asian	7%	8%	10%	12%	13%	20%
Pacific people	9%	10%	11%	13%	13%	15%
Middle Eastern/Latin American/African	1%	1%	1%	1%	2%	3%

Most of our cities and towns are more diverse than they were in 1989. Auckland is described as a 'superdiverse' city, with many schools having students from twenty or more cultures.

Around 15% of our students have additional or special learning needs.

Inequality and poverty have increased markedly. Now around a quarter of our children and young people live in households with low incomes and nearly a fifth are in hardship.

There are increased concerns about the physical and mental wellbeing of children and young people.

The schooling journey

The New Zealand Curriculum and Te Mārautanga o Aotearoa frame teaching and learning. They are not prescriptive documents and offer scope for adaptation and local emphasis.

The main language of instruction in Aotearoa New Zealand schools is English, with different levels of Māori language immersion offered across the system. In areas with high Pacific populations, Pacific languages may also be offered.

Around 2.4% of our students access the curriculum through the medium of Māori. This includes learners/ākonga in Kura Kaupapa Māori settings[5]. Kaupapa Māori settings (Kura Kaupapa Māori, Kura a iwi, and Wharekura) use different curricula based on a Māori worldview and use te reo Māori as their language of instruction.[6]

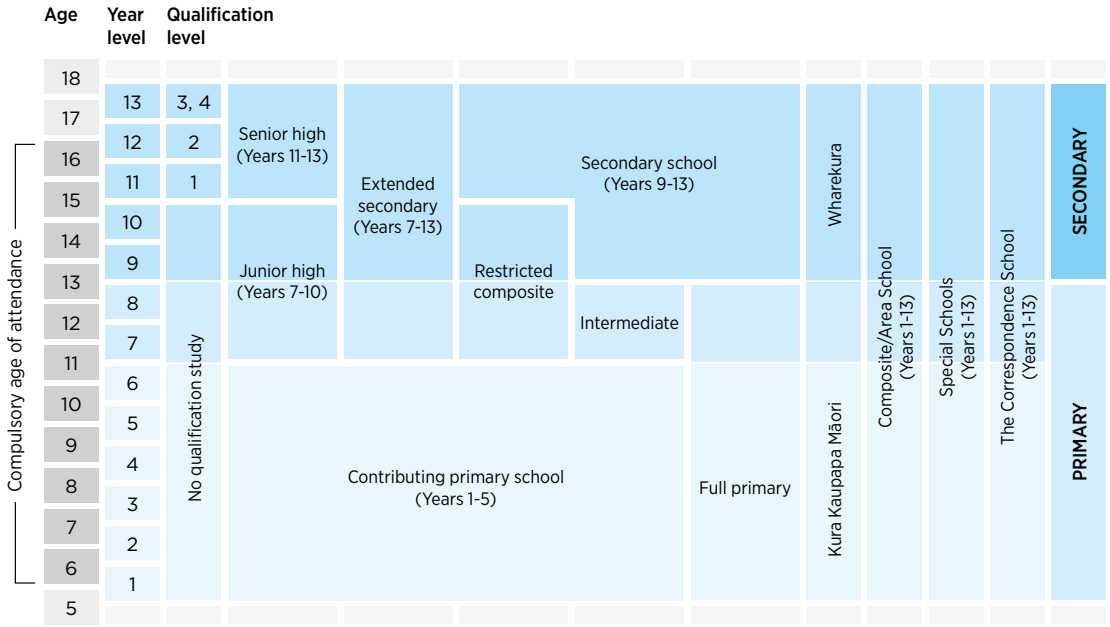
Nearly 97% of children[7] take part in early childhood education before they start school, though time spent in an early learning service and the quality of that service vary widely.

School is compulsory from age 6 to age 16 but most children start school close to their 5th birthdays and most students stay at school until they are 17.

Depending on where learners/ākonga live, or whether they attend a school or kura, compulsory education pathways can include attending:

- A full primary school for Years 1 to 8, then a Year 9-13 secondary school;
- A primary school covering Years 1-6, then an intermediate school for Years 7-8 followed by a Year 9-13 secondary school;
- A primary school covering Years 1-6, then a Year 7-13 secondary school; or
- A composite school for their entire compulsory schooling journey.

Figure 1: Overview of the school system for young people of compulsory school attendance age



Te Aho o Te Kura Pounamu - Correspondence School (Te Kura), provides education for students who cannot physically access a school, who have disengaged or been excluded from local schools, or with dual enrolments where schools cannot provide them with the secondary subjects they wish to take.

Special schools provide education for students with very complex additional learning needs, both on-site and in units within other schools.

Self-managing schools

Each individual school and kura is a Crown entity, governed by a board of trustees elected by parents every three years, with some schools holding midterm elections. Boards are made up of:

- Elected representatives (usually parents of students attending the school).
- The principal.
- A staff representative (where the school has more than one staff member).
- A student representative (secondary schools only).
- Co-opted members (where enough people do not stand for election or the Board needs additional skills or expertise).

Boards operate independently with their roles and responsibilities set by the Education Act 1989 and subsequent amendments. They are reviewed around every three years by the Education Review Office (ERO). Reviews take place more frequently if ERO finds problems, and less frequently if they are deemed to be performing really well. The Ministry of Education can also intervene in schools in specific circumstances.

School Network and Resourcing

Due to its history and geography there are a relatively high number of schools in Aotearoa New Zealand for our population. In 2017:

» 2,432 state and state-integrated schools served a student population of 769,630.
» Just over a quarter of schools had rolls of fewer than 100 students.
» The average primary school roll was 240[8] students and the average secondary school roll was 763 students.[9]

Schools receive resources from the Government through three main funding streams:

» Operational grant funding in cash paid directly to schools.
» A provision for property maintenance.
» A staffing entitlement based on student numbers and school type.

Under the Education Act 1989, state schooling is free, although in practice almost all schools ask for donations from parents to "top up" government funding. State-integrated schools are also able to require attendance fees from parents.

Education agencies[10]

Ministry of Education

The Ministry of Education is the lead agency in the education system, setting national direction and policy, and providing support and advice for schools at the regional levels. The Ministry is also responsible for:

» National curricula design;
» Collecting and analysing a range of education related data;
» Allocating school funding and staffing;
» Administering the school property portfolio;
» Policy and legislative change;
» Contracting and funding school transport and ICT infrastructure;
» Managing the schooling network, including school closures;
» Negotiating national collective agreements for teachers/kaiako, principals/tumuaki and school support staff;
» Monitoring schools' financial health;
» Monitoring the performance of the education Crown entities and two Crown companies; and
» Contracts NZSTA to support training and support for school boards

The Ministry has ten regional offices, which provide advice and support directly to schools on a number of issues, including enrolment, property, crisis support and new policies.

Education Review Office

The Education Review Office (ERO) provides external review and evaluation of the education and care of students in schools and early childhood services. Reports can be used by parents, teachers/kaiako, early childhood education managers, school principals/tumuaki, school trustees, and government policy makers. ERO carries out the following types of reviews and evaluations:

» Education reviews;
» Home-school reviews;
» Cluster reviews of education institutions and services;
» Contract evaluations; and
» National evaluations on education topics.

ERO reviews schools on a differentiated review cycle, where the length of time between reviews is dependent on the outcomes of reviews. ERO returns more frequently to schools that are experiencing issues in governance and performance.

ERO's national evaluations are largely based on the evidence from reviews of individual schools and early childhood services it undertakes. Topics for national evaluations reflect current issues of significance.

New Zealand Qualifications Authority

The New Zealand Qualifications Authority (NZQA) is responsible for the New Zealand Qualifications Framework, the ten levels of which span secondary and tertiary qualifications. The three-level National Certificate of Educational Achievement (NCEA) qualification is standards based, and allows schools flexibility in their choice of internal and external assessments. NZQA quality assures, monitors and moderates the accuracy and consistency of teachers/kaiako' judgments against the standards. NZQA also provides schools with consent to assess against assessment standards, and can withdraw consent.

NZQA also quality assures non-university education providers, has some standard setting responsibilities and operates a qualification recognition service.

Teaching Council of Aotearoa New Zealand

The Teaching Council of Aotearoa New Zealand (Teaching Council) provides leadership and direction to the teaching profession, and has developed a Code of Professional Responsibility and Standards for the Teaching Profession to support this. The Teaching Council grants and renews practising certificates and can cancel a teacher's registration if conditions are not met. It also sets standards for Initial Teacher Education programmes, through which new teachers/kaiako are trained, and shares best practice in leadership and appraisal. It has recently launched a national Leadership Strategy which aims to support all teachers/kaiako to develop their leadership capability.

Looking forward: what will we need from our schooling system in the future?

The Tomorrow's Schools reforms were a product of a time of widespread economic and social reforms. The world has changed significantly over three decades, as has Aotearoa New Zealand. As a nation we now have entrenched disparities within a society that is rapidly becoming more ethnically and culturally diverse.

These changes have increased what we require from our schools. Schools are expected to implement increasing numbers of government policies, to mediate the effects of ethnic and socio-economic disadvantage, and be responsive to the increasing diversity of our students.

Future changes in the environment, society, and the economy will require more of schools and educators. They will require a deep appreciation of the values, knowledge, skills, competencies and dispositions that learners need if they are to lead successful lives as local and global citizens. To do this effectively we must develop a more collaborative system that supports the achievement, health, wellbeing and sense of belonging in our students' physical and virtual worlds.

Why we need change

He aha e hiahiatia nei ngā whakarerekētanga

We believe that there is a strong case for change in the Aotearoa New Zealand school system.

This section explains why.

Students from disadvantaged backgrounds are less likely to succeed particularly those who are also Māori, Pacific, new migrants, refugees, or who have additional learning needs.

Education is highly valued in Aotearoa New Zealand.

Good quality schooling respects and develops the talents, knowledge and capabilities of every single child. It not only benefits the child, but also their family and whānau, their local community, the wider society and the economy.

Parents want the best quality schooling for their children; they want their children to be resilient, confident and competent citizens who are able to thrive in a global environment. Young people want an education that values their whole person with their cultural identity recognised and secure, that nurture their wellbeing and the wellbeing of others, and that equips them with capabilities to succeed and to contribute in the next stage of life, whatever that may be.

Many of our students value their time at school and many do well.

However while our schooling system sets many students up for their future, too many find school a place where they struggle to feel valued, to belong, and to learn.

Students from disadvantaged backgrounds are less likely to succeed particularly those who are also Māori, Pacific, new migrants, refugees, or who have additional learning needs.

Currently we do not have a system that is able to support all of New Zealand's children and young people to thrive.

There is a big gap between the performance of students who are disadvantaged and those who are not.

The Programme for International Student Assessment (PISA) shows that the gap between our highest and lowest performers is wide compared with other countries, and we have fewer students from poor homes who perform well. Unlike some other OECD countries, we have not narrowed the gap in performance between students caused by differences in socio-economic status.

Unlike many other OECD countries we put fewer resources into supporting our students who come from disadvantaged homes: about 3% of school operational funding (including staffing costs) compared with around 6% in comparable jurisdictions.[11] We don't provide those schools serving students with the greatest challenges with additional teaching staff, nor the same level of wraparound services as some other high performing countries. Our current approach to school funding and staffing does not result in every school being able to meet their students' needs.

Our system does not work for too many students – and some groups in particular are not well served.

This is particularly so for children who are Māori, Pacific, new migrants, refugees, or who have additional learning needs.

It is disturbing to hear their experiences of regularly being discounted or marginalised in classrooms, or of feeling that they are not expected to achieve as well as others.[12]

We are largely failing to put into practice the guarantees made by Te Tiriti o Waitangi of equal participation in governance, access to benefits, and protection and retention of cultural resources for Māori and Pākehā and Tauiwi alike.

There have certainly been opportunities for schools to innovate, with gains for Māori evident in the growth of Kaupapa Māori schooling and initiatives such as Te Kotahitanga, a professional development programme focused on improving the educational achievement of Māori students. But innovation remains patchy, and the spread of effective innovation is very uneven and not matched with central support. For example we have had a Pacific Education Plan since 2001. This plan, on its own, has not been able to reduce the persistent disparities in achievement of Pacific learners/ākonga. Similarly the ten year old Ka Hikitia Strategy, which aimed to rapidly change how the education system served Māori, has not been able to achieve the desired step-change.[13] This tells us that our schooling system isn't working well enough: high-level strategies on their own are not sufficient to reach every school and every classroom.

> There will continue to be considerable costs for society and the economy if we do not achieve educational equity for Māori. If we do achieve that equity, there will be gains in the region of a $2.6 billion boost to the economy each year.

While students in Kaupapa Māori education settings achieve NCEA on par with Pākehā students in English-medium settings, the results of their Māori peers in English-medium education continue to reveal their ongoing disadvantage. Without these basic qualifications, their entry into the workforce is impaired and the cycle of disadvantage continues.

The Kura Kaupapa Māori response tells us that we can do something about the disparities. This possibility of accelerated shifts in student success as Māori is also reinforced in the Ka Hikitia report.[14] Other examples include the Mutukaroa[15] initiative and developing mathematical inquiry communities (DIMC).[16]

There will continue to be considerable costs for society and the economy if we do not achieve educational equity for Māori. If we do achieve that equity, there will be gains in the region of a $2.6 billion boost to the economy each year.[17]

As a country, we can't afford to waste this talent. Māori and Pacific students make up 38% of students; by the 2030s they will comprise 42%.

The performance of our education system has slipped in recent years.

There are other signs that our schooling system is not working as well as it should. While we perform above the OECD average in PISA international reading tests for 15-year-olds, performance has declined since 2000. Likewise, performance in science is above the OECD average but has slipped since 2006. In mathematics too, our performance is above the OECD average but has dropped since 2003. In 2015 we had fewer high performers and more low performers in both mathematics and science compared to previous cycles of PISA.[18]

Our own national monitoring shows that the proportion of our students 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.[19]

The quality of our schools varies significantly.

Student engagement and performance in school is heavily influenced by what their individual school can offer. However there is wide variability in student performance across schools within the same decile and in the teaching practices that students experience.[20]

This variability in learning opportunities offered by different schools is often noted in ERO national reports and other government reports. This variability means the system is unable to meet the needs and interests of all students.

In 2016/17, 13% of the schools ERO reviewed had significant challenges, putting them on a one to two year review cycle. Only 10% of the schools reviewed were operating on a 'sustainable self-improvement path' and placed on a four to five year review cycle. ERO noted that it would expect more schools to join the four to five review cycle 'if the system collectively was striving for excellence'.[21]

Particular types of schools are more likely to face challenges.

Schools that are small, in rural or isolated areas, who have new principals/tumuaki or have faced recent leadership changes, and those serving lower socioeconomic communities are most likely to be in the ERO one to two year review cycle. Small and rural or isolated schools also find it harder to attract principals/tumuaki, or keep them. Often these principals/tumuaki also have teaching responsibilities, meaning they shoulder particularly heavy workloads.

But lifting the quality of all schools has proved to be very challenging.

In its 2016 review of the education system, the State Services Commission found that *"there is too much variation in learner achievement, with long-standing problems for particular learners and learner populations, like Māori and Pasifika. 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. There are too many systemic weaknesses in the way funding, information and talent are developed and deployed to be confident that the good results we do see are the result of good system performance, rather than personality or situation-specific factors."*[22]

The system has not always made effective use of the levers it has to influence change. Despite knowing how important good educational leadership is, we have only recently refocused on leadership with a new National Educational Leadership Strategy, and we leave the job of recruiting a good principal to a school's Board of Trustees. We also still expect our principals/tumuaki to manage all the business of a school, a far weightier and more distracting load than principals/tumuaki carry in many other countries. It is no wonder that only a minority of principals/tumuaki say they have sufficient time to focus on educational leadership.

We also leave it up to individual schools to find good teachers/kaiako. In 2016, 62% of primary school principals/tumuaki had difficulty appointing suitable teachers/kaiako for their school[23] and 71% of secondary principals/tumuaki faced difficulties in 2015.[24]The shortage of teachers/kaiako is now a critical system issue.

If all our students are to thrive, the focus in schools needs to be on more than academic achievement

While many of our students are positive about school, only 63% attended regularly in 2017.[25] There was wide variation in regular attendance by school decile: from 47% of students in decile 1 schools to 72% of students in decile 10 schools.

According to the 2015 PISA international survey of 15 year old students' wellbeing, students in New Zealand report above average rates of schoolwork-related anxiety, are less likely to have a sense of belonging at school and more likely to report being bullied at least a few times each month.[26]

We are particularly concerned about the racism and high rate of bullying reported by students in our schools. Depending on the measure used we have the highest or second highest rates of bullying among the 35 countries in the OECD.[27]

Where do we go from here?

We believe that our system, as it currently stands, is not equipped to tackle the major issues that it faces. We have a long way to go if we are to ensure all our students succeed and we are ill prepared for the challenges and uncertainties that will face us in the next 30 years.

It is not that we have been short of well-intentioned policies and strategies to tackle these issues. We also have a world-leading curriculum. Our major difficulty is that our schooling system is structured to focus on individual schools each operating as a separate unit and often reinventing the wheel or competing needlessly with each other.

It's time to rethink our education system to make it a real system.

We have consulted widely to gather ideas and views on how we make this change. The rest of this report will set out exactly how we propose to achieve a truly equitable and excellent system that serves every learner/ākonga.

Purpose and design principles

Te Whāinga me Ngā Mātāpono Whakahoahoa

As we embarked on our review process, we felt it was vitally important that we established a purpose and design framework to guide our work. To do this we needed to answer these core questions:

- What should be the purpose of our education system?
- And if we are to achieve the purpose, what are the design principles upon which the education system should be built?

This section sets out our view on the purpose of our education system and the principles that should inform its design. We have kept these purpose and design principles at the centre of our thinking as we developed our recommendations.

The purpose of our education system

Our desired education system:

1. *Embodies biculturalism and genuine equity and partnership between Māori, Pākehā and Tauiwi 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.[28]

   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 the same year *Tomorrow's Schools* was introduced, the Prime Minister and Minister of Education, David Lange, released a set of five principles to be used as policy guidelines for government and officials when dealing with issues related to Te Tiriti o Waitangi.[29] One of these was the principle of equality, which was to provide an 'implicit assurance social rights would be enjoyed equally by Māori with New Zealand citizens of whatever origin. Special measures to attain that equal enjoyment of social benefits are allowed by international law'.

   In our view, special 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, Aotearoa New Zealand has become a signatory to three major international human rights statements related to children, indigenous peoples and persons with disabilities.[30]

   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 level decision-making processes. The Children's Commissioner, Judge Andrew Becroft, has argued that 'engaging with children and young people directly, and providing a vehicle for their views to be heard and acted on, is an important way of demonstrating our commitment to putting children and young people at the heart of what we do'.[31]

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.

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 students are prioritised when resources are allocated.

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, and enables children and young people to reach their fullest potential in becoming connected, confident, active lifelong learners/ākonga.*

   The best interests of children include their development, mana and wellbeing just as much as their academic achievement. We hope that in the future our schooling system will support seamless 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 difficulties that a child may bring.[32]

   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.[33]

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 problems: technology and work, climate change, sustainability, population growth, inequality and living harmoniously.[34] To address these they will need the confidence and resilience to live by the values and competencies articulated in our national curricula.[35]

Design principles for our education system

We believe that it is important to view the education 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 will have the following characteristics:

1. *The system will be 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 collectively to improve 'our schools'.

2. *The system will be 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, 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 NELPs 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 education system to be easily understood by all, it will require our leaders in schools, communities and nationally to have a clear and shared purpose to ensure that changes to schools 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, government officials and learners/ākonga all understand the direction of travel of the evolving system and the purpose driving it.

3. *The system will be purposefully 'connected'*

   Professional collaboration, dialogue and communication focused on promoting authentic learning occur so that no teacher, 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. In our learning ecosystem, we envisage community having a meaning that is wider than individual schools – so that communities of many schools (and the teachers/kaiako, leaders and public servants in them) all work together for the benefit of learners/ākonga. Everyone is responsible for the success of all.

In our learning ecosystem, we envisage community having a meaning that is wider than individual schools – so that communities of many schools (and the teachers/kaiako, leaders and public servants in them) all work together for the benefit of learners/ākonga.

Ensuring that 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 in need will become the norm.

4. *The system will actively support and nurture teachers/kaiako and school leaders*

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

   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 will actively support and nurture local education system leaders*

   To provide more connection, local education system leaders whose main focus is on supporting equity and excellence across schools 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 and the Government. Tomorrow's Schools created over 2,000 autonomous schools. Some of the essential glue connecting 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 and to 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 will ensure 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, and their children's, interest.[36] As we have seen, the good intentions of *Tomorrow's Schools* have not resulted in fair or just arrangements for our most disadvantaged and disengaged students.

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 sections that follow, we are suggesting cultural and structural changes we regard as essential and sensible, 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 students.

The 8 Key Issues

1. Governance
Ngā Mahi Whakahaere

The *Tomorrow's Schools* reforms recognised the value of close relationships between schools and their communities. As a result, one of its central aims was to empower parents, whānau and communities to run their schools.

It established Boards of Trustees as the school governance structure and made each school the 'basic unit' of education administration.

The governance model introduced by *Tomorrow's Schools* is still in place today. Every three years, parents can nominate and elect board members who are responsible for governing their school or kura. Boards can also co-opt members with additional skills or expertise as required. As of 1 December 2017, there were 19,125[37] people serving on Boards of Trustees in New Zealand across 2,432 state and state-integrated schools.

Over several months we have had the opportunity to speak with hundreds of board members, along with principals/tumuaki, parents, and other people who work closely with boards. Overwhelmingly, those we spoke to were clear about the importance of close relationships between a school and its community. Many see this as the most valuable function of boards of trustees. It was clear that parents want to be involved and have some input in their school, particularly around its philosophy, culture and direction, and the welfare and wellbeing of its students.

Having a board at the school level was also important to people who saw it as providing schools with autonomy. To many we spoke with, this means a school can make decisions without having to wait to check or get permission from centralised, sometimes unresponsive, bureaucracies. It also means the freedom to innovate or to do things differently from other local schools. Providers of Kaupapa Māori education saw the reforms as supporting the development of Māori-medium education.

A number of board members, particularly from higher decile and larger schools, were very confident about their ability to carry out their governance responsibilities.

However, we also heard about significant issues with the current board model. Many trustees and principals/tumuaki talked to us about the responsibilities and workload placed on boards being too great, particularly around property, health and safety, finance and student discipline. We also frequently heard about members being elected with little understanding of governance and the board's role as governors (in relationship to the role of the principal as Chief Executive). We heard that boards are not always equipped to make the right decision when it comes to appointing a principal, which can lead to serious issues for students and the school as a whole.

Schools are increasingly diverse but this diversity is often not reflected in the make up of boards and boards are not always effective at including their communities.

Perennial issues over bringing new trustees up to speed with the complexity of their role have not been resolved by providing more government-funded training. Principals/tumuaki also told us that they often found themselves training their board to govern, acting as de facto chairs, or of boards deferring to them in almost all decisions. They also expressed concerns about potentially having a new employer every three years.

> "I have a very proactive Board and I leave a meeting with a whole lot of new thinking and ideas; I have also had a dreadful Board that nearly threw me out of the profession."
>
> Principal
> - Taranaki/Manawatu Region

While the Board of Trustees model has served many schools well, we frequently heard that the current system is too variable. Whether or not a school has an effective, well-functioning board is often determined by luck, not design, and often the schools with the least resilience and the most disadvantage are the ones disproportionately affected. The Ministry of Education is limited in the extent it supports boards and how it can intervene in schools that are not performing.

In the rest of this section we discuss in more detail what we believe are the major problems associated with the current model:

- The roles and responsibilities of boards are too wide-ranging and complex.
- Boards are not always effective at representing or including their communities.
- Boards can make significant decisions with little oversight.
- The one school one board structure leads to unhealthy competition between schools.
- Ministry support for boards is limited.

At the end of this section we make recommendations to address these issues.

The roles and responsibilities of boards are too wide-ranging and complex

> "Board members aren't always focused on the right things. The compliance checklist takes up a lot of time; property also takes up a lot of time. This distracts from a focus on teaching and learning."
>
> Trustee - special character school

The legal responsibilities of school Boards of Trustees have grown since 1989. Currently boards need to comply with at least 37 Acts of Parliament.[38] Not all boards have the time, skills or expertise to fulfil these complex and wide-ranging responsibilities and support can be limited or hard to access. Many trustees and principals/tumuaki told us that they would welcome the board's responsibilities being reduced and being given more support so that they can focus more on the core work of schools: teaching and learning, and student wellbeing and engagement.

Fulfilling the wide ranging responsibilities of boards often falls on principals/tumuaki

The reality is that in many schools much of the board's work falls on the school principal. Too much of the principal's time is taken up by matters which are essentially peripheral to their core role as leaders of learning. National surveys show that only a minority of principals/tumuaki can schedule enough time for the educational leadership part of their job, or have a workload that is manageable.[39] About half those who use New Zealand School Trustee Association's advisory services are principals/tumuaki, illustrating the high management load on the principal/tumuaki. It is hard to see how we can improve student learning and achievement if principals/tumuaki cannot focus sufficiently on the most important part of their job: the quality of learning and teaching.

It is often difficult to get boards with the right expertise and capabilities

Some trustees, principals/tumuaki, parents, and others talked about recruiting people with particular expertise related to the board's responsibilities, for example property, finance, or the law. Others found that having trustees with this expertise did not ensure that boards made good decisions: that what was needed more was a good understanding of education and of governance. Some people with experience of governance of businesses said that it was unusual for a governance body to have board members or directors without expertise in the nature of the business – in this case, education.

Appointing the principal is the most important job the board does, given the principal's critical role in ensuring and improving the quality of a school. We heard too often from those working with schools where these processes had not been carried out well because board members did not have the educational understanding they needed to make a suitable appointment. We heard stories of the significant impact on schools, children, and the broader community, when the wrong person is appointed as principal. From the other side, we also heard stories from principals/tumuaki about the stress and personal cost of being employed by a board that lacks the capacity to govern well, doesn't understand the difference between governance and management, or contains members with personal agendas.

We have had concerns expressed to us around some principals/tumuaki staying at the same school too long and becoming complacent when they would benefit from a new challenge. We have also heard of schools wanting to attract well regarded local principals/tumuaki to help them with their challenges.

> "Training can be high quality but can be ad hoc and patchy in terms of what is available to different schools and communities... and this results in disparities between schools."
>
> Trustee - high decile school

Support can be hard to access and of limited use

There is no requirement for boards to seek outside support for these important decisions. Many boards do involve advisers in their appointments, but we heard that not all advisers are of sufficient calibre and that boards don't always utilise the advice they are given. Boards often involve a professional in their appraisal of the principal's performance, but again, their expertise is variable. Some provide good challenge for principals/tumuaki; others do not.

The government funds[40] the New Zealand School Trustees Association to offer training and support for boards, but this is voluntary. Many trustees do attend introductory workshops for the role, and others access focused workshops on things like finance, policy development, or the board's role as employer. However support can be difficult to access and it can be hard for those working in the evenings or weekends or those who live in rural areas to attend workshops.

Changes in work, family makeup, and financial pressures mean that it can be increasingly difficult to find parents and others with the significant time to commit to the many responsibilities of board membership.

Board responsibilities place significant burdens on trustees

Parents and community members told us that the demands currently made of boards discourage people from standing for election. Some trustees told us that the responsibilities they have as trustees are very different from what they thought they would be taking on when they put themselves forward to be on the board.

Others noted that payment for this complex role does not cover the costs incurred to contribute as a trustee, particularly if they must forego paid work. Payment for trustee work is fixed by the school's Board of Trustees. Inland Revenue allows $75 per board meeting (up to a maximum of $825 a year) for board chairs, and $55 per board meeting (up to a maximum of $605 a year) for any other board member, to be treated as reimbursement of expenditure. This rate was developed to ensure that the role was not seen as secondary income (for tax purposes), rather than a reflection of the true value of the role and responsibility that board members assume.[41] Because fees come out of a schools' operating grant many trustees are also reluctant to accept them.

Society has also changed significantly in the last thirty years. Changes in work, family makeup, and financial pressures mean that it can be increasingly difficult to find parents and others with the significant time to commit to the many responsibilities of board membership.

The demands of the role may help explain why board elections are not particularly well contested. In 2016, a board election year, 43% of schools did not have a vote for their board because there was no contest for the positions. Around a fifth of boards do not have the five parent trustees that they should have.

Parent interest in who represent them on boards is not high. While the election of boards is one of the main opportunities to exercise democratic rights in Aotearoa New Zealand for parents, only 22% of parents nationally returned voting papers in 2016.

Boards are not always effective at representing or including their communities

Where school communities are relatively homogenous, ensuring that boards represent the school community they serve is more straightforward. But even then, it can be difficult for those who are the sole member from their community on the board to represent the needs and concerns of that group.

In particular, we heard from Māori whānau, Pacific parents, and parents of children with disabilities or additional learning needs who felt they were lone voices on the board. This often constrained their effectiveness in helping their school to better meet learner/ākonga needs and potential.

Māori and Pacific representation on boards is limited

Nationwide, 58% of schools do not have enough Māori on their board to adequately represent the proportion of Māori students at the school. Similarly, 61% do not have enough Pacific members on their board to adequately represent the proportion of Pacific students at the school.[42] In order to give effect to Te Tiriti o Waitangi, we need to think carefully about how iwi and schools can work together better. The question of iwi representation on boards was raised with us, but we also heard about the difficulty in practical terms of providing this for every school individually.

Kaupapa Māori originally resisted the Board of Trustees model because the hierarchy it implied did not sit comfortably with their culture of a community sharing knowledge and responsibility. We heard that while Kaupapa Māori adhere to the law and have boards, real power lies with the discussions in the more inclusive and open whānau groups.

Although the bicultural relationship between iwi Māori and the Crown must be foundational, we understand our society and schooling has become increasingly multicultural and more schools have a wider range of cultural communities. Mechanisms need to be found to better include these diverse communities on boards than is currently the case.

Nationwide, 58% of schools do not have enough Māori on their board to adequately represent the proportion of Māori students at the school. Similarly, 61% do not have enough Pacific members on their board to adequately represent the proportion of Pacific students at the school.

Student representatives are on their own

Boards of secondary schools have a student trustee position. Student representatives who spoke with us often felt that they were getting useful skills or experience from their involvement with the board, but they also found it difficult to be the only person representing the student voice.

Given what we know about the importance of 'student voice' in understanding and responding to students more effectively, there are real questions about whether a sole student on a board can effectively represent the student population of hundreds, if not thousands, of diverse young people. There are also questions about whether a single student can exercise an independent voice on equal terms with a board that is otherwise composed entirely of adults, including the school principal, a person who has significant authority over the student as an individual.

We also heard concerns around the emotional wellbeing of student representatives, given the difficult and sensitive nature of some things that boards must grapple with. These can include confidential information about teachers/kaiako and staff, the discipline of their peers, as well as commercially sensitive negotiations.

> "My confidence drops when I give information to the board – it is tokenism, the student trustee role."
>
> Student Trustee

There can be tensions with the inclusion of the principal on the board

The Board of Trustees model recognises the value of partnership between education professionals and the parent and wider community. The hybrid nature of the board is evident as the school principal is included as a board member, and this recognises the importance of educational expertise on the board.

A few people we heard from thought that the principal should not be a member of the school board. However, it would be difficult to operate school boards with governance responsibilities without any educational knowledge present and, on many boards, the principal and the staff representative are the only people with that knowledge.

There can be difficulties around personal agendas on boards

Some principals/tumuaki, board members and people who worked with schools had seen previously well-functioning boards and schools undermined by new trustees with particular personal agendas. This can lead to relationships between board members deteriorating, damaging the relationship between the principal and the board, then a break down in the relationship between the school and its wider community. In extreme situations significant interventions have been required in the form of a Limited Statutory Manager taking over some board responsibilities or a Commissioner replacing a board entirely.

Boards can make significant decisions with little oversight

> "We recently worked with a young person who was suspended for eight months – this is an indication of what schools believe they are allowed to do and what parents are prepared to accept."
>
> YouthLaw Aotearoa

The current legislation gives boards significant powers so long as they do not breach human rights, employment or other legislation.

However, a significant number of people and some key organisations, including the Children's Commissioner and Ombudsman, raised concerns about how some boards exercise their powers and the impact this has on children and young people.

Boards have powers that allow them to make decisions that can significantly impact on the life of a young person and their family. We heard of the far-reaching consequences of student suspensions, exclusions or expulsions, and of the costs of there being no right of appeal within the present system. How was it, the Children's Commissioner asked us, that jockeys, owners of race horses and rugby players all have more appeal rights than children or young people do when it comes to decisions about their education future?

Students and whānau can make a formal complaint to the Human Rights Commission or the Ombudsman, but neither of these bodies makes binding decisions, and in any case, these decisions are too late for real or timely redress. Some people have taken board decisions through the court system, but this again does not resolve matters in ways that keep students in education and is only available to those who can afford significant legal costs. YouthLaw expressed concern that while suspensions disproportionately affect Māori and Pacific families, the majority of their clients are Pākehā.

Many people believe that this power imbalance between boards and students, parents and whānau with genuine grievances needs to be addressed.

Board decisions can have significant financial, legal and educational implications

We heard of boards committing themselves to property developments that did not follow robust processes. In some cases this resulted in buildings that were not required, not fit for purpose, or were substandard. These decisions often meant the school ran into significant financial or legal issues which the Crown had to cover. The autonomous nature of boards meant that the Ministry was powerless to intervene in these decisions, but had to deal with the fall out.

We also heard of cases where boards have become involved in expensive and avoidable employment disputes with their principal, often based on poor process or even personal relationship breakdowns.

At the same time, we have heard of cases where boards have failed to act when the performance of a principal or teacher is below acceptable standards. Such cases mean that students may not receive the education they are entitled to for years until a new board was prepared to address the performance failings.

The 'one school one board' structure leads to unhealthy competition between schools

Decisions are taken without consideration of the wider community

The board of trustee model is premised around 'one school one board'.[43] This contributes to boards and principals/tumuaki being exclusively focused on their individual school, and prioritising what they feel are the best interests of their particular school. While it is natural for boards and principals/tumuaki to want the best for the students they work with, these decisions can result in negative consequences for other schools, or for other students.

Competition between boards impacts on the quality of some schools

Because school operational funding, staffing, and a principal/tumuaki's salary are tied to the size of the school roll, many boards and principals/tumuaki are incentivised to compete with other schools for students. These often unhealthy levels of competition have contributed to declines in the rolls of some schools, particularly, but not only, in low decile schools, regardless of their quality and effectiveness. This in turn makes it increasingly difficult for these schools to meet the needs of their students as the roll declines result in funding and staffing cuts. As a result, school quality suffers.

We heard that the recent introduction of Communities of Learning | Kāhui Ako has given schools the opportunity to see how collaborating with other schools leads to benefits for their students. But we also heard how difficult it is for many schools to step away from seeing themselves in competition with each other, and to trust one another. People reported that there seems to be insufficient recognition that all schools are part of a publicly funded education system: that no-one can claim a particular school as 'theirs' alone.

Ministry support for boards is limited

There is limited engagement with schools

One of the key ways that schools are held accountable is through the requirement to provide the Ministry with an annual report. Somewhat ironically, we often heard from principals/tumuaki that this report did not prompt the Ministry to engage with them. As a result, many principals/tumuaki see the annual reports as an exercise only in compliance and "ticking the box", rather than improvement.

We heard from Ministry staff that they lack the staffing resources to respond to each school's annual report, let alone visit each school regularly. They do, however, use the annual reports, alongside other information channels, to work out which schools need their active attention to address issues.

We heard from principals/tumuaki that they really want to see the Ministry engage more with schools, if it is done in a way that supports their work. However, previous experiences of system changes being rolled out without sufficient communication or support has left a legacy of caution and often mistrust. Principals/tumuaki also spoke about the variable education experience of front line Ministry staff, and the difficulty of building relationships due to staff turnover in regional offices.

Interventions are variable and come at a cost to schools

Before the Education Act was updated in 2017, the Ministry was limited in the support it could provide to boards that had got into difficulty. This support was described as a 'statutory intervention' and often took the form of a Limited Statutory Manager (LSM),[44] or replacing the board with a Commissioner. Some boards have requested this support voluntarily when they have realised they could not resolve issues on their own. On the other hand, some schools have resisted because of concerns about the public stigma of being a school with 'problems', and because a school is ordinarily required to fund the cost of an intervention out of its operating grant. Some interventions have lasted for years.

The interventions themselves have also been criticised as being of variable quality and highly reliant on the capability and professionalism of the person appointed to the LSM or Commissioner role. Staff from the Ministry, ERO and others working with schools have told us that these interventions often do not provide sustainable solutions, particularly where there are ongoing issues with attracting and retaining good principals, or community tensions that play out in school boards.

The Ministry of Education now has more scope to work with schools and has introduced a more graduated range of interventions, such as requiring schools to attend a case conference to address a particular issue, engage specialist help, or carry out a specified action under a performance notice before moving to LSM or a Commissioner. The Minister may also now appoint an additional trustee to a board.

Mechanisms to intervene in poorly performing schools are weak

Ministry staff often expressed reluctance to exercise the statutory intervention powers available because they believe their best chance of effecting significant change in a school depends on building positive, trusting and long term relationships with the school. We agree. But currently, Ministry staff often do not have the capacity to do this. Their ability to use what powers they have is further limited by their lack of funding to bring in the additional expertise needed to support schools to progress in often complex environments.

The result of all this is that too many students are effectively abandoned by the system.

Inadequate monitoring of the support their schools need

In conversations with principals/tumuaki and Ministry staff, we have been told that Ministry staff can have limited knowledge of many of the schools in their care. Many school principals/tumuaki said that their visits from their Ministry Advisers were infrequent (if they occurred at all), and largely based on checking school compliance and asking questions related to government priorities.

We understand that the Ministry does monitor data, listen to community feedback, and work with ERO, but this information is often not able to be gathered in real time. Action tends to be taken only when problems are well established.

It appears that the Ministry has relatively limited first hand quality information about teaching and learning in most schools. Therefore, its ability to systematically provide advice, offer guidance, and pre-empt problems in schools is also very limited.

We believe the Ministry's ability to monitor and support the whole schooling system in real time is weak. As a consequence, its efforts to intervene in schools to pre-empt problems and provide advice and leadership can only be marginally effective.

Where do we go from here?

We believe the issues described above are serious and systemic and need to be addressed if we are to build an education system that ensures every single child and young person receives the best education possible.

Although the current model is working well for some, it does not provide assurance that all schools are of a high quality and well-positioned to meet the needs of all our children, in all our communities, regardless of where they live or who they are.

The roles and responsibilities of boards are wide ranging and complex, and boards do not always have the skills, expertise and time to focus on what really makes a difference to students' learning. Boards do not always represent and include their communities. The extensive powers that boards have can have a significant impact on the lives of children and young people, and can lead to boards making decisions that jeopardise the future of a school. The focus on all governance sitting at the individual school level leads to unhealthy competition. Finally, the Ministry is too often unable to effectively intervene in or support poorly performing boards to improve.

We have system wide problems because our schooling system has been designed for individual, self-governing components, and not for networked and connected communities. Our schooling system is not designed to be a learning ecosystem.

What we want to achieve

Our recommendations are designed to bring about significant changes to the culture of the education system; they focus on improvement rather than compliance; on interdependence rather than competition; and on collectively achieving equitable outcomes for all.

We expect that full implementation will require significant resource and capacity building over a period of time. We also expect that the changes proposed will need to be managed carefully, and phased in gradually.

Our recommendations aim to achieve four important things:

- To reorient the roles of boards and school principals/tumuaki so that they are able to focus on their core responsibilities.
- To ensure schools are supported by, and contribute to, their local network, through the formation of local Education Hubs that assume local governance responsibilities.
- To ensure that the Education Hubs supporting schools have the knowledge, flexibility and resources to be able to respond to the needs of individual schools.
- To ensure that the key decisions in the system are made at the appropriate level.

Our recommendations... focus on improvement rather than compliance; on interdependence rather than competition; and on collectively achieving equitable outcomes for all.

Governance

Recommendations

Recommendation 1:

We recommend that the roles of boards of trustees are reoriented so that their core responsibilities are to:

1. Provide input into, and retain final approval of:
    - The appointment of the principal
    - The school's strategic and annual plan
2. Be responsible for managing and reporting on locally raised funds
3. Provide advice to the principal on matters related to:
    - Student wellbeing, belonging, student success and achievement
    - Localised curriculum and assessment practices
    - Property, finances, health and safety and any other matters
4. Work with its Education Hub to:
    - Provide input into the principal performance management review process
    - Ensure active, ongoing and meaningful consultation with parents, whānau and community.

In addition, we recommend that:

- Current board membership regulations should be reviewed to ensure that boards represent the community of the school – as a minimum, all boards should be required to have mana whenua representation. The student representative composition should also be reviewed to ensure enhanced opportunity for student voice. Other board membership remains as it is currently.
- Board members' fees should be reviewed to properly acknowledge their work and contributions.

Recommendation 2:

We recommend that local Education Hubs are established.

Why introduce Education Hubs?

The establishment of service-oriented Education Hubs would signal major change in the nature and quality of support schools receive, and the way they relate to and work with each other. They would provide the structure for a system that supports interdependence and collective responsibility between all of its parts for continual improvement. They would actively work to lift the quality of teaching and learning across the system.

Education Hubs would be active in leading learning across their network of schools. They would encourage and support innovative practice and would build a culture of sharing and collaboration across the school network. Education Hubs would focus on students' success including wellbeing, belonging, success, achievement, and engagement.

They would have to be education and learner/ākonga focused organisations that work in partnership with schools, and that provide timely high-quality advice and support. They would also have to work in partnership with the Ministry, the Teaching Council and other education and social sector agencies, as well as other Education Hubs. They would have to have both regard to and input into all national primary and secondary education initiatives and reforms, in both policy development and implementation.

Education Hubs would be required to deliver specified outcomes, process and relationship based key performance indicators (KPIs), which would be agreed with the Minister and Ministry. These would include KPIs related to student and system success. They would also include KPIs related to school property, finance, and health and safety. The KPIs would need to be carefully constructed to ensure that they are robust, improvement focused and do not drive compliance behaviours.

How would the Education Hubs be organised?

- We recommend that Education Hubs replace the current Ministry regional offices, that they be autonomous of the Ministry, and that they take the form of Crown agencies.
- Education Hubs would carry out government policies, but would be expected to have considerable discretion in implementing these policies at a local level, allowing them to respond to local flavour and local needs.
- The exact number and configuration of these Education Hubs would need to ensure that each Education Hub was able to work in close partnership with all of its schools. We suggest that each Education Hub would work with an average of 125 schools, though this would vary across the country according to location and need.
- We recommend that as part of the Crown's obligations under Te Tiriti o Waitangi active consideration be given to the establishment of a specific national Hub for Kaupapa Māori education settings, which would not be geographically based. This Hub would be co-designed and established with iwi Māori to ensure connected and parallel pathways for ongoing support and promotion of Kaupapa Māori ākonga.
- We recommend that Education Hubs would assume all the legal responsibilities and liabilities currently held by school Boards of Trustees. This would include responsibility for school quality and performance, principal and teacher employment, 5YA property funding and property development, financial management including final approval of a school's annual budget, health and safety, and human resources services.

Governance

Recommendations

- Staffing entitlements and operational funds for individual schools would continue to be determined nationally, as is the case currently. These would be automatically delegated to principals/tumuaki through the Education Hub, which would have appropriate reporting and control processes. Principals/tumuaki would continue to be responsible for, and have discretion over, the recruitment and management of their staff and the use of their operational budget. In cases of mismanagement the budget delegation would be withdrawn.
- Education Hubs will normally retain control of 5YA and other major property developments with mandated requirements regarding consultation with schools. However, some schools may wish to request a delegation to control responsibility for some or all of these funds. Such a delegation may be approved by the Education Hub based on national risk and capability criteria and would be documented in a fixed term renewable contract with the school.
- Education Hubs could also undertake procurement, property maintenance, and accounting functions on behalf of schools that wanted these.
- Education Hubs would be allocated additional discretionary funds, which would be used specifically to address equity issues in the network of schools.
- Education Hubs would formalise, strengthen and 'hard wire' links with other related Government agencies that play a role in the lives of children and young people. These would include the District Health Boards, Work and Income New Zealand, the Ministry of Social Development, Oranga Tamariki, and Housing New Zealand. To achieve these strong connections, the Education Hubs would lead the creation of multi-agency local teams to ensure that schools, students and parents can access a full service from the Government without facing barriers or disconnects between agencies.
- The Ministry and the Education Hubs would have a joint responsibility to ensure consistency of schooling provision across the country. Education Hubs would also collaborate at a national level to share expertise with each other and the Ministry. This would support the spread of best practice and learning across the system.

How would the Education Hubs be governed?

- We recommend that the Education Hubs be governed by a Ministerially appointed group of directors. At least half of these directors should be practicing educators with a range of complementary expertise. Local Iwi must also be represented. Directors would have close connections with the region served by the Education Hub.
- The Education Hub would, through a process of collaboration and co-design, develop a local area strategic and annual education plan that would be consistent with the National Education and Learning Priorities. This plan would set out a coherent and learner/ākonga based vision and goals for the area.

What would the Education Hubs do?

Manage the schooling network

» The Education Hub would also take decisions on network provision, including the opening and closing of schools. This would ensure the integrity of the network, particularly in relation to ensuring equity, and ensuring that resources are efficiently used.

» While maintaining parental choice as far as possible, the Education Hub would also review existing enrolment schemes (also known as enrolment zones) for fairness. It would establish new enrolment schemes if necessary, and adjust enrolment schemes as required, in consultation with schools and communities.

» Education Hubs would be responsible for consulting with schools and communities on enrolment schemes and would make final decisions about these to ensure that there is a strong network of schools.

Provide a full range of learning and business services to schools – done either directly or by brokering

The Teaching and Learning unit of an Education Hub would:

» Be staffed by an appropriate mix of seconded and permanent practicing teachers/kaiako, educators and contractors from schools and other education organisations.

» Employ a team of Leadership Advisers, whose role would be to work directly with individual school principals/tumuaki and collectively with all Education Hub principals/tumuaki to support innovation, share common issues and problem-solve solutions; this would work to develop leadership capabilities and skills across the Education Hub.

» The Leadership Advisers would also work closely with the Leadership Centre.

» Provide a comprehensive advisory service to teachers/kaiako, including curriculum, learning assessment, and pedagogy; this service would have appropriate links to the Ministry, the Teaching Council and other key education agencies.

» Take responsibility for Learner Support with appropriate links to the Ministry.

Education Hubs would be active in leading learning across their network of schools. They would encourage and support innovative practice and would build a culture of sharing and collaboration across the school network.

Governance

Recommendations

The Business Support Services unit would be responsible for:

» Property development and 5YA for schools (unless this is delegated back).

» Advice and support for schools (at the school's request) for health and safety advice, human resources services, digital technology services, procurement services, property maintenance, accounting services, financial reporting and monitoring, and anything else appropriate.

It would have appropriate links to the Ministry for these services.

Alongside boards, appoint school principals/tumuaki

» The Education Hub would consult with the board and community prior to developing a job description or advertising a position. The approach would be collaborative and co-designed. An Education Hub initiated panel with up to 50% representation from the school's board would be responsible for carrying out the shortlisting, interviewing and reference checks of eligible candidates. A Leadership Adviser employed by the Education Hub would oversee the appointment process.

» Once a preferred candidate has been selected, the school board would formally approve the candidate prior to a job offer being made. The board members on the appointment committee would provide any information the rest of the board may require.

» Education Hubs would provide principals/tumuaki with ongoing employment and appoint them to a particular school on a five year contract. This would allow Education Hubs to provide opportunities for principals/tumuaki to gain experience in a variety of school settings and to contribute where their expertise is most needed across the community of schools.

Performance manage school principals/tumuaki

» This process would be routinely undertaken by a leadership advisor and co-designed with the principal/tumuaki to support their professional growth. The leadership advisor would have responsibility for ensuring that timely and appropriate action is taken if there are issues with the principal's performance.

Employ teachers/kaiako

» Education Hubs would be the legal employer of teachers/kaiako, but principals/tumuaki would appoint and performance manage all their staff within national guidelines with advice and guidance from the Education Hub if required.

» Being employed by the Education Hub would offer the opportunity for teachers/kaiako to be seconded to other schools or to the Education Hub, so that their expertise could be shared more widely. In the same way, Education Hub staff may be seconded into schools to 'reconnect' and gain up to date experience or to work on specific projects.

» Education Hubs would also facilitate secondment of teachers/kaiako into central agencies, and of staff in central agencies into schools.

Monitor the performance of schools continuously and provide support as necessary

» Schools would gather and report annually on progress, achievement, wellbeing and belonging, as part of their annual report. Education Hubs' websites would host the schools' strategic and annual plans and the schools' annual report to provide whānau with a single point of access to information about each school. The Education Hub and principals/tumuaki would agree the most appropriate common tools for data gathering on wellbeing and belonging. Progress and achievement data will be guided by the outcomes of the Ministerial Advisory Group on Curriculum, Progress and Achievement.

- Education Hubs would publish an annual report with aggregated data on all of the above with analysis of strengths and weaknesses, and areas for improvement.
- Education Hubs would monitor the performance of schools in real time and provide support as necessary. Schools should expect regular contact from high calibre Hub staff who can deliver what is needed in a timely manner.
- Education Hubs would work with school boards to maximise their effectiveness in working with school principals/tumuaki about strategic planning, self-review, student wellbeing and engagement, and board elections. This would mean there would be no longer a need for a national contract with NZSTA to train and support boards.
- Where necessary, Education Hubs would have the power to dismiss school boards.

Manage school suspensions

- Education Hubs, rather than school boards, would be responsible for all processes after a suspension has been initiated by a school principal. If a school principal suspends a student, the Education Hub would be responsible for working with the school principal, and other principals/tumuaki if necessary, to ensure that the student's rights are upheld, that they are treated fairly, and that they have access to continued quality education provision.

Provide advocacy and complaint services for parents and students

- Education Hubs would provide a whānau and student advocacy service, which would be used where parent or student approaches to the school to resolve an issue have not been successful. A restorative approach would be taken so that concerns can be resolved in a positive and helpful manner.
- Hubs would also provide access to an independent disputes and appeal service for parents, whānau and students. This service would ensure the complainant is provided with a support person under all circumstances. A restorative approach would be taken so that concerns can be resolved in a positive and helpful manner.
- Hub decisions and decisions by the independent disputes and appeal service would also continue to be subject to investigation through current Ombudsman, Children's Commissioner and High Court channels.

Education Hub delegations to school principals/tumuaki

Staffing entitlements and operational funds for individual schools would continue to be determined nationally, as is the case currently. These would be automatically delegated to principals/tumuaki through the Education Hub, which would have appropriate reporting and control processes.
The delegation would be withdrawn in the case of mismanagement.

Property development and 5YA

Education Hubs will normally maintain control of property development and 5YA. However some schools may wish to request a delegation to control property development and/or 5YA.

All such delegations would be approved by the Education Hub based on national risk and capability criteria. They would be documented in a simple fixed term renewable contract with the school.

Governance

Recommendations

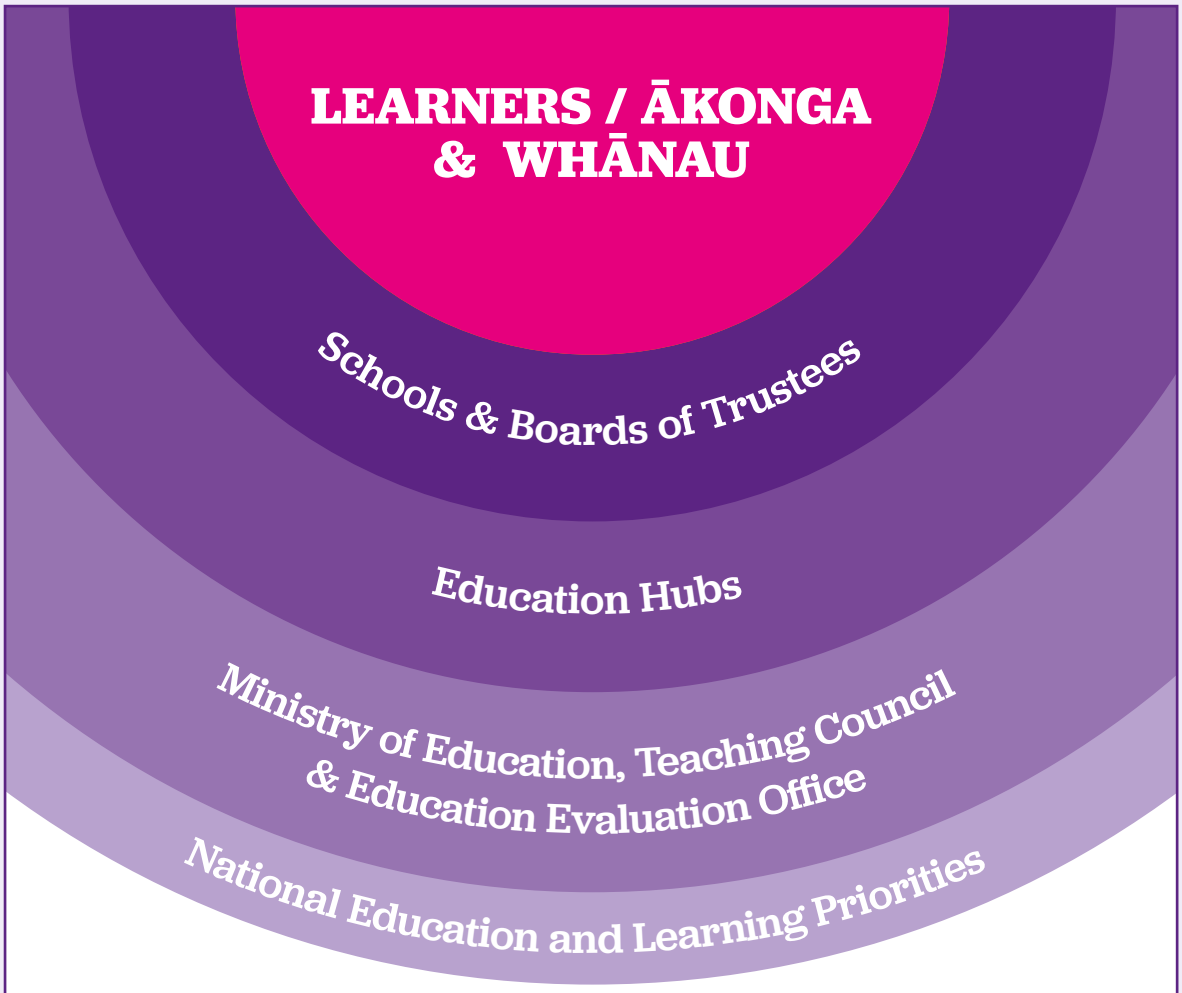
Recommendation 3:

We recommend that Education Hubs are regularly reviewed

- The performance of the Education Hubs would be of prime importance. They would have to be held to the highest standards of performance on outcomes, processes and relationships. For this reason, we recommend that a new independent Education Evaluation Office (EEO) (see section in Central Education Agencies) has responsibility for providing regular reports on Education Hub performance against their KPIs.
- As each Education Hub would be required to have KPIs relating to the performance of the schools in the Education Hub, we expect that a newly constituted EEO would not have responsibility for reviewing every school in the country, although it may carry out sampling reviews in schools as part of its Education Hub review.
- Once identified, poorly performing Education Hubs would be supported by an expert, appointed by the Minister. The Minister will maintain the ability to dismiss non-performing directors or Education Hub boards.

Education Hubs would provide a whānau and student advocacy service, which would be used where parent or student approaches to the school to resolve an issue had not been successful.

Figure 1: Our Future Schooling System



Our Future Schooling System

School Boards of Trustees:
Focused role on learner/ākonga success.

Education Hubs:
Leadership of learning and governance of the local schooling network.

Ministry of Education:
Reconfigured and focused on whole of system improvement and stewardship.

Teaching Council:
Expanded role to include Leadership Centre.

Education Evaluation Office:
Whole of system evaluation for improvement, reporting to Parliament.

The 8 Key Issues

2. Schooling Provision
Ngā Momo Kura me Ngā Hononga

Schooling provision must be able to meet all children's learning, wellbeing and belonging needs, now and into the future. The Education Act 1989 currently provides for the provision of primary, intermediate, secondary and composite schools.

In this section, we discuss schooling provision, which refers to all of the different types of schooling available across Aotearoa New Zealand and how they fit together.

School self-governance, combined with parental choice and competition between schools for students, has led to some school provision becoming more diverse and more responsive to local family and whānau community wishes in its form, structure and what it offers. However, it has also made it harder for the overall schooling network to be managed so that it is effective, efficient and coherent, and in some cases has led to schools adopting practices that exclude some students.

The provision of accessible, relevant and meaningful schooling is a right of all New Zealanders. However, we have heard that there are significant issues with this currently. Although Māori are 25% of the school population, we have heard that schooling provision that allows students to learn in te reo Māori is inadequate to meet Māori aspirations for their own language, culture and identity.[45] Māori language provision must be for all children in our country and therefore must be an integral part of what is offered by the schooling network as a whole.

In the current system, schools understandably make decisions in their own interests about the facilities and curriculum they provide to students. They are not required to take into account the collective interests of the wider community of schools, or to consider the schooling provision that already exists elsewhere. In our view, moving these decisions to the Education Hub level will result in better choices because time, capabilities and resources invested in schooling will be prioritised according to the needs and interests of the community.

In the current system, schools understandably make decisions in their own interests about the facilities and curriculum they provide to students. They are not required to take into account the collective interests of the wider community of schools.

In the rest of this section we discuss in more detail what we believe are the major problems and challenges facing the current schooling provision:

- The provision of Kaupapa Māori schooling has not been sufficiently supported.
- The teaching of Māori and Pacific languages has increased, but these pathways remain fragile.
- It is challenging to manage the network of schools.
- Transitions between schools can be difficult for students.
- Alternative education can vary in quality, but may be the best short-term option for a number of students.
- Te Kura has the potential to have a greater role in the provision of flexible schooling, but it is currently restricted.
- Schooling needs to become more flexible.

At the end of this section, we make recommendations to address these issues.

We have heard that the schooling system needs teachers/kaiako with specific language and teaching expertise so that students have their language skills extended from one year to the next, and so that the languages are well taught.

The provision of Kaupapa Māori schooling has not been sufficiently supported

One of the benefits that has emerged alongside *Tomorrow's Schools* has been the increase of Kaupapa Māori schooling pathways; pathways based on a Māori worldview, with the curriculum accessed through total immersion in te reo Māori.

The Kaupapa Māori movement of the 1980s, from which these schooling options grew, called for parallel pathways to allow for greater Māori self-determination and cultural and language maintenance and revitalisation.

There have been barriers to the growth of Kaupapa Māori schooling

We have heard how the potential of Kaupapa Māori schooling has yet to be fully realised. The growth of Kaupapa Māori education settings has been carefully managed by the Crown. This is often said to be due to the lack of proficient Māori language teachers/kaiako, research and resources, and the need for a more coherent long-term plan.

However, significant barriers to the establishment of these settings have also included bureaucratic hurdles, a lack of Government investment, and limited capacity among existing kura to be able to support other Māori communities to enter this process. Clearly the current Kaupapa Māori provision unfairly limits options for many Māori children and their whānau who often must make significant personal commitment and investment in their transition from one such setting to another. Despite having learned much about such transitions,[46] we do not have effective supports in place.

The teaching of Māori and Pacific languages has increased, but these pathways remain fragile

At the same time the teaching of Māori language has grown in the English-medium state schooling sector. This has no doubt added to the strain on proficient Māori language teachers/kaiako, coherent Māori language pathways from early childhood education to tertiary are still not clearly visible across the country. Māori language provision is fragile, often created by being a small unit within a school, with scarcity of staffing and resources and a variable approach to pedagogy and learning. We have heard of schools who are having to close their bilingual units due to their inability to staff them adequately.

In areas with high Pacific populations, bilingual education has also developed in several Pacific languages. Pacific families have been the driver to demand Pacific bilingual provision across 43 schools.[47] This provision has been dependent on the knowledge, expertise and motivation of the principal and board of trustees. Across these schools, there are expert leaders and champions for bilingual provision. However, there is no national strategy for Pacific bilingual units in schools.

The teaching of te reo Māori and Pacific languages needs to be better supported

We have heard that the schooling system needs teachers/kaiako with specific language and teaching expertise so that students have their language skills extended from one year to the next, and so that the languages are well taught.[48] As an additional challenge, resources that were once being produced are no longer readily available. Teachers/kaiako in these settings require guidance, planning and national networks. In our view, low levels of kura and te reo Māori language provision (including kura auraki and kura reo rua) do not match the Crown's commitments to action on Te Tiriti o Waitangi.

It is challenging to manage the network of schools

Decile drift has led to inequity

The Tomorrow's Schools policy of freedom for parents and whānau to choose to send their children to schools outside of their local area has contributed to marked movement to high decile schools by families in some regions. This is commonly known as decile drift. The pressures on schools to compete for learners have also added to this. This movement has disproportionately benefited learners and families that are already socio-economically advantaged. It has also made it impossible for the Crown to efficiently manage the schooling network both regionally and nationally, as school rolls have changed.

The table below shows that compared with 1996 (the earliest year for which we have figures), the distribution of students across schools in different deciles is now very unbalanced.

Table 2: Illustrative national student roll distribution by region and decile, 1996 & 2017[49]

	1996		2017	
	Decile 1-3	Decile 8-10	Decile 1-3	Decile 8-10
National	188,089	201,153	179,929	280,209
Auckland	66,064	71,160	77,530	107,353
Otago Southland	7,537	15,943	3,799	25,314

This decile drift has meant that some students in lower decile schools have been caught in a spiral of disadvantage. As rolls fall, resourcing and funding is reduced and it becomes difficult for schools to attract staff. Classrooms become surplus to requirements and facilities are underused but still have to be maintained. Secondary schools in particular find they cannot offer a comprehensive curriculum or find teachers/kaiako to deliver it, which in turn means that they are unable to retain or attract students, and the roll drops even further.

Higher decile schools, on the other hand, find that as their rolls grow they receive extra funding and resourcing. They are then able to offer more varied programmes and attract more staff, which in turn attracts more students.

Our recommendations about how this decile drift issue might be addressed can be found in our section on Competition and Choice.

Small schools cannot always provide good quality programmes for their students

Aotearoa New Zealand has many schools that are small, either because of their remote location or because of demographic changes in their area. Small schools are overrepresented among the schools that are on a one to two year ERO review cycle. Many small secondary schools find it hard to provide comprehensive programmes for all their students. Sometimes these schools are the only available choice of school for parents and children so they need support to be able to provide good quality programmes to their students.

> "I had no idea that the road over from me has four buses moving children around; creating a) a cost and b) preventing community; the idea of community has gone as schools have fractured that."
>
> Principal - Manawatu

However, sometimes there can be several small schools that are reasonably close to each other and in competition with each other. When this happens, decisions need to be made on what the most appropriate provision of schooling is in the area.

Special character, state-integrated and single sex schools affect their surrounding schools

Special character, state-integrated and single sex schools can create challenges for effective network provision. For example, a decision to allow a state-integrated school to increase its maximum roll will impact on the rolls of other schools in the surrounding area. Parental preference for single sex schools can also impact on coeducational school rolls in the area. This impact needs to be balanced with the desire to provide parents with choice about the school their child attends.

Our recommendations regarding state-integrated schools can be found in our section on Competition and Choice.

Different attitudes to support for students with additional learning needs can create magnet schools

Some schools are more willing and able to meet the particular needs of a student than the school that happens to be the most close and convenient to that student's home.

Some school principals/tumuaki act inappropriately and discourage enrolments from students with disabilities and/or who require additional learning support under the guise that their needs would be better met "elsewhere". This can lead to other schools becoming so-called 'magnet schools' for students with additional learning needs due to the more supportive environment and expertise they offer. This is often at additional expense to the magnet schools because they are not funded to support the additional learning needs of these students.

Our recommendations about the provision of learning support can be found in the section on Disability and Learning Support.

Transitions between schools can be difficult for students

For most students there are three major transition points in the current system:

1. From early learning to primary schooling.
2. From primary schooling to secondary schooling.
3. From secondary schooling to tertiary education.

For students who attend an intermediate between primary and secondary school there is an additional significant transition.

From early learning to primary schooling

The 5,527 early learning services that currently exist in Aotearoa New Zealand, including 456 kōhanga reo, are themselves very diverse. Unlike schools, their numbers continue to grow rapidly. We have been told that local authorities approve new early learning services. The Ministry is required to license a provider if they meet the legal criteria. This raises issues around coordination and integration of coherent learning pathways for children from early learning settings.[50]

From primary to secondary schooling

For learners who attend one of the 115 intermediate schools in the country, going from primary to secondary schooling involves two transition points in successive years, and half their peers changing from one year to the next. There is a need to ensure children's wellbeing and belonging during these transition points, which take place during early adolescence.

We spoke with a number of intermediate school principals/tumuaki who are doing an excellent job of supporting children and young people during these two years. However, all were in agreement that a longer period of "middle schooling" would provide greater stability for their students and enable better support for their learning and wellbeing. We are also of the view that the two-year intermediate schooling model is unnecessarily disruptive of learner/ākonga pathways and we are supportive of the network moving toward a middle schooling approach.

Such an approach would also allow for the development of Senior Colleges, covering Years 11-13. If established, Senior Colleges would allow for significantly more curriculum and timetabling options and pathways, both academic and vocational, than are currently available in most secondary schools.

Senior Colleges would also mark the 'qualification stage' of schooling. They could enable school leaders to relax rules and regulations more that might otherwise be necessary in a standard secondary school. For example senior students (Years 11-13) might not be required to wear uniform, they might attend school at different hours than junior students, and they might operate a timetable split between school and tertiary, or even between school and employment, training or work experience.

Of course, in some parts of the country Senior Colleges may be too difficult to establish because of remoteness and isolation. Rural areas are more likely to face these challenges.

Area schools, which are often located in rural areas, cater for students from Years 1-13. However, in most cases area schools find it hard to provide curriculum breadth and quality in the senior schooling years, due to their relatively small rolls in this stage of schooling. As a result they often rely on Te Kura and the Virtual Learning Network (VLN) community for support.

An alternative option to support more stability in early adolescence would be for all primary schools to retain their students until the end of Year 8, with students progressing to the standard Year 9-13 secondary schooling after this.

We heard from principals/tumuaki that a longer period of "middle schooling" would provide greater stability for their students and enable bettter support for their learning and wellbeing.

It is important that this issue of data transfer and information sharing across school transitions is addressed nationally.

Senior secondary schooling to tertiary and employment

An increasingly complex issue is the number and range of different student pathways and transition supports from secondary schooling to tertiary education and employment.[51] These include the Youth Guarantee Fund (an initiative that aims to create clear pathways from school to work and study), the Secondary Tertiary Alignment Resource (which provides schools with funding to provide students with learning experiences aligned with vocational pathways), and Gateway (which supports schools to provide senior students with opportunities to access structured workplace learning). Nationally, there are over 100 Youth Guarantee partnerships between the Ministry, regional economic development agencies and tertiary education providers. These all aim to improve transitions from school to further study, work or training. We view all of these developments as constructive and responsive to young people's needs.

However we are also aware that because their per-student funding may be at risk, secondary schools are dis-incentivised from developing flexible partnerships with tertiary institutions that are in the best interests of the students; for example, partnerships that would create opportunities for secondary students to access tertiary learning.

Rightly, there are calls for job-related and academic pathways to have equal status in order to encourage students, families and whānau to choose the education and employment pathways that are most suited to students' best interests. Equal status would also support schools to enable and encourage students to take informed decisions about subject choices to align with their preferred vocational or academic pathway.

Sharing of information across all transitions can be limited

Whenever students move from one school to another, it is important that data and information about each individual moves with them. This data could be a student portfolio or a record of the student's learning capabilities and needs.

This sort of data sharing does currently take place in many settings, but we have heard that the process can be haphazard and difficult. Some schools struggle with the practicalities of capturing, storing and sending information to another school, whilst others express concerns about the robustness and credibility of the data they do receive. This is not helped by the fact that schools do not use a common Student Management System (SMS).

We have heard from some tertiary education providers that they face similar issues of data and information flow as learners transition from school into tertiary education.

We think it is important that this issue of data transfer and information sharing across school transitions is addressed nationally.

Alternative education can vary in quality, but may be the best short-term option for a number of students

There is a variety of Ministry-funded alternative education[52] provision for students. This provides opportunities for students to learn outside of mainstream education.

Feedback from providers of alternative education is that these programmes meet the needs of students but that they are greatly under-resourced. However there is also some evidence that alternative education providers and their host schools as a group vary in the quality, effectiveness and co-ordination of the education they provide.[53]

Some people argue that all schools should provide for all students. However, this needs to be balanced against the reality that at present, for the most alienated and disengaged students, alternative education may be the best short-term practical option.[54]

Te Kura has the potential to have a greater role in the provision of flexible schooling, but it is currently restricted

Te Kura is the largest school in the country and mostly, but not entirely, works with students who are having issues with mainstream schools. Nearly half its full-time students are Māori and come to Te Kura after not being at school for an average of 28 weeks.

Te Kura is undoubtedly a valuable resource in the schooling network. It has a presence in 120 locations throughout the country. It has developed over 2,000 learning modules, but no easy way for schools to access them.

In our view, Te Kura has the potential to have a greater strategic role in the provision of flexible schooling, curriculum and timetabling for all students, not just those in alternative education. However, it is restricted in what it can do under current policy and funding settings. To have an enhanced role it would need to shift its purpose and role from being a provider of last resort for our most vulnerable and isolated students, towards having an integrated and proactive role within national and regional schooling strategies.

Schooling needs to become more flexible

The assumption that a school can only be a collection of enclosed, closely-linked, permanent buildings is increasingly questioned. We have heard from various groups, but particularly from those associated with senior schooling, that in the future we need to focus on investing far more in flexible schooling provision, and far less in permanent school buildings. We have heard that this also means thinking more about teaching and learning as activity-based, and community relationship-based, rather than classroom-based. This in turn encourages deeper conversations about how the schooling network uses paraprofessionals (staff who support teachers/kaiako and students), other professionals, and community experts alongside teachers/kaiako.

...Te Kura has the potential to have a greater strategic role in the provision of flexible schooling, curriculum and timetabling for all students, not just those in alternative education.

There are opportunities for more learning to be supported through digital technology

The Virtual Learning Network (VLN) already contributes to enriched schooling provision for students and teachers/kaiako in small and isolated schools. The VLN contributes to both primary and secondary schools where curriculum coverage and NCEA subject choice may otherwise be severely compromised.

Given the investments planned in digital infrastructure via the Network for Learning (which is working to provide all schools with Government funded internet access), the VLN and Te Kura both have great potential to support and facilitate innovation in online curriculum content, learning, pedagogy and assessment.

Existing physical facilities need to be used more

The growing costs of building infrastructure, construction and maintenance mean that existing school buildings and facilities must be used more if they are to provide optimal value. It would be possible for schools to be open much more than most currently are during the evening and weekends. Whether it is to provide free additional formal and informal tutoring or for other community valued uses, we would like to see access to school sites substantially increased in the interest of the community.

Finally, we note that if learning and assessment are to become considerably more flexible, activity and personal-interest based, and responsive to the learner/ākonga's life circumstances, there are significant implications for a number of current aspects of schooling. This includes the traditional school timetable, what counts as success, and how learning is recognised wherever and whenever it takes place. We have heard that 'just in time' online assessment and micro-credentialing, e-portfolios that learners/ākonga carry with them throughout their schooling and across transition points, and 'badging' of non-formal and informal learning experiences are all likely to feature in schooling provision in the future.

There are opportunities for schools to provide broader services for learners/ākonga and their whānau

Many students face serious challenges outside school

Many of our students experience periodic or ongoing challenges that affect their wellbeing and also that seriously impair their learning. These challenges cannot simply be left outside the school gate. Chronic income poverty and material hardship mean that up to a quarter of children live without secure access to housing, food and essential health and social services.[55]

Making schools 'full-service' community sites could better support students and their whānau

This raises the question of the extent to which schools in socio-economically disadvantaged areas should also be 'full-service' community sites where students and their families and whānau are able to access the information, advice and multi-agency services needed to ensure that barriers to learning are minimised.

In our view, increasing the provision of counsellors, educational psychologists, nurses, social workers and other specialist support services in the most disadvantaged schools could lead to a culture of early identification and responsiveness to emergent psychological and social needs. This culture is beyond the capabilities and capacities of existing school resources.

Where do we go from here?

In our view, current schooling provision is not meeting the needs of many of our children and young people.

While some parts of our schooling provision have become more diverse and responsive to the needs of students, parents, whānau and the wider community, Kaupapa Māori pathways are limited and not well supported. There is also limited support for the teaching of Māori and Pacific languages.

Provision as a whole needs to be better managed to become more coherent and efficient, to enable decisions in the interests of the wider community, and to support the school system as a learning ecosystem. There are also important opportunities for schooling to become more flexible, and for types of schooling provision (such as VLN and Te Kura) to play a greater and more strategic role in the education of more students.

What we want to achieve

Our recommendations are based on enhancing schooling provision for New Zealanders so that learners/ākonga have more flexible, schooling options including significantly enhanced digital infrastructure and provision. They are also designed to ensure that valuable public resources are used as efficiently as possible.

Schooling Provision

Recommendations

Recommendation 4

We recommend that a Te Tiriti o Waitangi-led, future focused state schooling network planning strategy be developed by the Ministry alongside the Education Hubs.

This strategy should be designed at a national level, initially taking account of consultations already completed or underway. The strategy should be developed in consultation with iwi, rūnanga and Urban Māori Authorities, as well as with early learning services, kura, tertiary organisations, regional development organisations and local government.

The priorities of this strategy should focus on the following recommendations:

Recommendation 5

We recommend consideration be given to the formation of a dedicated national Education Hub for Kaupapa Māori settings that provides a strong and coherent parallel pathway within the overall network.

- Development of a strong and coherent plan across the state schooling sector for capability and capacity building to support phased Māori language provision.
- Prioritisation of Māori language for all our students and promotion of this through the Education Hubs.
- Prioritisation of support for Pacific languages where there is community and school demand.

Recommendation 6

We recommend that work is undertaken to ensure that student transitions between schools or providers are seamless as they progress through the education system.

- This should ensure that credible and robust data and information about a student follows them through the education system, from early childhood education to tertiary study.

Recommendation 7

We recommend the phasing in of schooling provision that provides more stability and better transitions for students, and over time, establishing a schooling model based on:

- Primary schools (Years 1-6), middle schools (Years 7-10), and senior colleges (Years 11-13); or:
- Full primary schools (Years 1-8) and secondary schools (Years 9-13); or:
- Composite schools.

Recommendation 8

We recommend that national guidelines are developed for schools to become full-service sites that offer extensive wraparound services in socio-economically disadvantaged communities.

Recommendation 9

We recommend that Education Hubs, working with schools and communities, design community-wide flexible curriculum, assessment and timetable offerings for schools. These options should:

- Use digital infrastructure and delivery options more intensively.
- Enhance and incentivise school and tertiary programmes, especially in senior schools.
- Encourage the use of just-in-time assessment badging and micro credentialing.
- Make better use of school facilities by students and the community throughout the day and at weekends.

Recommendation 10

We recommend an investigation into the role of Te Kura with the aim of more closely incorporating its specialist areas of learning expertise and resource development into Education Hub schooling network provision.

Its specialist expertise could then be integrated through the Education Hub Teaching and Learning unit, building flexible learning capability and capacity among teachers/kaiako and school leaders.

The 8 Key Issues

3. Competition and Choice
He Tauwhāinga, He Kōwhiri

Tomorrow's Schools aimed to give parents and whānau significant choice about the school their child attends. This, alongside competition between schools for students, was intended to drive schools to be more responsive to the needs and priorities of their communities. It was assumed that schools would offer a better quality education as a result. There was also an assumption that reliable information on the quality of schools and what schools offered would be widely available and accessible to guide student choice.

Following *Tomorrow's Schools*, students could in theory attend any school that had space and that suited their needs. If schools were oversubscribed it was initially left to schools to set their own home zones.

The theory was that competition between schools would raise overall school quality: that good schools would thrive and grow, and poor-quality schools would close or improve because of the 'market pressures' on them.

It has not worked out that way.

In this section we discuss the key issues and challenges that we have found relating to choice and competition:

- Unhealthy competition between schools hasn't improved the quality of education.
- Some students face significant barriers in enrolling at their preferred school.
- Enrolment schemes can create false impressions and can be biased against particular types of students.
- State-integrated schools and the schooling network.

We also set out some of the recommended solutions we have considered.

Unhealthy competition between schools hasn't improved the quality of education

We believe that the emphasis on competition between schools in Aotearoa New Zealand has not improved the quality of education overall.

The effects of competition have been greatest for the schools who serve our most disadvantaged groups, and their students, who often have the least choice.

> Students and parents should never have to feel that they need to bypass their local school because of issues around quality.

Choice is often informed by information that doesn't relate to school quality

School choice has often been influenced most by the views and intentions of family and friends, rather than accurate information about school quality and offering. Other indicators that do not relate to quality have also been used when choosing schools, such as school decile, the existence of an enrolment scheme (also known as an enrolment zone), or the designation of being a state-integrated school.

School deciles were introduced in 1995 as a funding mechanism, but decile is now often viewed as a proxy for the quality of teaching and learning. It is common for higher decile schools to use their decile rating as a marketing tool.

In our consultations across the country, we heard of many students bypassing their well performing local school based on the assumption that a higher decile school would guarantee higher quality teaching and results. In 2017, the number of students at decile 8-10 schools was 280,209, up from 201,153 in 1996. By contrast, the number of students in decile 1-3 schools in 2017 was 179,929, down from 188,089 in 1996.[56]

Even some low decile schools that have merited outstanding ERO reviews struggle to increase or retain their student numbers.

Competition can drive ineffectiveness and inefficiencies

Low decile schools often have unused space. In 2016 only 6% of decile 1-2 primary schools could not take all the students who applied to attend the school, compared with 43% of decile 9-10 primary schools.[57] Competition between schools for students has led to significant inefficiencies with some schools growing and building new classrooms while nearby in the same community roll decline results in empty classrooms.

Because student roll numbers drive school staffing, funding, and principal salaries, competition between schools for students has seen public money spent on things other than the quality of learning.

Competition has probably led to some schools spending more on school property than necessary, at the expense of spending on teaching and learning. For example, some schools have allocated substantial resources to the physical appearance of their administration areas, or used operational funding to run buses and marketing campaigns designed to 'poach' students from neighbouring schools. In some communities population and demographic changes have resulted in an oversupply of schools making competition even more intense.

Our visits to schools and what we heard from students, teachers/kaiako, parents and principals/tumuaki sometimes showed stark differences in the quality of school amenities and academic, cultural, and sporting options.

Competition impacts on the wider community

Affluent families exercising choice resulting from competition are likely to have pushed up housing costs, in desired school zones, edging out other families who rely on affordable housing. Affluent families are also better placed to choose schools that are not local to them, since they are more likely to be able to pay the transport costs or the higher donation levels or attendance fees of higher decile schools.

Competition between schools has also made teachers/kaiako feel cautious about sharing good practice with teachers/kaiako from schools they compete with, and limited the sharing of amenities and opportunities within an area. It has been cited by principals/tumuaki as one of the chief obstacles towards collaborating together, and a significant barrier to sharing evidence so that schools in an area can learn from each other.

And there are other impacts: competition has led to road congestion becoming a significant issue in urban areas as parents and buses transport students to their school of 'choice' twice a day, five days a week, each school term. Fewer students walk or bike to school, with knock-on effects for their health, and long-term, costs for the public health system. An analysis of out-of-zone student movements in Christchurch found that 79,022 kilometres of transport use could be saved each school day if each state secondary student went to their closest school, equating to a decrease of 156.6kg of CO2 emissions per day.[58]

Competition has made our schools more segregated

'White flight' and also 'brown flight' of those seeking the 'best' schools have also reduced the social mix and social capital in our lower decile schools, making it harder for them to meet the needs of the most vulnerable of our students.[59]

We are not alone. International evidence shows that a policy that emphasises school competition and choice often increases ethnic and socio-economic segregation rather than improving the access of low-income students to schools serving middle or high-income students.[60] Schools serving advantaged families are often oversubscribed, meaning they can make choices about the students they admit and 'skim' a limited number of students with academic, musical or sporting talent from disadvantaged families.

Too many Māori and Pacific families are over-represented among our disadvantaged families. Currently, 24% of our school students overall are served by decile 1-3 schools. But 45% of our Māori students, and 60% of our Pacific students attend decile 1-3 schools.[61]

The consequences and implications of this social, ethnic and educational stratification should be a major concern for all New Zealanders.

Some students face significant barriers to enrolling at their preferred school

Most parents in the New Zealand Council for Educational Research's (NZCER) national surveys say their child is at their first-choice school. The proportions are somewhat lower for Māori parents and those attending decile 1-2 schools.[62] For over half, their first choice is also their closest school. Choice of school, according to the survey, was mostly related to family and friends' preferences and views.

Enrolment zones and costs of attending schools can be barriers to enrolment

Some students face significant barriers to attending their preferred school. These include living outside a school's enrolment zone, the costs of attendance, and transport costs. We heard more about these barriers from Māori and Pacific parents during our consultation. We also heard that some families can be put off from sending their child to a particular school due to high donation levels, uniform costs, and co-curricular costs such as school camps.

Students with learning or behavioural needs may face particular barriers to enrolment

Another barrier that faces many students with learning or behavioural needs in particular is the school principal. In our consultations we heard of too many students with additional learning or behavioural needs being steered away from their local school by being told that a different school was better equipped to meet their needs. In cases such as these, considerations of the cost to provide suitable schooling for such students overcame the principal's legal and ethical responsibility.

Many Māori students cannot access Kaupapa Māori pathways

We heard too that students who wanted to make their learning pathway through Māori-medium and/or Kaupapa Māori education options could not do so when their choice was not locally available. Funding for school property and teacher development has not given sufficient priority to Māori-medium and/or Kura Kaupapa Māori education options.

> "[It would be] completely out of the question [to collaborate with schools nearby] as far as secondary schools are concerned; we're all in competition."
>
> Principal - Auckland school

Enrolment schemes can create false impressions and can be biased against particular types of students

Enrolment schemes are often incorrectly seen as a proxy for quality.

Enrolment schemes are largely put in place to ensure that schools do not get overcrowded. The state does not have unlimited resources to fund the expansion of schools, while classrooms elsewhere are empty. Nevertheless, enrolment schemes, like decile ratings, are often incorrectly used as a proxy for quality by students and parents when making choices about which school to attend.

Many schools with enrolment schemes still take large numbers of students from beyond their home zone

Some current enrolment schemes are legacies of the 1990s, when schools had a free hand to set their own enrolment schemes. By 1998, 422 schools had enrolment schemes. Now 924 schools have them; that is 38% of all state and state-integrated schools. However, many schools with enrolment schemes still manage to take students from beyond their zone. Just over a third of secondary schools with enrolment schemes in 2015 and just over 40% of primary schools in 2016 took more than 20% of their students from out of zone.[63] In 2017, around 11% of all students in schools with enrolment schemes came to the school from outside the zone.[64]

Principals of some schools have pointed to demographic changes in their zone resulting in there being fewer families with school-aged children as the main reason for their having high out-of-zone proportions of students. This begs the question of why zones have not been reset to take account of demographic shifts. It also points to an inherent difficulty with setting zones based on a single school's student numbers at a certain point in time, rather than taking a wider perspective on supply and demand.

Enrolment schemes can be biased against disadvantaged students

Analysis of enrolment schemes has shown that some schools have deliberately formed enrolment schemes that avoided low-income areas in their locality.[65]

Although the Ministry of Education takes a more active role now, enrolment scheme consultation is still the responsibility of individual school boards. Politicians can unfortunately become involved where proposals to provide more equity and fairness are resisted either by parents, who may have paid more for housing to be in a desired school's zone, or by principals/tumuaki, because of the potential impact on the school of having more students from disadvantaged backgrounds and the funding the school receives.

State-integrated schools and the schooling network

State-integrated schools were established in the early 1970s after the near-collapse of the then private Catholic school system, which had run into financial difficulties. These schools are part of the state school system but continue to retain their special character. While they are funded in the same way as state schools in terms of staffing and operational funding, they do have some different arrangements to state schools when it comes to property and access to transport subsidies.

There are around 330 state-integrated schools in the country (313 are faith based) catering for around 11% of the student population. They now serve 90,035 students, compared with 65,907 in 1996. They are generally higher decile schools (35% are decile 8-10, compared with 28% of state schools, and only 5% are decile 1, compared with 13% of state schools). They have maximum rolls agreed by the Minister of Education.

State-integrated schools can have broader enrolment schemes than state schools

Because they are deemed to have special character, enrolment scheme regulations for state-integrated schools are not the same as those for other state schools. For example, they are permitted to enrol from a wide geographical area up to a capped roll limit.

State-integrated schools are permitted to take a small proportion of students within their capped roll (around 5-10%) who do not affiliate with the special character of the school. These are called non-preference students. However, state-integrated schools must first give priority to the special character students for whom the school is 'reasonably convenient' in terms of geographical access.

For state schools with geographical enrolment zones 'reasonably convenient' is much more straightforward to define than for state-integrated schools which have far larger zones, or no geographic zone at all.

State-integrated schools' effect on the schooling network

During our consultation we heard some concerns about the impact of state-integrated schools on the schooling network:

- Students attending state schools are eligible for transport assistance to their nearest state school if they live more than 3.2km away for Year 1-8 students, and more than 4.8km away for Year 9-13 students, and there is no public transport available.
- Students attending state-integrated schools are eligible for transport assistance to their nearest state-integrated school, even if there is a state school nearer their home, provided they live more than 3.2km away from the nearest state-integrated school for Year 1-8 students, and more than 4.8km away for Year 9-13 students, and there is no public transport available.
- Where state-integrated schools have more applications than their capped roll allows them to take, they must establish an enrolment scheme and make a selection.
- While state schools are required to operate an open and transparent ballot we understand that the selection process is not as well specified in the legislation for state-integrated schools. Students can be selected through testing, for example, or because of their prowess at sports or music.
- State-integrated schools are allowed to require students to pay attendance dues. These are used by the proprietors to cover costs related to the school's integrated property for which they have responsibility. Attendance dues are not donations, and technically students can be removed from school for non-payment.

> "Certain schools get branded as "the poor Māori school"... [and] people develop a certain attitude towards these schools. When they have the choice, a lot of families send their children to the richer schools that are perceived to be better – often just based on appearances."
>
> Staff member - Dual Medium school

Where do we go from here?

Our current settings make it hard to ensure that there is good schooling network planning and use of resources, and that families can make decisions about the school their child attends based on suitability for the child rather than perceptions of quality that may not be accurate. The education system has made it harder for students to experience a good social mix in schools. By concentrating students in disadvantaged circumstances in some schools, it has reduced their likelihood of success.

Some areas are working to reduce unhealthy competition

We were heartened to learn of two areas where a more systematic approach is being attempted to ensure fairer provision for students. Christchurch state secondary schools have recently worked with the Ministry to consider demographic data, student pathways, and out of zone enrolment numbers to arrive at zoning agreements across the city that will reduce the size of the largest schools while allowing schools to take a number of out of zone students. However, it has been difficult and time-consuming to reach agreement, with a few individual schools still finding it difficult to shift their focus from themselves, to students across the community.

Three Kāhui Ako and a cluster of schools in Napier have also begun to set in train a similar process. Schools are encouraged to collaborate rather than compete to ensure that students in the area all have good opportunities to learn.

However, there is still some way to go before we achieve a school system that meets every student's needs

We think it is important that every student and their family can choose and easily access high quality schooling that suits them, and that they can rely on this schooling to meet their needs well. Currently, we cannot make this guarantee. Improving the quality of all our schools with the aspiration that every local school is a good school while reducing the variability in quality between schools is at the heart of all the recommendations in this report.

The current level of competition between schools contributes to the variability in quality. It also advantages some students at the cost of others.

We want to stop unhealthy competition between schools

We believe that the drivers in the system that encourage schools to compete with each other to grow their roll (to enhance their reputations and to access more funding) need to be removed as far as is possible.

We have considered a number of different changes that could reduce competition of this kind and improve the access that students who come from disadvantaged backgrounds have to good quality education.

We noted international research that shows a balanced socio-economic mix in schools is better for student learning.[66] We also reflected on the understanding or ease with diversity that is needed to underpin our changing society. In our view the social stratification we see between our schools is not caused simply by competition between schools, but also reflects deeper inequalities in Aotearoa New Zealand society that have resulted in reduced socio-economic diversity in schools over time. Education on its own cannot resolve these deeper inequalities, but it should contribute less to them than it currently does.

There are a number of possible approaches to reducing school competition

We considered two different approaches to reducing school competition during our deliberations:

(1) The first was 'hard zoning' which would stop schools from taking students from out of zone by not funding or staffing them for out of zone students.[67] This would remove negative competition between schools if all schools are zoned. However, it would also reduce the choice students and whānau currently have (for example, choice between two state schools, or two Kura Kaupapa Māori) if students were zoned only for one school within each type. This approach is not feasible unless schools are all of equally high quality. Due to our housing mix, which is frequently stratified by socio-economic factors, it would also not provide a more even social mix within schools.

(2) The second was 'controlled choice', which would widen the choices that students and whānau currently have. This approach has been used effectively overseas to provide a more even social mix in schools. Students and their families would rank their preferences of schools within an area, usually a city. When school places are allocated, preferences for a school would be balanced with getting a similar proportion of students from disadvantaged backgrounds in each school. It works best in dense urban areas with a range of diverse schools of good quality, and good, low cost transportation.[68] Reliable information about each school is also important to allow students and families to decide on preferences that best suit them. We consider that we do not currently have the requisite conditions for controlled choice to work well.

A policy that emphasises school competition and choice often increases ethnic and socio-economic segregation.

What we want to achieve

Our recommendations aim to achieve equity by focusing on achieving two main things:

» Firstly, more active planning and management of the schooling provision available in an area. This management would be based on a network approach rather than individual schools being treated separately. This would also allow for future-focused planning, which will be increasingly needed to make the best use of network strengths and digital learning opportunities to widen student choice and opportunities.

» Secondly, we want to get resourcing right so that two key drivers of competition, school resourcing and principal remuneration, play less of a role, and schools serving disadvantaged communities are better resourced.

We recognise that some of the following recommendations may limit student and whānau choice and may have impacts in the housing market by influencing areas in which families want to live. However, all the proposals in this report are designed to work together to ensure that all schooling options available will be of high quality. Students and parents should never have to feel that they need to bypass their local school because of issues around quality (or lack thereof). Instead their choices should be about other factors that they feel make a school the right fit for their child (for example, type of provision, specialist offerings, or special character).

Competition and choice

Recommendations

Recommendation 11:

We recommend that each Education Hub has a planned network for state and state-integrated schools. The details of this are outlined below:

- The Education Hub would have the oversight and direct responsibility of provision for schooling in its area. It would work with information about school configurations and curriculum options alongside information about demographic and school roll trends and student interests to periodically review the schooling options provided in its network, including the use of digital options. It will ensure that Māori immersion pathways are available.
- All state and state-integrated schools in the network are allocated a notional catchment area and maximum roll number. These would be adjusted regularly to account for changing demographics. These catchment areas and maximum rolls would drive school property and resourcing projections, and enrolment schemes.
- All current enrolment schemes would be reviewed and adjusted as necessary to ensure they are fair and reasonable as part of this network planning. If voluntary cooperation and consensus between schools is not possible the Education Hub must make decisions. It would do this after consultation with parents/whānau and would have to give due regard to the needs of the network of schools in an area, and to the provision of reasonable student and whānau choice.
- Following the review of current enrolment schemes (as appropriate), the number of out of zone students for any school would be capped. This would be done to ensure a fair distribution of students across schools in a network. This would ensure the network as a whole is strong and its resourcing is used efficiently, while supporting student and whānau choice. If needed to support the viability and quality of all schools in a network, schools with large numbers of out of zone enrolments would be required to manage these out of zone numbers downwards over a reasonable period. The current policy of not funding building and property costs for out of zone students at a school would be extended so that out of zone students would be included in staffing and operational funding formulae at a lower rate than in-zone students until the out of zone cap is reached.
- The Education Hub will have the responsibility to make defensible decisions on new schools and school closures, looking to improve the strength of the network as a whole to better meet student needs equitably.
- The Education Hub would be responsible for ensuring that students with disability and learning support needs have the same access as other students to their local schools.
- The Education Hub would provide information about schools in the network and work with students, parents/whānau, and schools to resolve any issues around enrolment.
- To provide more equity in student and parent choice, there would be an upper limit on the donations state schools can ask of parents. There would also be consistent wording of requests for donations so that their voluntary nature is clear.
- Schools with international fee-paying students would have to demonstrate to the Education Hub that they can cater for these students' staffing, operational, and building needs independently of their government funding. If they cannot, they will need to cover these costs from their international student fees at the end of a reasonable period.

Recommendation 12:

We recommend for state-integrated schools, that:

- Transport subsidies for students attending state-integrated schools are, over time, aligned with transport subsidies for students attending state schools.
- Enrolment scheme ballots for non-preference students use the same criteria as other state schools.
- The level of attendance fees required and justification for them is reported to the Education Hub on an annual basis (to ensure that the attendance fees are used as required by law).

The 8 Key Issues

4. Disability and Learning Support
He Mahi Āwhina i te Ako

In this section, we discuss support for students with disabilities and additional learning needs.

Supporting students with additional learning needs and making sure they are included in educational settings is one of the most important and longstanding issues facing our system.

Around 15-16% of students need ongoing additional support and accommodation if they are to develop to their full potential. This includes students with physical, hearing, sight and health disabilities, students on the autism spectrum and those who have ADHD, dyslexia, dyscalculia, dyspraxia, Tourette's, and students with difficulties related to communication, mental health, social behaviour, and self-management.

There are currently three main environments that a student with a disability or additional learning needs may learn in:[69]

- A classroom within a school or Kaupapa Māori setting.
- A satellite class of a special school, based in another school or Kaupapa Māori setting.
- A special school (for children and young people with very high needs).

We heard from many stakeholders that there are increasing numbers of students with highly complex needs and/or challenging behaviour. Principals/tumuaki and teachers/kaiako told us about students who come to school with limited language skills or who act out physically in ways that could endanger themselves, others, and school property. They spoke about anxiety and other mental health issues now being more prevalent. We heard that some children also brought complex issues related to substance abuse, such as those who had been "P-babies" or suffer from foetal alcohol syndrome.

Long-term, many of these students do not fare well. For example, 42% of disabled people aged 15-24 were not in employment, education, or training in 2017.[70]

Support for students with additional learning needs is currently based on a three-tier model:

- Around 9,050 students with the highest level of needs are funded through the Ongoing Resourcing Scheme (ORS).
- Others at the second tier of need are mainly supported through Ministry specialists and 962 (FTE) Resource Teachers of Learning and Behaviour (RTLB), working in forty clusters each managed from a 'host' school.
- There are also 109 (FTE) Resource Teachers of Literacy located around the country.
- Early Intervention Services work with identified children and their families until the end of early childhood education.

These services are all provided by the Ministry of Education.

For some parents and whānau special schools and units are a vital part of the schooling system. We have heard that they can provide valuable expertise and support to the learning network.

There are increasing numbers of students with highly complex needs and/or challenging behaviour.

"Part of the problem with Tomorrow's Schools is that every school is a self-governing empire. There are power imbalances and if your child is different, or going to cost more, or has behavioural issues, it's easy for the school to say 'try the school down the road'."

Parent - Auckland

Schools also receive funding to support students with additional learning needs. Schools receive a per-student Special Education Grant, (SEG). This consists of a fixed base per school of $1,440.61 plus a variable amount per student on the school's role. This per-student amount is not tied to individual learners/ākonga and their needs. The funding ranges from $75.65 per student/per year in decile 1 schools, to $38.93 in decile 10 schools. This is used to cover salaries for teacher aides to work with teachers/kaiako and students, as well as to provide facilitative equipment. Schools that have students with additional learning needs tell us that in reality they need to use far more than their SEG funding if these students are to be adequately included in learning.

The Ministry also supports schools through the Learning Support Specialist Services. This provides support relating to behaviour, communication, deaf and hard of hearing needs, high health needs, and physical disability. Ministry figures show that most of these services deliver more than their 'annual funded delivery'. Learning Support has been the subject of several consultations and inquiries over the past few years. All of these reviews have reached conclusions that are similar to ours.[71] What we heard put a human face to these issues.

In the rest of this section we discuss in more detail what we believe are the main issues around student disability and learning support:

- Many students and their families feel unwelcome to enrol at their local school and once enrolled.
- Support is fragmented and not always available.
- Support takes a long time to arrive.
- Impossible choices for principals/tumuaki and boards.

At the end of this section, we make recommendations to address these issues.

Many students and their families feel unwelcome to enrol at their local school and once enrolled

Some schools prevent students with additional needs from enrolling, despite their legal right to do so

> Not feeling welcomed or supported fuels frustration, anger, mistrust and despair.

We heard of too many examples where the families of students with additional needs were made to feel unwelcome when trying to enrol, and their needs not being met, at their local school. This negatively affects the student and their families/whānau.

We heard about schools that parents wanted (and had a legal right) to enrol their children in turning them away, claiming that another school would be a "better fit" for their specific needs. According to parents, the Ministry lacks the will to enforce students' legal rights to attend a school whose enrolment zone they live in.

We also heard of schools asking parents to contribute financially to the cost of teacher aides working with their children, or telling parents their child could not stay at school for the whole school day, because the school could not afford the cost of a teacher aide.

Not feeling welcome has a significant effect on children and their families

Not feeling welcomed or supported fuels frustration, anger, mistrust and despair. We heard from parents who had reluctantly turned to home-schooling their children as they felt they had no other option. This also has a flow-on effect to families' own financial situations. Students lose confidence as well as the opportunities to learn and be with their peers. They feel unwanted. Lost time in learning is not easily made up, and long-term damage can be done to motivation.

Parents sometimes felt that their own knowledge of what worked well to engage their child in learning, and what helped them feel safe and able to attend and engage in school, was ignored.

Feeling unwelcome stops students from achieving their full potential

Facing difficulties in learning and not having sufficient support can fuel disengagement and acting out behaviour. Students with additional learning needs, and especially Māori, are disproportionately represented among those who are stood down, suspended or expelled from schools. In 2009 around 40% of students who were involved in school suspension processes had prior support from the then Ministry of Education Group Special Education or a specialist learning and behaviour teacher. Bullying by other students has also been highlighted as a particular concern for these students.

Most complaints to the Human Rights Commission on the ground of disability are about discrimination at schools. Advocates and parents give examples of school boards treating students unfairly, or punitively, with few options for timely appeals.

Support is fragmented and not always available

Some schools become magnet schools

We were heartened by the dedicated principals/tumuaki, teachers/kaiako, and Board of Trustees members we met who put students with additional needs at the heart of their schools so that their belonging, wellbeing, physical and learning needs were met. We are aware of some schools that have set up wellbeing clinics, employing nurses and social workers. These initiatives should continue to be supported in these schools and others.

Some schools are particularly welcoming to students with additional needs, often where other schools in the area are not. They can become 'magnet' schools, serving more than their share of this population. Some meet student needs through their operational funding by cutting back on other aspects they are legally responsible for, such as property maintenance.

Many schools lack the resources to meet all students' needs

Of the 572 Special Educational Needs Coordinators (SENCOs) responding to a February 2018 survey by the New Zealand Educational Institute (NZEI):

- 69% disagreed or strongly disagreed that their school had the resources to ensure all students can participate fully in school.
- 72% did not find it easy to access external support for children within a reasonable timeframe.
- 70% thought they needed more release time to fulfil their SENCO role; and 48% got no release for their role.
- 36% were partially confident or not confident to carry out their role.
- 46% did not have opportunities to collaborate with other SENCOs.

Support can be time-consuming and difficult to access

Schools and parents find the application processes for Ongoing Resourcing Scheme (ORS) funding or other provision and support time-consuming and stressful. Simply navigating the complex system often proves too difficult. This results in children being additionally disadvantaged.

Simply navigating the complex system often proves too difficult. This results in children being additionally disadvantaged.

Many principals/tumuaki and teachers/kaiako voiced frustrations about the paperwork associated with trying to get more support for students. People felt that a lot of effort could be expended for no gain for the student. Some "successful" applications could also bring disappointment, if Ministry specialist staff or RTLBs could not provide useful understanding or strategies to meet a student's needs within the class or school.

Teachers/kaiako and principals/tumuaki were also concerned about students with similar levels of need receiving approval for very different levels of support. Others spoke of the perverse requirements in the system that incentivised parents to make their child appear as challenging as possible in order to access the support they needed.

We also heard frustrations from parents that they had to 'tell their story' too many times: that information was not shared as it needed to be, and children's learning could be stalled or reversed when schools did not share information.

Support for students is not aligned or joined up, meaning many miss out

We heard that learners/ākonga sometimes miss out on support because the different sources of support are not aligned—a prime example is the lack of continuity between Early Intervention services and schools. We also heard of children who do not meet the criteria for ORS funding, yet have high needs that schools find difficult to support through their Special Education Grant funding, or through other parts of their operational grant. In many cases even when a child has been approved for additional support a change in school means the support does not go with them. Instead the new school has to start the process all over again, wasting time on unnecessary paperwork and losing months of a student's learning while waiting for support to be re-approved.

Support takes a long time to arrive

"It's problematic that funding for learning support doesn't stay with the student, as when a student moves schools the support structures stop. The system isn't geared towards continuation of care."

Trustee - urban school

As of 30 September 2018, national average wait times for Ministry of Education services were:[72]

- Early Intervention — 99 days – with a 2017 waitlist of 2,852 children
- Communication service — 72 days
- Behaviour service — 44 days
- ORS — 14 days

These wait times are in addition to the time spent by principals/tumuaki, special education needs co-ordinators, or parents on the required paperwork. The wait time only starts once a child has been referred to one of these services.

It also does not include the wait time that students face to receive support from other agencies such as the District Health Boards or Oranga Tamariki (Ministry for Children). We heard examples of schools and whānau waiting two to three months just for initial responses to requests. This shows how important the connectedness of education with health and welfare systems is, and the difficulty when those services have been over-stretched.

We were told that some of the difficulty in accessing Ministry specialist support is not just due to lower than required staffing levels, but due to difficulty filling Ministry staff positions because of uncompetitive remuneration or because of the difficulty in filling vacancies in rural and isolated locations. Competition for specialists indicates a national shortage of key personnel, particularly to support Māori students who need to receive support from specialists who share or understand their culture and world view.

Impossible choices for principals/tumuaki and boards

We do not underestimate the challenges that many schools face trying to support and include children and young people with challenging behaviour while also needing to provide a safe and nurturing learning environment for other children in that same class.

We heard from principals/tumuaki and boards about some of the severe behavioural challenges children are coming to school with. These included children who could not be left unsupervised because they would constitute a very real danger to others in the classroom or school grounds.

While these principals/tumuaki are loathe to use the disciplinary process, they often feel like they are left with no options when they are told that little or no timely help is available to them to support the child concerned.

Where do we go from here?

It is clear that the system is not currently serving students with disabilities or additional learning needs well. Many of these students' needs are not able to be met by schools, resulting in significant negative impacts for them and their families.

Schools seeking to support the needs of all their students find it difficult and time-consuming to navigate the system. Where support is available, it can be of limited use to schools and is often not joined up or sufficient. These are systemic issues that need to be addressed if we are to build an education system that gives every single child the best quality education possible.

We welcome the government's recent announcement of funding for an additional 600 Learning Support Coordinators in schools from 2020. However, it is also clear that the current resourcing is insufficient to give all students the support they require. Urgent priority needs to be given to decreasing wait times, growing the pool of qualified specialist staff, and additional funding to ensure every child is supported to participate and flourish in their chosen school.

What we want to achieve

Our recommendations build on the Ministry's new Learning Support Delivery Model (Model), and the draft Disability and Learning Support Action Plan (Action Plan). The Model and Action Plan should provide a much-needed lift in the level of Government funding for students with additional learning needs. Our recommendation to establish local Education Hubs to work with schools provides the central point for the Model and Action Plan to work well.

We have already recommended that Education Hubs have the responsibility of ensuring that students with learning support needs have the same access as other students to a school. We have also recommended that Education Hubs provide an advocacy service for students, parents and whānau to resolve any issues around enrolment.

We have therefore recommended that good systems for data and information travel with every student as they move from early childhood education throughout their schooling.

Disability and Learning Support

Recommendations

Recommendation 13

We recommend that the Ministry continue to lead national strategy and policy in Disability and Learning Support, and that the Ministry work with the Education Hubs to support their work and learn from effective practice. We recommend the Ministry:

- Lead national networks of expertise, ensure useful research is done, and make resources and learnings from these nationally available.
- Work with Teaching Council so that in Initial Teacher Education students gain a good base understanding of what good inclusion in schools requires and looks like.
- Work to increase the supply and cultural diversity of Learner Support specialists throughout the system.
- Provide guidelines on identifying additional learning needs so there is national consistency.
- Allocate national funding pools for additional learning needs.
- Hold a half-yearly national forum, drawing on the Education Hubs forums, so that practice knowledge, student and parent/whānau experience, and policy can come together to review progress and identify priorities for ongoing and future work to improve the learning and outcomes for students with additional learning needs.

Recommendation 14

We recommend that every school is supported to be inclusive through having a designated Learning Support Coordinator, working with the support of its local Education Hub and sharing good practice.

» The allocation of this role would be linked to school roll and degree of student socio-economic disadvantage. Roles could be shared between small schools.

Recommendation 15

We recommend that Education Hubs:

» Are funded appropriately to employ specialist staff, RTLBs, Resource Teachers of Literacy, and a pool of teacher aides, and coordinates work with local agencies and other specialists to enable a seamless identification of student need and support.

» Work closely with Learning Support Coordinators, parents, whānau and schools to provide professional learning and sharing of good practice for both Learning Support Co-ordinators and teacher aides.

» Make applications to national funding pools for students with additional learning needs. This will ensure consistency amongst applications and reduce the burdens on parents/whānau and schools.

» Ensure appropriate local provision of special schools and the use of their expertise for children and young people with very high needs.

» Identify expertise within schools to share effective practice and try well-founded innovation, and share effective practice and through funding, secondment and grants.

» Work with a Disability and Additional Learning Needs Forum, bringing together principals/tumuaki, teachers/kaiako, specialists, parents and students, teacher aides, and disability groups to review the quality and kind of provision available and to tackle issues identified.

» Share its expertise nationally, through networks focused on additional learning needs, which would be supported by the Ministry.

The 8 Key Issues

5. Teaching
Ngā Mahi Ako

In this section we discuss the way in which the education system supports effective teaching. This is fundamentally important because the quality of teaching is the major in-school influence on students' educational success.[74]

A key message from our review is that while there is some excellent teaching available in Aotearoa New Zealand, teaching quality is variable. Too many students feel marginalised.

Māori students, Pacific students, and others have recently been clear and straight-talking about how to improve their experiences of schooling.[74] As a country we are now conscious of the need to respond more effectively to the deficit thinking, unconscious bias and racism[75] that evidence shows has lowered our expectations of success for particular groups of students for too long. Responding effectively means tackling our existing assumptions – 'unlearning' in order for new learning to take hold – and building strong and trusting relationships.

A schooling system cannot achieve equity and excellence unless it has a workforce that is well prepared for the challenges it faces.[76] Current teacher shortages reflect a lack of national workforce planning, while collective contract negotiations indicate issues with the demands of the role. In 2017, only 48% of teachers/kaiako thought their workload was fair, and only 43% thought that it was sustainable.[77] A total of 62% of principals/tumuaki had difficulty recruiting effective teachers/kaiako for their school.[78]

Teacher/kaiako workloads are unnecessarily high. New Zealand teachers/kaiako also have less time to work together within school time to improve their practice than other countries.[79]

In the rest of this section, we discuss in more detail what we believe are the major issues relating to teaching:

- Our system needs to do better at recruiting, training and supporting new teachers/kaiako
- Teachers/kaiako need to be given more support to improve their own learning
- We need to consider the best roles, career pathways and support for paraprofessionals

At the end of this section, we make a number of recommendations to address these issues.

> We cannot deliver excellence and equity in our education system without a highly skilled and fit-for-purpose education workforce.

Our system needs to do better at recruiting, training and supporting new teachers/kaiako

In our view there are three main issues which need to be addressed for our system to prepare better quality teachers/kaiako. We need to encourage greater teacher and teacher educator workforce diversity. We need to reduce the variability in the quality of graduates leaving teacher education. Finally, we need to increase the retention rate of beginning teachers/kaiako.

Students succeed when they feel that they belong at school and that their language, culture, and identity are valued.

Teachers/kaiako and teacher educators need to be more diverse

Students succeed when they feel that they belong at school and that their language, culture, and identity are valued. If they do not encounter teachers/kaiako with life experiences and cultural backgrounds like theirs, they at least need to encounter teachers/kaiako who appreciate how important their own valued knowledge and cultural experiences are to them, and the imperative for them to experience wellbeing and belonging at school.

In 2017 the teacher workforce was 74% Pākehā (compared with 71% of school students), 11% Māori (25% of school students), 3% Pacific (13% of school students), 4% Asian (13% of school students), and 1% MELAA[80] (2% of school students).[81]

Ethnicity is unknown or not reported for 11% of teachers/kaiako[82]

This data reveals the need for an ambitious long-term national strategy to ensure that our children and young people are taught by significantly more teachers/kaiako who share their own experiences, language, culture and identity.

Processes in place to train teachers/kaiako

Initial Teacher Education (ITE) programmes prepare people to become teachers/kaiako. There are nine providers of secondary ITE and 16 providers of primary ITE. There are seven providers of Kaupapa Māori-based ITE. Most secondary and primary ITE is delivered by one of seven universities. All ITE qualifications must include a minimum number of weeks of practical teaching experience in classrooms.

Two thirds of students enrolled in secondary ITE take a degree in the subject or subjects they plan to teach followed by a one-year graduate diploma in secondary teaching. Primary ITE also has this graduate route available, but over three quarters of aspiring teachers/kaiako enrol in a three-year undergraduate teaching degree instead.

Teachers/kaiako can only be certified after they have taught in a school for two years, and once their principal/tumuaki confirms that they meet the Standards for the Teaching Profession.

Teachers/kaiako continue their education through on the job professional learning and development. Many postgraduate courses in education are also available to teachers/kaiako, and teachers/kaiako can get tuition fee subsidies from the Ministry of Education to study selected priority topics.

Currently, there are not enough teachers/kaiako in the system to meet demand. Teacher supply is cyclical and responds to the upturns and downswings in the economy. Efforts have been made both to recruit new teachers/kaiako and attract former teachers/kaiako to the profession via a range of initiatives including ITE scholarships, return to teaching programmes, voluntary bonding and, recently, subsidies to schools to employ beginning teachers/kaiako.

The quality and supply of teacher education graduates is too variable

Our competitive market model means that there are now a wide range of teacher training providers and programmes. Despite this, unlike some overseas systems, we have very few non-traditional pathways into teaching, such as accredited school-based models.

The number of domestic students completing initial teacher education for primary or secondary schooling declined by a third between 2011 and 2016.[83] Such sharp falls severely compromise the supply of the national teacher workforce and the capacity of teacher education providers to maintain high quality programmes.

We have also heard from teachers/kaiako, principals/tumuaki, families and whānau of students from diverse backgrounds and from students with additional learning needs that new teachers/kaiako often do not know enough to be able to meet these students' needs effectively.

Not enough teachers/kaiako are being prepared to fill shortage areas (for example Māori-medium teaching, the teaching of te reo Māori, the teaching of technology). Not enough teachers/kaiako are being prepared to fill areas where students' achievement is declining over time (such as science and mathematics) or to ensure rich and varied learning for students across the official curriculum.

Our system does not retain enough of the teachers/kaiako it trains

In becoming a teacher/kaiako there should be a relatively seamless transition for students to get the continuous work experience necessary to become fully certified and confident.

Although there is a shortage of teachers/kaiako, our newly trained teachers/kaiako are not guaranteed employment, with only a third given permanent appointments. Though schools should not be offering fixed term positions unless specific conditions are met, we heard that principals/tumuaki are using them to try new teachers/kaiako out, or where they are unsure about their roll trends.

Induction and mentoring are also of variable quality, particularly where new teachers/kaiako are not in permanent positions. Aotearoa New Zealand loses up to a quarter of beginning teachers/kaiako within five years. This is even higher for Māori teacher graduates, who are often expected to provide te reo Māori learning for the wider school community as well as carry out their own classroom responsibilities if they teach in English-medium schools. When they start work new Kura teachers/kaiako also face larger responsibilities than is desirable for new teachers/kaiako. This indicates that there is a need for customised support for Kura teachers/kaiako.

We think that teacher workforce supply policy lacks coherence and connectedness. The recruitment, training, and retention of our teachers/kaiako should be a shared responsibility between government agencies, teacher education providers and schools. We do not believe it currently is.

Aotearoa New Zealand loses up to a quarter of beginning teachers/kaiako within five years.

Teachers/kaiako need to be given more support to improve their own learning

Teachers/kaiako are also learners. They often use their own time and money to learn on the job. Schools use their operational funding to bring in external expertise or visit other schools whose work they want to learn from. Schools also try to set aside time within the school day so teachers/kaiako can improve their practice by discussing what they are doing and how well it is working. Teachers/kaiako continue to attend workshops and conferences throughout their career. They are increasingly sharing their practice and resources digitally and using internet sources for advice.

But we heard often in our consultation that many teachers/kaiako, particularly in secondary schools, cannot readily access the professional learning and specialist advice they want to help them better meet the needs of their students.

We have identified four issues which impact on providing teachers/kaiako with more support to improve their own learning.

The loss of local advisory services

Until 2017, the government provided professional learning and development services for teachers/kaiako through multi-year contracts. This stability enabled providers to build significant depth of expertise in their adviser and facilitator staffing. Secondary teachers/kaiako particularly miss this local access to trusted curriculum advice and pointers to effective practice.

The loss of enduring advisory services has also limited the opportunities for teachers/kaiako with particular areas of expertise to work beyond their own school through secondments or taking on a new role.

Access to expertise, high quality resources and exemplars is important. The New Zealand curriculum documents are lauded for their flexibility. However many teachers/kaiako told us that they would welcome more support with their curriculum planning and resources. Often, they felt they were spending time reinventing the wheel when this could be better spent with students.

The shortage of curriculum resources for teaching and learning is particularly burdensome for teachers/kaiako in and of Māori and Pacific languages.

High quality curriculum resources where students see a reflection of themselves, reinforcing their identities, languages and cultures and feelings of belonging and wellbeing will allow them to succeed.

We believe there is a need for a strong Curriculum, Learning, Assessment and Pedagogy unit at the national level. This should work with expertise at the Education Hub level, to ensure teachers/kaiako have ready access to trustworthy advice and exemplars.

Approaches to collaborative teacher learning

Collaborative teacher learning approaches focused on improving student learning now underpin the New Zealand Curriculum, the Investing in Educational Success policy (IES), and the Standards for the Teaching Profession.

IES aimed to create more successful, seamless student pathways across self-organising communities of schools, known as Communities of Learning | Kāhui Ako (Kāhui Ako). In 2014, $359m over four years was allocated to establish the model nationally, and over two-thirds of schools are now part of a Kāhui Ako.

The Kāhui Ako model does not suit all communities

Most of the funding for Kāhui Ako has gone into two-year renewable roles which are focused on supporting schools to work collectively to make progress on goals related to student achievement. Kāhui Ako have also been able to select from a pool of 'expert partners' with educational and evaluative expertise to advise them. They can apply for Ministry professional learning and development (PLD), and more recently, select from a pool of 'change managers' to provide complementary advice to that of the expert partners.

In situations where schools have been used to competing it has often been challenging, and considerable effort has been required to build trust.

We heard that some Kāhui Ako are functioning very well as collectives focused on changing teacher practices in order to improve student engagement and raise achievement. Most are still in the early stages, and some are struggling. They are highly dependent on the energy and commitment of their lead principal, and the facilitative skills and knowledge of the teachers/kaiako filling the 'across schools' and 'within school' roles that are part of Kāhui Ako.

The focus on the learning pathway of students through primary and secondary school (and for some Kāhui Ako, the inclusion of early childhood education and tertiary in this pathway) has proved valuable where Kāhui Ako have gained new insights into the potential of the New Zealand Curriculum, and what they can do to provide students with more seamless transitions between schools.

We believe this model of community responsibility and professional learning needs more time to bed in. There is much to be learned from Kāhui Ako.

However, we have also heard many calls for further development of the Kāhui Ako model to enable its potential benefits to be fully and more easily realised. Suggestions included allowing for much more flexibility in their achievement challenges and in the use of staffing and funding resources available.

The opportunity to consider alternative clustering arrangements other than a pathway between schools, for example a cluster of secondary schools in an area, was also considered an important option worthy of consideration.

Changes to Ministry funded professional learning and development (PLD)

Ministry-funded PLD has changed substantially in the last few years, moving from a model of centrally-contracted supply to a model which relies on schools making their own applications for PLD based on an analysis of student achievement or engagement.

Four times a year panels of regional Ministry of Education staff and principals/tumuaki apportion their share of national funding based on the applications they receive from schools or Kāhui Ako. Successful applicants are funded for a given number of hours and can choose their PLD provider from a national list of accredited individuals, which now numbers close to 700. Once the Ministry has agreed on a statement of work, the PLD facilitator can start work. Schools and facilitators report every 6 months on the impact of the PLD, using a national format.

We were told by both users and providers that the current procurement model is over-regulated, bureaucratic, and time-consuming for both schools and the PLD providers. It has led to uncertainty of work for PLD providers, and made it difficult for PLD organisations to invest in ongoing staff development as they need to.

We believe that reorienting support for teacher/kaiako and school learning towards a combination of permanent advisory services at the Education Hub and national levels would provide for a more strategic, co-ordinated and sustainable model of PLD. This would also be supported by the Education Hubs being able to second teachers/kaiako from their schools and supporting teachers/kaiako to share effective practice and innovations within the Education Hub.

Education Hubs would be able to contract external PLD facilitators and expert specialists to work with schools, Kāhui Ako and other clusters in their networks. They would also have access to national roll out of a limited series of proven PLD programmes[84] linked to National Education Learning Priorities.

Variable approaches to teacher/kaiako appraisal

Any fit for purpose appraisal process should be about helping the person being appraised to improve and learn.

The Standards for the Teaching Profession, recently developed by the Education Council of Aotearoa New Zealand (recently renamed the Teaching Council of Aotearoa New Zealand), provide an effective appraisal framework to help teachers/kaiako to do precisely this. Its application, however, is variable.

Some schools and teachers/kaiako have incorporated the appraisal process into their normal practice and collected evidence as part of their normal teaching programme. In these schools the process is open, developmental and learning focused.

In other cases, we have heard that it has created a compliance driven 'tick the box' activity, in which appraisal is seen primarily as an administrative requirement.

To be productive, appraisal should be a welcomed and positive professional process.

We think there is room for more flexibility in thinking about the appraisal process; for example:

» Do all teachers/kaiako need to be appraised against all the standards every year?
» Does every teacher/kaiako need an appraisal summary report every year?
» Is it possible that some appraisal could be based on teams of teachers/kaiako rather than individuals?
» To what extent could peer-based appraisal be more useful for developmental purposes?

We need to consider the best roles, career pathways and support for paraprofessionals

In schools, paraprofessionals are staff who support teachers/kaiako for student benefit. Among paraprofessionals we include teacher aides, non-registered teachers/kaiako such as musicians and artists, and members of the local community with valued knowledge and expertise.

Due to the increasingly complex learning aspirations and challenges students bring, many teachers/kaiako work on a daily basis with teacher aides and other paraprofessionals.

There are two key issues here. Firstly, what kinds of paraprofessional roles are needed now and what roles will be needed in the future, as teaching and learning relations change. This has been referred to in the section on Schooling Provision. Secondly, how the system, at both national and Education Hub levels, establishes training, employment and career pathways for paraprofessional roles that become widespread across the schooling system. These are surely issues which need to be considered as part of the development of a national Education Workforce Strategy.

We have also heard from teacher aides and those who employ them that it is unacceptable for those who work with some of our most vulnerable young people to have insecure conditions and low wages. In our view, the establishment of Education Hubs creates the possibility for schools to continue to employ staff who can be appointed to full-time or part-time permanent positions, while Education Hubs take responsibility for employing and managing a cohort of paraprofessionals (including teacher aides) who can be deployed flexibly in order to respond to learning priorities across the Education Hub.

Where do we go from here?

It is clear that much more needs to be done to ensure that teaching in Aotearoa New Zealand is consistently effective and that we have a workforce that is equipped for the challenges it faces. More can be done to prepare our teachers/kaiako by developing a more diverse workforce, ensuring a more consistent quality of teaching graduates, and by retaining more of the teachers/kaiako we train.

We have a number of opportunities to better support the workforce within our learning ecosystem, including:

» The ways teachers/kaiako access advice and support.

» Collaborative learning, better access to PLD and by encouraging more flexibilities around the teacher appraisal process.

Finally, we can better support and develop our paraprofessional workforce.

What we want to achieve

Our recommendations are focused on ensuring we have secure supply of well-supported and effective teachers/kaiako who can keep growing their own practice, meet the needs of an increasingly diverse set of learners/ākonga, and contribute to the learning of other teachers/kaiako.

Teaching

Recommendations

Recommendation 16

We recommend that the Ministry of Education work with the Teaching Council of Aotearoa New Zealand to ensure there is a coherent future-focused workforce strategy, including ensuring Initial Teacher Education provision is future-focused and fit for purpose. The test of this strategy will be whether every school can appoint and retain the teachers/kaiako it requires to deliver excellence and equity.

This work should include:

- Provision to ensure the diversity of teachers/kaiako more closely matches the student diversity.
- A review of Initial Teacher Education to improve the overall quality and range of provision and ensure an appropriate number of providers.
- Development of alternative flexible and good quality initial teacher education pathways to registered teacher status, such as school-based models.
- Developing programmes to guarantee newly trained teachers/kaiako who meet specified standards employment for a specified period.
- Viable pathways for paraprofessional development and employment at Education Hubs.

Recommendation 17

We recommend that a Curriculum, Learning, Assessment and Pedagogy unit at the Ministry of Education works with the Education Hubs to ensure teachers/kaiako can:

- Readily access what they need to support learning, through whichever medium works best. There should be ongoing review of the efficacy of this work.
- Have access to proven PLD programmes linked to National Education Learning Priorities.

Recommendation 18

We recommend that requirements for the Kāhui Ako pathway model enable more flexibility in clustering arrangements, achievement challenges, and in the use of staffing and funding resources.

Recommendation 19

We recommend that the Teaching Council develop more flexible guidelines for teacher appraisal including team appraisal, peer appraisal, and the frequency of reporting.

Recommendation 20

We recommend that Education Hubs co-ordinate professional learning and development (PLD) and advisory services in order to provide local support and grow and sustain local expertise.

To do this we recommend that the Education Hubs:

- Develop strategic plans to improve teacher/kaiako capability from their work with their schools, Kāhui Ako, and clusters and allocate hub resources accordingly.
- Contract in additional PLD that meets the Education Hub network's priorities, using contract approaches that are less bureaucratic than the ones currently used by the Ministry of Education. This would allow for sustainability of contracted expertise.
- Employ curriculum advisers who may include seconded teachers/kaiako, and experts on contract.
- Monitor new teachers/kaiako to ensure they are well mentored in the schools that employ them.
- Support the establishment of professional learning groups across schools, and encourage and disseminate well-founded innovation.
- Evaluate the efficacy of the use of hub resources in terms of changes in teaching practice, and sufficiency of teacher supply, and teacher/kaiako wellbeing.
- Ensure effective changes in practice and PLD are shared within the Education Hub and nationally for the benefit of all teachers/kaiako.
- Coordinate pools of relief teachers/kaiako, and classroom paraprofessionals: teacher aides and non-registered teachers/kaiako.

The 8 Key Issues

6. School Leadership
Ngā Mahi Ārahi Kura

In this section we discuss school leadership. Our ability to provide every single student with a school they want to be in and learning that will bring out the best in them relies on our system's ability to develop and support good school leaders.

Good school leadership is shown by teachers, team leaders, and principals/tumuaki.

It is our view that more needs to be done to develop and support leaders that are consistently high quality across the whole learning ecosystem. This includes thinking about the responsibilities and burdens that we place on our leaders, the pathways we create for them and the way in which we make best use of their skills, capabilities and expertise, and how we support them to grow and develop throughout their whole careers.

In the rest of this section we discuss in more detail what we believe are the major issues around school leadership in Aotearoa New Zealand currently. We concentrate on the role of the principal/tumuaki because of its vital importance in schooling success.

- The principal/tumuaki role makes significant demands of one person.
- Principal/tumuaki appointment and appraisal does not always support schools to move forward.
- Support and professional development for principals/tumuaki is limited.
- There is a need for more diverse principals/tumuaki.
- Small, rural and low-decile schools face challenges in appointing and keeping good quality principals/tumuaki.

At the end of this section we make a number of recommendations to address these issues.

> "I had a lot to learn about leadership, and about managing people; and a lot of nuts and bolts that I didn't have. And with all of that ignorance I was appointed to the role and had to learn everything from scratch; and that put the... community in quite a vulnerable position and they were already vulnerable."
>
> Principal - Tairāwhiti region

The principal/tumuaki role makes significant demands of one person

We have already made recommendations regarding the employment of the principal/tumuaki. Below we provide further explanation on why the change is necessary.

Tomorrow's Schools significantly expanded the role of the principal/tumuaki by asking them to take on wide and extensive responsibilities related to property, finance, and staff employment.

The changes largely left principal/tumuaki development and support up to their employer, the Board of Trustees, and the principal's own initiative. It was not until 2002 that the First-time Principals programme was funded to provide much needed guidance to school principals/tumuaki. Even so, the programme remains voluntary. The only legal requirement for taking on a principal's/tumuaki job is being a registered teacher/kaiako; there are still some principals/tumuaki appointed who have had little or no experience of senior leadership or management roles in a school.

Our principals/tumuaki generally enjoy their work, and like the freedom they have to make decisions, but they often struggle with the size and complexity of their workload. They work long hours, and have high stress levels.

Only a third of primary principals/tumuaki in 2016 thought their workload was manageable or that they could schedule enough time for educational leadership: the crux of their role.[85] The picture for secondary principals/tumuaki is similar.

Only a third of primary principals/tumuaki in 2016 thought their workload was manageable.

We heard from many principals/tumuaki during our consultation who said that they would be relieved to have less responsibility around school property and finances. They thought it would be valuable to not have to 'reinvent the wheel' at each school on 'generic' policies such as health and safety. This was particularly, but not only, the case in small schools, which lack the resources larger schools have to employ management and support staff. The staffing formula for secondary schools also provides for more non-teaching senior management roles than the staffing formula for primary schools, which may mean that burdens are greater on primary principals/tumuaki.

Teaching principals/tumuaki in small schools, often in rural and isolated areas, found it particularly difficult to always cover both the teaching and management parts of their role. They told us they often found themselves being pulled in different directions at the same time, particularly related to health and safety requirements.

Principals/tumuaki told us that they would also like less time-consuming and drawn-out processes to apply for support for students with additional learning needs, or access Ministry-funded PLD.

They also told us that they could feel acutely lonely in their role, and often unsupported when they had significant issues to deal with.

Principal/tumuaki appointment and appraisal does not always support schools to move forward

Boards of trustees are currently the legal employers of principals/tumuaki. Appointing the school's principal/tumuaki is the most important decision a board makes. However, their ability to make a good decision that suits the school and will keep strengthening the quality of the school varies widely. For many boards, it is the first and only time they make this crucial appointment. Many employ an adviser to help them, but advice on the process and what matters most educationally is not always taken.

Too often the wrong decisions are made in principal/tumuaki appointments

People working with schools told us that, on the one hand, they had seen boards make wise and sometimes courageous appointments. But too often they had seen boards overlook good applicants and instead make a poor choice. We also heard many stories of the prevalence of unconscious (or even conscious) bias, including Boards overlooking highly qualified and capable female candidates in favour of less experienced male candidates.

We also heard sometimes boards have little or no choice because of a shortage of applicants, this is particularly prevalent in rural and isolated areas. When faced with the option of making a less than ideal appointment and no appointment at all, Boards often made the appointment and hoped that they would be able to support the new appointee to develop into the role.

The appointment process is made more difficult and risky given that there is no eligibility criteria for employment as a principal/tumuaki, other than being a certified teacher. For example, previous leadership experience is not required.

We have heard of some cases of beginning teachers/kaiako being appointed to be principals/tumuaki of small schools, a position that initial teacher education does not prepare them for.

Principal/tumuaki appraisal is not always effective

Boards are also responsible for the performance management of the principal/tumuaki. Many boards employ an outside advisor to undertake the annual appraisal, sometimes with the board chair working alongside the adviser in this process. There are no standard criteria for those who provide these appraisals to follow. Again, people who work with schools told us that there is a wide range of quality in appraisers (who are often retired principals/tumuaki), and variability in how useful the appraisal is in supporting the principal/tumuaki to move the school forward.

We heard that a desire for comfort and compliance may shape the choice of appraiser. Boards may also be uncomfortable following up issues with a principal's/tumuaki performance that have been identified in an appraiser's report, to the detriment of the students, teachers/kaiako, and school, as well as the principal/tumuaki themselves.

Support and professional development for principals/tumuaki is limited

Leaders have an essential role to play in developing the whole education workforce

Good principals/tumuaki provide their teachers/kaiako with feedback, opportunities and responsibilities that will grow their effectiveness and their own capability to lead. They nurture and encourage the development of leadership capabilities, and they actively support and encourage teachers/kaiako they see as having the moral passion, relationship skills, depth of knowledge, and energy that feed good leadership.

Currently there is no nationally-funded programme to support aspiring principals/tumuaki

There is no current nationally-funded programme for aspiring principals/tumuaki.[86]

The Secondary Principals Association has co-funded participation in a Masters of Education programme for aspiring principals/tumuaki that combines academic work with shadowing of current principals/tumuaki. The shadowed principals/tumuaki have also found this beneficial for their own reflection.

> "[There was] a school where the principal had been there for seven years and had never had a successful year. The school had continuing markers of poor performance... but the principal remained. The principal was a caring person, but was 'hopeless' – and the system allowed this person to continue in the role, even as the school failed."
>
> Education Consultant

Currently our system places significant demands on one individual, the principal/tumuaki, often to the detriment of their wellbeing.

Some who were being encouraged by their own principals/tumuaki to step up to the principal role told us that they were deterred by the size and complexity of the role as well as the stress they see their own principals/tumuaki under. A number of highly capable female deputy and assistant principals/tumuaki told us that they would not apply for a principal/tumuaki position in its current form as it would be difficult balance the demands of the role with their own family life and wellbeing.

There is some support for principals/tumuaki available

Currently the Leadership Advisors' programme is working with 436 principals/tumuaki, covering 17% of our schools. Each new principal/tumuaki has the support of an advisor, and a mentor who is a practising principal/tumuaki, for two years. New principals/tumuaki we spoke with valued this programme, and many found they had ready access to advice. However, not all had this easy access to support, with some finding their mentor principals/tumuaki overloaded with their own schools. Others reflected that the capability and usefulness of advisors was variable. Some participants said that formal support for their role should continue beyond the two year timeframe.

Principals/tumuaki also support each other through informal networks and professional learning groups that may employ an external facilitator. Most principals/tumuaki belong to principals' associations, getting together at meetings and conferences to discuss common issues and network. The New Zealand Principals' Federation (NZPF) worked with the Ministry of Education to design a support initiative comprising leadership advisory positions in four regions with high rates of principal/tumuaki turnover. The NZPF and the Ministry also worked together to develop the Māori Achievement Collaborative programme, a professional learning and development pathway for principals/tumuaki focused on changing education outcomes for Māori. The not-for-profit Springboard Trust has worked with volunteers from the business world since 2010 to develop over 300 principals'/tumuaki strategic leadership skills.

Some principals/tumuaki told us of the value they had gained from conversations with ERO reviewers that had given them fresh insights into their role.

More ongoing support and professional development is needed

Principals/tumuaki who had been in their role when the Ministry funded rural and leadership advisors told us that they missed having someone they could readily call on and talk honestly with about the dilemmas they were facing. The Ministry's regional staff were not seen as sources of this kind of support.

We heard that competition between schools was sometimes a bar to principals/tumuaki sharing of effective practice and also seeking advice. There is also sector awareness that the quality of principal leadership varies widely, and of the difficulties in addressing this.

Experienced principals/tumuaki told us that they needed to continue to learn and be challenged as much as new principals/tumuaki. For some, this included the ability to take on new leadership roles in education: around half would like to have more career options beyond the principal's/tumuaki role. Currently, we are not making the best use of the expertise built up in our schools because current Ministry and ERO roles are largely unattractive to school leaders. One reason for this is that some public servant pay bands are lower than principal/tumuaki remuneration, especially for principals/tumuaki of medium-large schools. Many principals/tumuaki expressed an interest in being seconded into central agencies in order to use their expertise and experience to benefit the broader system, but it wasn't financially viable for them to do so.

To make better use of leadership expertise while expanding leaders' horizons, the teacher unions have recommended that there are options for secondments from schools into roles that can support professional learning and growth.

The New Zealand Principals Federation (NZPF) and the unions have also expressed interest in a school leadership college which would provide a national resource for school leadership development.

> "In our region there aren't any Māori or Pacific women in school leadership. As a Pacific woman teacher – it's hard for me to see that leadership could be an opportunity for me."
>
> Pacific Teacher - Otago/ Southland region

There is a need for more diverse principals/tumuaki

More women are now aspiring to and gaining the principal/tumuaki role but they are still underrepresented relative to their numbers in the teaching workforce.

However, we have a challenge to ensure the ethnic diversity of our student population is matched in their principals/tumuaki. Only 15% of our principals/tumuaki are Māori, compared with 25% of our students, 2% are Pacific, compared with 13% of our students, and 0.5% are Asian, compared with 13% of our students.

Students and whānau from diverse communities should be able to see themselves reflected in the leadership of our schools, so that it is clear that our schools are not (as they are too often seen to be) domains of a dominant cultural group. This is particularly important as the proportions of students who are Māori, Pacific and Asian are growing.

All our school leaders now need to have knowledge, understanding and confidence in leading in a bicultural context. However, this is still to be consistently understood by school leaders.

Small, rural and low-decile schools face additional challenges in appointing and keeping good quality principals/tumuaki

There has been long-standing difficulty in ensuring small, rural and low-decile schools can all appoint and keep good quality principals/tumuaki. These schools have more than their share of the most complex situations and challenges. Yet small schools are too often seen as an entry into principalship and a "stepping stone" to larger schools (and higher pay since principal/tumuaki salary is related to school size).

Addressing the quality and growth of leadership in Aotearoa New Zealand presents us with a strong opportunity to lift the quality of our schools and better support the education of all children and young people.

Teaching principals/tumuaki of small and isolated schools face the additional responsibility of often being the only adult on the school grounds for much of the time. As well as being a lonely job, this places principals/tumuaki in very vulnerable positions, particularly from a health and safety perspective.

We heard from people how the isolated and often unsupported nature of the Teaching Principal role, alongside the requirement to be both teacher/kaiako and principal/tumuaki, makes these leadership positions very difficult to recruit and retain.

The Ministry of Education now offers a Principal Recruitment Allowance which has successfully attracted proven principals/tumuaki into some challenging schools. It has also provided more ongoing resource and support to these schools.

Where do we go from here?

As we have seen, much more needs to be done before we can confidently say that our system is able to develop and support high-quality system leaders. Currently our system places significant demands on one individual, the principal/tumuaki, often to the detriment of their wellbeing. The system, through the support and professional development it provides, does not support aspiring individuals to develop and move into formal leadership positions. It also does not do enough to support and develop those who are already principals/tumuaki, be they in the early stages of their career or more experienced.

Addressing the quality and growth of leadership in Aotearoa New Zealand presents us with a strong opportunity to lift the quality of our schools and better support the education of all children and young people.

What we want to achieve

The Leadership Strategy was released by the Teaching Council during our review. It has the strength of being developed with the teaching profession. It draws on deep thinking about the current and future contexts and challenges for educational leadership, and on robust evidence about effective educational leadership in our bicultural context of Aotearoa New Zealand and internationally. It includes a set of Leadership Capabilities, the skills and behaviours we require of our leaders. We see these capabilities as useful guidelines for a more systematic approach to ensuring that all our schools have the leadership they need, for the three spheres of school leadership described: principals/tumuaki, team leaders, and expert teachers.

Our recommendations ensure Aotearoa New Zealand has a much more deliberate approach to develop the leadership all our students and teachers/kaiako need and use it effectively within and beyond schools.

We think a Leadership Centre, to promote and support effective leadership in schools and other parts of the learning ecosystem, will provide a key mechanism to implement the strategy and the specific recommendations we make below.

Our recommendations in this section are intended to:

» Lift the quality and cultural capability of leadership in our schools and system to provide better and more equitable leadership pathways and opportunities for principals/tumuaki to keep growing and contribute.

» Address the mistrust that can impair relations between school leaders and government agencies through a cultural shift that reframes their relationship as primarily one of interdependence for the benefit of all learners/ākonga.

> "We need principals without egos, who are collegial, where nobody is promoting one school over another."
>
> Principal – Whanganui region

Figure 3: Continuously improving leadership

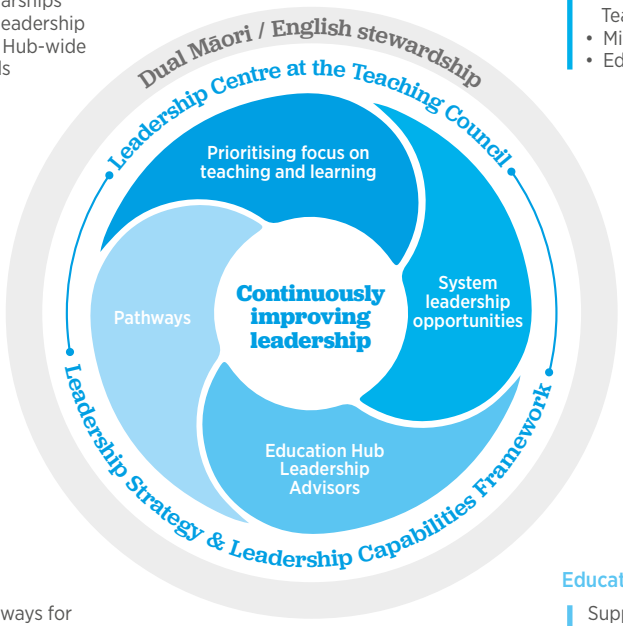
Prioritising focus on teaching and learning

Professional learning and development supports pedagogical leadership

Sabbaticals and scholarships deepen pedagogical leadership and match Education Hub-wide opportunities or needs

System leadership opportunities

More leadership opportunities:
- Schools
- Education Hubs
- Leadership Centre at the Teaching Council
- Ministry of Education
- Education Evaluation Office



Pathways

Tailored learning pathways for emerging leaders

Eligibility criteria for appointment to leadership positions

Induction and ongoing support for beginning, developing and experienced leaders

Education Hub Leadership Advisors

Supports principals to lead learning

Facilitates professional leadership networks

Works with the Leadership Centre to ensure consistency and to inform Leadership Strategy

School Leadership

Recommendations

Recommendation 21

We recommend that the Leadership Centre be established within the Teaching Council.

We recommend that the Leadership Centre is placed here because the Teaching Council is the profession's body. The Director of the Leadership Centre would be a member of the Teaching Council's leadership team, responsible to the CEO with an agreed set of key performance indicators encompassing outcomes, processes, and relationships.

Recommendation 22

We recommend that the Leadership Centre:

- Champion a coherent approach to leadership which is based on the Leadership Strategy at all levels of the school system. The Leadership Centre would do this through its work with the Education Hub Leadership Advisers, principals/tumuaki, leadership networks, and through involvement in Ministry of Education workforce planning.
- Use the Leadership Capabilities to provide national guidelines criteria for 'eligibility for application to be a principal', for appointments, for identification of professional learning needs, for appraisal, and for professional learning providers to 'badge' their work.
- Ensure leadership development and support are consistent and connected across the Education Hubs
  - through ongoing work with the Leadership Adviser roles in Education Hubs
  - by taking part in the appointment of the Overall Leader Adviser role in each Education Hub
- Provide a repository for leadership research, sharing periodic updates of relevant research with the profession, and commissioning new research and evaluations.

Recommendation 23

We recommend that Education Hubs are expected to:

- Identify leadership potential, provide development opportunities for potential leaders, and create a talent pool to draw on for leadership appointments that lead to greater ethnic diversity in principal/tumuaki appointments to match student diversity.
- Employ Leadership Advisers using national guidelines.
- Work with school boards to employ school principals/tumuaki using national guidelines and ensure the principal's effective performance management.
- Ensure schools with significant challenges get highly effective leadership which is well supported by the Education Hub.
- Provide customised, connected processes for the induction and ongoing mentoring and support of principals/tumuaki.
- Support all principals/tumuaki through regular discussion of school progress, and work with them closely enough to identify problems early, and provide additional support, particularly for those facing persistent challenges.
- Provide or broker diverse, innovative leadership development and support for schools and clusters through an ongoing analysis of leadership needs across the Education Hub.
- Allocate scholarships and sabbaticals that are linked to both the identified learning needs for individual leaders as well as needs identified across the Education Hub.
- Ensure that effective principals/tumuaki contribute to leadership support and growth across the Education Hub network.
- Ensure learnings from effective Education Hub and leadership practices are fed back into the Leadership Centre.

Recommendations in other sections of this report also impact directly on issues of principal leadership:

- Our recommendations in relation to Boards of Trustees and Education Hubs would reduce the size and complexity of the principal/tumuaki role, so that principals/tumuaki and other leaders in the school can focus more effectively on teaching and learning.
- Our recommendations to reduce competition between schools would allow principals/tumuaki to focus more on the core business of teaching and learning.
- Our recommendations to include school complexity and challenges as a factor in principal salary rates and reduce the weighting of school size in setting principal salary rates should provide schools with high complexity and challenge with more durable high-quality leadership.

The 8 Key Issues

7. Resourcing
Ngā Rawa Kura

In this section we discuss school resourcing. Although the resourcing of schools is not specified in our terms of reference and we have not undertaken a full review, we think it is important to identify key resourcing issues where they impact on our terms of reference.

We believe these are:

- The overall amount of resourcing for schools in Aotearoa New Zealand is not sufficient
- There are problems with the way that equity funding is provided.
- Principal/tumuaki salaries do not always reflect the challenge of their role.
- Small schools can be disadvantaged by the way that funding is allocated.
- There are issues with staffing entitlements in primary and secondary schools.

At the end of this section we make recommendations to address these issues.

The overall amount of funding for schools in Aotearoa New Zealand is not sufficient

Few principals/tumuaki think that their government operational funding is enough to meet their school's needs: just 8% of secondary principals/tumuaki in 2018,[87] and 8% of primary principals/tumuaki in 2016.[88] Because they cannot cut back on external fixed costs such as electricity, rates, heating, and the annual audit required of Crown Entities, schools with rising costs or roll drops have little choice but to reduce their spending on co-curricular experiences, on curriculum resources, support staff, and course options in secondary schools.

> If we are to make progress and the recommendations of this report are to be implemented, adequate funding will be a crucial pre-requisite.

The costs schools need to meet have risen in recent years

During our consultation we heard from many principals/tumuaki that their funding from the government is inadequate and has not kept pace with rising costs. Costs have risen in recent times for a number of reasons, including:

- Digital technology;
- Greater demands in Māori-medium schools;
- The inclusion of te reo Māori in English-medium schools;
- Large increases in the number of children with additional complex behaviour and learning needs;
- Increases in the number of children whose first language is not English, as well as those transitioning from Māori-medium into English-medium schools;
- New legislative requirements e.g. the Health and Safety at Work Act 2015; and
- Inflationary costs that have not been met by a corresponding increase in the operating grant.

Other costs include the need to support leaders and teachers/kaiako to make the most of new curricula and the greater emphasis on teachers/kaiako and leaders evaluating their own practice in order to keep improving.

Most new government funding for education has gone to schools. But that has left the government agencies who work with schools struggling to provide schools with the support and resources they need to properly address the serious equity concerns facing Aotearoa New Zealand.

Schools face issues with staffing allocations

Around two thirds of primary principals/tumuaki in 2016 and 85% of secondary principals/tumuaki in 2018[89] thought that their government staffing was inadequate.[90] Most schools use some of their operational funding and money raised by the school to employ additional teachers, teacher aides and other paraprofessionals (staff who support teachers/kaiako in the interests of students).

In our consultation many principals/tumuaki and teachers/kaiako spoke about the gaps between students' educational needs and what they were able to offer. We also heard of tensions when parents expected more than the school could afford, particularly around the increasing use of digital devices for teaching.

We note that if we are to make progress and the recommendations of this report are to be implemented, adequate funding will be a crucial pre-requisite.

Property funding also needs to be considered

Property funding is allocated every five years based on the school roll. The funding for property maintenance is based on the square meterage of the school. Principals/tumuaki and Ministry of Education property officials tell us that neither of these mechanisms is appropriate or equitable.

In both cases, the actual current condition of school buildings, and the materials used in their construction should instead be the key driver of property funding allocation.

We understand that a major needs assessment of school property across the country is currently underway, which would provide the basis for fairer allocation.

The way that schools are resourced is not equitable

In general, schools receive government funding through three funding streams:

- An operational grant which is paid to schools in cash.
- A staffing entitlement that entitles schools to employ a number of teachers/kaiako whose salaries are paid by the Crown.
- Property provision.

The formulae for all of these resourcing streams are mainly based on the assumption that the number of students in a school and the year levels of these students are the major drivers of the costs faced by schools.

While the number of students is obviously a very important consideration when resourcing schools, for equity purposes, the characteristics and needs of the students in a school may mean that the school requires different amounts of resourcing.

> "National office [is] holding the purse strings and decision making power; so when regions have to do things their hands are tied."
>
> Regional Ministry of Education staff member

For example, schools with higher numbers of students from disadvantaged backgrounds require higher levels of resourcing.[91] Children from disadvantaged backgrounds often start school with less educational knowledge and skills than other children, requiring intensive support to "bridge the gap". They continue to face barriers to learning that mean they make insufficient progress to close this achievement gap. Additional resourcing allows schools to invest in reducing these barriers to learning.

This is of course not a new issue and was recognised when decile funding was introduced in 1995.

It is generally agreed that the decile system is at best a very blunt instrument to use as a funding mechanism.

There are problems with the way that equity funding is provided

Schools drawing from lower socio-economic communities do get some additional equity funding through the decile system

The current school decile system ranks schools according to the socio-economic position of their community. Schools are provided with additional equity funding, as part of their operational grant, depending on their decile and the school roll. Low decile schools get more additional equity funding than high decile schools.

School principals/tumuaki have discretion over how the additional equity funding is spent.

The decile system is not a particularly sophisticated way of providing equity funding

It is generally agreed that the decile system is at best a very blunt instrument to use as a funding mechanism. This is because it does not target funding according to the needs of the actual students enrolled in a school. Instead, as noted above, it uses the level of poverty or wealth in the neighbourhood mesh blocks[92] of the children attending the school as an indication of a school's need for funding. This information is only updated every five years when there is a new census. The limitations of the decile system are well understood by statisticians and government officials.

The decile system has led to unintended consequences

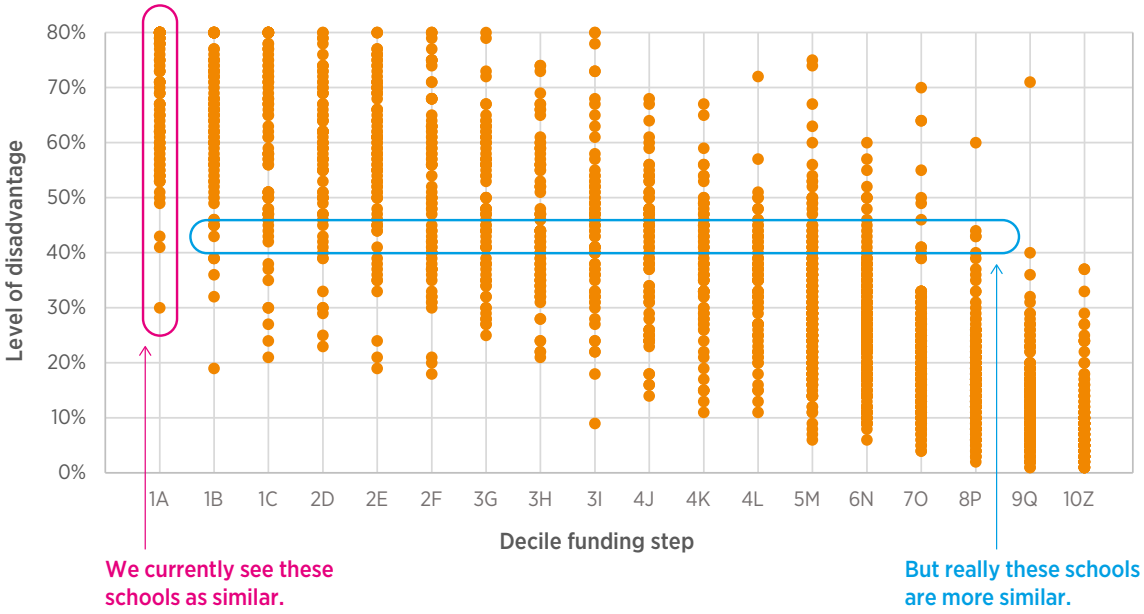
As well as poorly targeting equity funding, the decile system has also had an unintended consequence of many people confusing the decile rating of a school with the school's quality, as we have noted elsewhere in this report. The serious, negative consequences of this confusion – on parental choice, school competition, and on school rolls are evident throughout the system.

There are better ways to provide equity funding

To address these problems, the Treasury and the Ministry of Education have developed an alternative way of allocating additional equity funding. This is called the equity index and it is based on considering measures of disadvantage for individual students (who remain non-identifiable and anonymous) enrolled at each school. Based on the circumstances of each of their individual students, schools can be assigned with a disadvantage index and provided with extra funding accordingly.

The graph below shows how the equity index scores are distributed within each existing school decile. This shows that there is considerable variation in student 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 receiving a considerably greater share of the available funding than they should do based on the level of disadvantage of the students that are actually enrolled in those schools. Other schools 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.

Figure 4: 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 decile funding step and its proportion of disadvantaged students using the index for 2017.

The analysis is based on 25 percent of children across the system being defined as disadvantaged. Under decile, we see the decile 1A schools as the most disadvantaged. However, the index shows that the distribution of disadvantage is materially different from that suggested by decile.

The amount of school funding provided for equity remains a serious problem

In addition to improving the mechanism to deliver equity funding to schools, we also need to increase the amount of the resource provided.

According to data provided to us[93], 3% of the total resourcing (operational and staffing) provided to schools in Aotearoa New Zealand is allocated on the basis of disadvantage (using decile as a proxy). Comparable international jurisdictions allocate around 6%.

The equity index provides opportunities to change the way resourcing is provided

We believe the equity index system could be developed to deliver resources to schools better than the current decile system does. For example, staffing formulas could be adjusted based on the equity index to deliver extra staffing, as well as additional resourcing, to our most disadvantaged schools. This would further balance the otherwise dominant influence of the school roll in determining staffing entitlements.

There is also some evidence that the property needs of schools are linked with disadvantage. For example, the physical condition of lower decile schools is often worse than that of higher decile schools, regardless of the school roll. The equity index could be used to direct more property funding to the disadvantaged schools that need it, rather than allocating property funding based on school roll or square meterage, as is currently the case.

Resourcing needs to be used effectively

We do not want to create a cumbersome reporting regime for principals/tumuaki to account for their use of resourcing, but we note that no mechanism currently exists to encourage principals/tumuaki to make good decisions around the use of this resourcing.

We think many principals/tumuaki would be keen to work with others to examine the evidence, share success stories, as well as challenges, around the use of equity resourcing.

Education Hubs would be ideally placed to help share this evidence and best practice.

> The way that equity funding is provided means that it does not effectively support our most disadvantaged schools. This makes it less likely that we will be able to close the gap between our advantaged and disadvantaged students.

Principal/tumuaki salaries do not always reflect the challenges of their role

The school roll doesn't always reflect the challenge a principal/tumuaki faces

The school roll is a very influential driver of the salary of a principal/tumuaki.[94]

It is true that larger schools are more complex, handle more money and have more staff. However, principals/tumuaki of small schools face more varied job demands than those of larger schools. Principals/tumuaki of larger schools, for example, can hire extra deputies, administration managers, human resources experts and property supervisors. Principals/tumuaki of small schools often cannot.

Principals/tumuaki of small schools often have significant teaching loads but still must carry out basic compliance and administrative work which does not change regardless of the school size. Principals/tumuaki of large schools have a lighter teaching load (if they teach at all) and have additional staff to support them and to carry out much, the same compliance and administration work that their colleagues in smaller schools face.

The link between school roll and principal salary may encourage competition between schools

We think the link between the school roll and the principal's salary may be a factor in incentivising principals/tumuaki to grow their school rolls. The drive to grow the school roll may well encourage unhealthy competition and impact negatively on the wider community. This is discussed in more detail in the section on Competition and Choice.

We think that the complexity of a principal's job and the demands it may make on a principal/tumuaki are influenced by factors other than just school size. Besides the school size factors mentioned above, we believe an important factor is likely to be the number and proportion of disadvantaged children in the school, many of whom may present with complex learning and behavioural needs, requiring more interaction with other government agencies.

The complexity of a principal's job could be better considered when determining their salary

We are particularly interested in further investigation into whether incentives for principals/tumuaki could be altered so that the complexity of a principal's job is given additional weighting in determining their salary. We know that some incentives already exist. Principals/tumuaki of lower decile schools can be awarded additional salary increases[95] and principals/tumuaki applying for jobs in particularly challenging schools are sometimes given additional payments.

We have commissioned some preliminary work to find out if the size and complexity of roles have different impacts on salaries in non-education job markets. Initial findings are not conclusive, but we have been advised that further investigation into the factors which could impact on the salaries of principals/tumuaki should be done.[96]

Small schools can be disadvantaged by the way that resourcing is allocated

Aotearoa New Zealand currently has 698 schools with rolls below 100 students.

Analysis by the Ministry of Education suggests that our current school funding formula actually disadvantages small schools.

This is not about resourcing per student. For small schools, the impact of their size on the costs they face is hard to mitigate, even with substantial increases in funding. The ability of the Government to fund small schools adequately is also limited, given that funding is based on roll size.

This has implications for the network management of small schools. Elsewhere in this report we make the case for Education Hubs working at local level to take responsibility for managing the school network. This could mean closing or merging small schools where necessary and possible.

There are issues with staffing entitlements in primary and secondary schools

Staffing entitlements provide schools with funding to employ teachers/kaiako. Currently, staffing entitlements are allocated using a formula which is based on three components:

» Curriculum delivery allowance
» Management time allowance
» Guidance allowance

Similarly-sized primary and secondary schools don't receive the same staffing entitlements

This model assumes that the staffing, and particularly the staffing for educational leadership, required in primary schools is considerably less than that required in a similarly sized secondary schools. Much of the difference in staffing entitlements between primary and secondary schools is because primary schools receive less management staffing entitlement and do not receive base guidance staffing entitlement. The table below shows actual examples of the staffing entitlements generated for primary and secondary schools of equivalent sizes.

Table 3: Staffing entitlement and management unit allowances for a sample of similarly-sized primary and secondary schools

	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 school	303	18.8	2.6	2.3	35	21	3
Primary school	308	13.2	1.9	N/A	16	N/A	N/A
Secondary school	628	35	4.2	2.3	57	35	3
Primary school	620	26.6	2.5	N/A	34	N/A	N/A
Secondary school	869	46.7	5.2	2.3	72	45	3
Primary school	865	37.2	2.9	N/A	48	N/A	N/A

Notes: *The staffing entitlement and management unit allowances is for a sample of similarly-sized primary and secondary schools. It does not take into account the number of students in each year level in the sample schools (which affects the curriculum staffing entitlement).*
** Full-time teacher equivalent.*

The disparity in entitlement between secondary and primary schools shown here might be based on an historical judgement that a secondary school is a more complex organisation than a primary school (regardless of its size) and therefore needs more leadership resource. This implies that primary teachers/kaiako need less time and financial reward for curriculum planning, monitoring of progress and achievement, coaching and mentoring of teachers/kaiako, and general administration than secondary teachers. The way secondary schools are currently structured, based on specialised subject departments, may also explain some of this disparity.

We believe the disparity is unwarranted, and that it impacts negatively on teachers/kaiako and learners/ākonga in primary schools.

We are also concerned that primary schools are not allocated any resources to employ guidance counsellors, regardless of their size. Schools that have secondary (Year 9-13) students on the roll are entitled to funding for guidance counsellors as a right.

Where do we go from here?

In our view, there are a number of issues related to school funding that impact on the terms of reference of our review. In terms of the overall funding provided to schools, there is a shortfall which means that not all schools are able to meet the needs of all their students. The way equity funding is provided means that it does not effectively support our most disadvantaged schools. This makes it less likely that we will be able to close the gap between our advantaged and disadvantaged students.

Principal salaries are determined by school roll but this doesn't always accurately reflect the challenges associated with a particular school and can fuel schools to compete for students. This can also mean that principals/tumuaki are put off from working at smaller schools, the very schools in our system facing some of the biggest challenges and needing effective leaders.

The way funding is allocated can disadvantage smaller schools and impact their ability to deliver high quality education for all their students. Finally, we believe that the way staffing entitlements are provided to primary and secondary schools needs to be reviewed.

What we want to achieve

Our recommendations are based on our belief that equity funding is critically important if we want to address disadvantage. We are also clear that the mechanisms used to resource schools and pay principals/tumuaki have crucially important consequences for the learning of our children and young people.

We believe smaller schools face particular challenges and our recommendations aim to address these.

We place on record our view that the amount of equity funding for the education system is inadequate.

Resourcing

Recommendations

Recommendation 24

Because the proposed equity index better identifies those schools with the highest proportions of disadvantaged students, we recommend that it is implemented as soon as possible. We also recommend that equity resourcing is prioritised to the schools with the most disadvantaged students, is increased to a minimum of 6% of total resourcing and applied across operation, staffing and property.

Recommendation 25

We recommend that the allocation of staffing entitlements and management resources is reviewed to ensure that there is alignment and coherence across primary and secondary schools.

Recommendation 26

We recommend that Education Hubs work with school principals/ tumuaki who receive equity funding to identify and share best practice around the use of this funding both within and across Education Hubs.

Recommendation 27

We recommend that Education Hubs carry out school network reviews to ensure smaller schools that are unable to deliver quality education services are merged with others, or closed, where this is a practical possibility.

The 8 Key Issues

8. Central Education Agencies

Nga Tari Pokapū

In this section, we discuss the central education agencies. A brief description of the central education agencies can be found in the section on our current schooling system, at page 26.

The central government education agencies are responsible for providing both strategic and operational advice to the government and for ensuring that government policy is implemented.

This is no easy matter in Aotearoa New Zealand's highly devolved education system.

The Tomorrow's Schools model aimed to improve schools by formally separating roles and responsibilities between the:

- **Ministry of Education, which would develop policy;**
- **Self-governing schools, which would implement policy; and the**
- **Education Review Office (ERO), which would review implementation.**

This approach has had mixed results.

In order to provide well-regarded, effective stewardship and leadership to the schooling sector, our national Ministry of Education needs a clearer purpose. It also needs to have greater depth of educational expertise so that it can better support the core business of schools: curriculum, learning, assessment, and pedagogy. Deeper educational expertise would also improve policy development and implementation. It needs internal systems focused far more on outcomes, processes and relationships than on audit and risk. Finally, it needs an interdependent rather than a hierarchical relationship with regions and schools. At present, while schooling policies and strategies are developed at the national level, they are often not properly understood, accepted or implemented at the local and school levels. We believe that these misalignments have contributed significantly to the persistent inequity we see within our system, as well as to the plateauing performance of our schooling sector as a whole.

To be clear, this is not a criticism of the many people working very professionally in the education agencies. It is about the need to refashion the Ministry so that it can carry out the national role that is needed, while also strengthening its interdependence with the regions and school communities. In our view, the constraints around the current Tomorrow's Schools model makes their work much more difficult.

The learning ecosystem model we propose is based on authentic interdependence between schools and the central education agencies for the benefit of learners/ākonga. To achieve this, the central education agencies will need refreshed purposes, strengthened capabilities and capacities, and different kinds of relationships with both the Education Hubs and with schools. This requires a radical culture shift on the part of the agencies but the success of our recommendations relies on it.

In the rest of this section, we discuss in more detail the major issues that we believe need to be addressed with the central education agencies:

- Political priorities can overwhelm educational interests.
- Insufficient focus on teaching and learning.
- The regional Ministry offices cannot always respond to what schools need.
- Central education agencies don't have the right drivers and approaches to improve the system.
- There is a high degree of overlap and a lack of coherence between the central education agencies.

> One of the very common questions we heard during our consultation was 'why can't the education agencies just talk to each other?'

Political priorities can overwhelm educational interests

The political cycle can mean that initiatives are often rushed

This issue relates to the Ministry of Education. The Ministry is a large and complex organisation which works in a highly politicised and sensitive sector. Like other government departments, it is required to serve the interests of its Minister.

Governments are elected every three years. This means that schooling policy tends to be focused on short-term, easily measurable goals. It means it can also be rushed in both its development and implementation so that governments may be seen to have 'made a difference' during each of their terms. This is not in the longer-term interests of learners/ākonga or teachers/kaiako and makes it hard to tackle deeply rooted problems successfully.

Principals/tumuaki, teachers/kaiako and others who work in the education sector said that too many simultaneous initiatives are imposed. These are often introduced without evidence that they will be effective, or without the genuine consultation and co-design that would make them more likely to be successful. Initiatives are also often introduced without adequate resourcing, guidelines and support for their subsequent implementation. The result, they tell us, is often confusion and implementation timeframes which are too short and which lead to repeated failure to really make a sustainable difference to the success of learners/ākonga.

Our system needs longer-term goals if we are to really make a difference for our children and young people

We recognise that the realities of operating in this environment are not easy and we are well aware that the Ministry has to respond to political imperatives.

In all our conversations with Ministry staff, we have been impressed by their dedication and commitment, as well as, in many cases, their skills and wisdom.

However, our message is that unless longer-term goals and broad political consensus are developed in the education sector, it will be very difficult for the Ministry to act as the kaitiaki and leader of the schooling sector in the best interests of learners/ākonga and teachers.

Insufficient focus on teaching and learning

Not enough resources to be able to support all schools

We have heard frequently from people across the education sector that the Ministry does not have enough capability or capacity to be able to support schools and teachers/kaiako to carry out core aspects of their jobs, such as, curriculum delivery, curriculum design, learning, assessment, and pedagogy. Ministry staff we talked to about this, often responded by expressing concerns about the inadequate resourcing available to do what was required.

Yet this is what principals/tumuaki and teachers/kaiako want from their national lead agency, and it is one of the Ministry's core responsibilities.

Insufficient educational expertise to support all schools

Because there is limited curriculum expertise and institutional knowledge within the Ministry, it has become dependent on using short-term contracted expertise for one-off projects. Schools feel expected to carry the load on their own.

Teachers/kaiako tell us they want access to curriculum and assessment expertise to provide them with advice, access to resources and curriculum leadership.

The lack of a high level capability within the Ministry to research and develop evidence and share this with schools has also been raised as a concern. While the Ministry has an Evidence, Data and Knowledge group and there is plenty of international educational research evidence available, we have been told that the Ministry's capability and capacity to undertake and support education research, in and for, our particular schooling context is very limited. This is also the case when it comes to analysing the data that it does receive. This means there are significant gaps in the research and analysis required to support robust learning and teaching in Aotearoa New Zealand.

Timely publication of research and system performance data has also been an issue.

Issues with the development and implementation of policies

The Ministry's ability to develop and implement schooling policies in ways that lead to sustainable classroom change is also of particular concern to us. We have found that schooling policy and implementation functions in the Ministry appear to be spread across the organisation and often seem isolated from each other. As a result, the way that policies integrate and their overall likely impact on the schooling sector is not considered carefully enough, or even fully understood.

Lack of responsiveness to schools

We have heard considerable feedback from the sector about the operational efficiency and responsiveness of the Ministry. Principals/tumuaki overwhelmingly find the Ministry to be overly bureaucratic, risk averse and often unresponsive, with management structures that are top-heavy and opaque. Parents and whānau have also told us of their frustrations with facing a bureaucratic and unresponsive Ministry when trying to have their concerns listened to and acted on, or when seeking practical support for their child.

Ministry staff we talked to tended to agree, referring 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 regional Ministry offices cannot always respond to what schools need

The Ministry currently has ten regional offices spread across the country. The regional offices provide advice and support directly to schools and early childhood services across a broad range of areas, with the aim to provide a responsive service at the local level. The recent increase in the number of regional offices (from four to ten) has certainly represented progress, and the aim has been laudable.

Principals/tumuaki overwhelmingly find the Ministry to be overly bureaucratic, risk averse and often unresponsive, with management structures that are top-heavy and opaque.

"Given we're meant to be self-managing, the level of compliance with the agencies around what we have to do is quite extraordinary."

Principal - large South Island School

Resourcing limits regional responsiveness to schools

Our view is that while there has been some proactive and innovative work led by the regional offices, overall progress has been limited and constrained by resourcing.

None of the regional offices are given significant delegation over funding or the discretion to prioritise implementing national policies according to regional needs. Their major purpose appears to be to focus on implementing national policies using funding tagged to cover specific purposes.

This top-down approach severely limits regional the ability of Ministry to respond quickly to local needs on the ground. It also detracts from their ability to build positive and trusting relationships with schools.

Staff in regional offices were consistently concerned that they lacked the levers and tools to effect change in schools. Contributing to this was that boards of trustees and principals/tumuaki too often considered themselves capable and entitled to work independently of the Ministry.

Relationships can be challenging

We found that Ministry staff in the regions who visit schools 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 Ministry office. With notable exceptions, they are not generally seen as the helpers, supporters or problem-solvers they need to be in a properly integrated learning ecosystem.

The problem is compounded because of a lack of staff resourcing and capability in the regional offices.

Our impression is that there is not enough front-line support for school staffing within the Ministry. Staff simply do not have time to do what is expected of them, particularly around building important ,long-term and trusting relationships with schools.

Contact with regional staff can be too infrequent

Schools' lack of trust for Ministry staff is compounded because the tasks undertaken by Ministry staff working with schools are not always the ones principals/tumuaki expect or need. For example, Ministry Education advisers, whose job it is to interact with school leaders, are often seen as bureaucrats rather than educators. Many principals/tumuaki we talked to felt that their adviser, on the few occasions they did see them each year, did not really understand a principal's job, and did not have the necessary experience to be credible.

When asked about the infrequency of contact with schools, the Ministry staff we talked to told us that their focus, given their resourcing constraints, is on schools that appear to be having problems. Consequently, visiting schools that do not appear to be at risk is not a priority.

We can understand the dilemma, but our view is that this approach quickly turns into a reactive fire-fighting exercise, rather than a capability building and improvement process. This will not lead to any long-term improvement in outcomes for our children.

Staff turnover

High rates of staff turnover within Ministry offices also represents a significant problem. Many principals/tumuaki complained of a 'revolving door' of staff which made it impossible to develop any sort of long-term relationship. This also made it hard for Ministry staff to have much credibility in claiming a real understanding of a particular school and its community.

Property

Property issues have been a constant source of concern for principals/tumuaki who told us about the multiple compliance requirements they face, as well as long delays in decision-making. Both of these lead to delays in getting projects started. Our understanding is that the Ministry's national office stewardship of property has not been well understood by principals/tumuaki. In addition, the regional property units within the Ministry are at times unnecessarily constrained by wider Ministry processes in their ability to work independently as a service delivery agent.

We need better resourced local support for schools

We believe that the current regional Ministry offices are unlikely to develop strong partnerships with schools. This is because they are responsible for too many schools, they are under-resourced, they feel they lack the levers and tools to influence boards of trustees, and crucially, because they have compliance driven processes which often coming from the Ministry national office.

If we are to develop locally-based support for schools which are really responsive and agile we believe there is a need for a different organisational entity at the local level, namely the Education Hubs.

The system we propose aims to achieve a new balance of interdependent relationships, shared responsibilities and mutual accountabilities between the Ministry stewardship, regional governance and enlarged school communities.

ERO does not have the right drivers and approaches to improve the system

The current drivers for improvement have relied on ERO reviews of individual schools and the publication of school achievement and engagement information.

The quality of external review varies across the country

ERO is responsible for reviewing schools. We heard that many principals/tumuaki appreciate and welcome some of the professional discussions they have with ERO reviewers. Many have appreciated the approaches ERO has recently been taking in its review process. We have received particularly positive feedback about the long-term relationships-based methodologies used by the Māori medium ERO team who are seen to be highly collaborative and developmental in their approach.

However a significant number of principals/tumuaki and teachers/kaiako have concerns about the variability in the quality and expertise of reviewers across the country. We heard mixed views about whether ERO review reports are a reliable guide to the quality of teaching and learning in a school.

We heard some concerns about what reviews focus on

Recently, there has been some unease expressed about the review process over-emphasising a narrowly defined conception of 'accelerating learning' at the expense of other elements of school performance.

We believe that focusing on key system-wide equity and excellence issues is perfectly appropriate and essential. But we also note that marginalising other elements of school performance, particularly local school and community priorities, can be demoralising for some schools.

Principals/tumuaki and teachers/kaiako would like to see a much stronger emphasis on a review process that involves visiting classrooms, meeting teachers, and listening to and talking with a range of students ,leading to richly informed judgments about the quality of the school. Currently, there is a perception that ERO relies too heavily on the documentation schools are required to provide.

There are issues with differentiated reviews

The use of differentiated review by ERO has also become a significant issue. Differentiated reviews were introduced in 2013 and allow schools deemed to be performing very well to be placed on a four to five year cycle of review, while schools deemed to be performing poorly are placed on a one to two year review cycle. Schools performing to the required standard are placed on a three year review cycle.

The approach is intended to motivate schools to improve their performance, particularly since the results were public. We now see some of the schools placed on a four to five year review cycle using this as a marketing tool, adding to the competition between schools.

Five years is a long time for a school to go without any external review

It was assumed that having fewer review visits would be a reward for higher performing schools. But a problematic consequence of this, as pointed out by some well performing school principals/tumuaki, is that having no external review for up to five years is risky, particularly when the principal or board membership changes during this time. Around half of schools on a four to five year review cycle do not keep their status when they are reviewed, and some drop down to a one to two year review cycle.

Some principals/tumuaki of schools on the four to five year review cycle say they feel penalised for performing well. They value external review, and think it should happen frequently, so frequently that it ceases to become an event and is instead simply a normal part of school development and improvement.

A lack of resources

We suspect these issues reflect that ERO is inadequately resourced for the number and scope of reviews that it is expected to undertake. ERO is a relatively small organisation which employs 152 review officers. It is required to review around 2,500 schools and over 5,000 early learning services on an average three year cycle. The rapid expansion of the early learning sector in recent years has added significantly to ERO workload.

Given these resourcing issues, we can understand why reviews may become too focused on particular areas, and probably too short.

However, there is a more fundamental issue about the role of ERO which needs to be considered.

Reviews can incentivise the wrong behaviours.

By its very nature an ERO review is an event. It takes place on a regular cycle, meaning schools are inevitably incentivised to prepare for it by focusing their activities prior to the review. ERO reviews are also 'high stakes' as the report is made public, which may affect the reputation of the school. This may encourage schools to 'massage' its data for the review, against the best interests of their learners/ākonga.

On balance, our view is that periodic, event-based external reviews such as those currently carried out by ERO are not the best way to improve equity and excellence in the schooling system.

Regular and continuing review based on trusting relationships would benefit schools more

We firmly believe that reviewers should be working as fellow schooling professionals with teachers/kaiako and principals/tumuaki on a collaborative and ongoing basis. This would build a trusting relationship where progress and lack of progress can both be discussed openly, and without fear. The process should be external, but organic. Issues would be raised by reviewers or staff and addressed in a timely fashion as they arise. This relationship and process based approach should be supportive, with help and advice on hand as necessary. It also should be safe, so that schools can dig deep and ask themselves hard questions about their performance without fear of being publicly 'named and shamed'. We see this as a core function of the leadership advisors and Education Hubs.

> "Lots of agencies already know about underperforming schools and boards – MOE, NZSTA etc. But there's a disconnect between identifying them and giving them targeted support."
>
> Trustee – medium-sized school

ERO also evaluates aspects of the performance of the education system, but this function needs to be expanded

ERO has another 'bigger picture' role in our schooling system; it is required to carry out issue-based national evaluations of the education system. Some of these evaluations are based on relatively small samples, whilst others are larger scale and take place within ERO's normal reviews of schools. Sometimes the methodology used in these reports has been criticised as too opaque or based on documentation rather than more probing data gathering.

Recent reports have examined a wide range of topics, including what drives learning in secondary senior schools, newly graduated teachers, and teaching strategies that work. Reports on these areas have provided useful descriptions of how schools have improved their practices.[97] Many of these reports address national and system-wide issues or problems and are of real interest to principals/tumuaki, teachers/kaiako and policy makers.

Our view is that this sort of system-wide evaluative role by an independent government agency needs to be further developed to contribute to a system that has the information and evidence about its whole performance to both 'feedback' and 'feed forward'.

The availability of valid system-wide performance data is limited

At the same time as Tomorrow's Schools was introduced, a major review of national assessment was undertaken, which included options for monitoring the performance of the system as a whole.[98] We are concerned that despite periodic efforts, thirty years later, Aotearoa New Zealand still appears to have few nationally agreed, valued and consistently supported long-term indicators on the performance of the education system as a whole. Instead, the system relies on international tests such as the Programme for International Student Assessment (PISA), Trends in International Mathematics and Science Study (TIMSS) and Progress in International Reading Literacy Study (PIRLS).

We do have National Certificate of Educational Achievement (NCEA) data which is collected systematically and which has been used as an indicator of system performance. But, it is debatable to what extent this data provides a useful or accurate picture of system performance given the flexibilities within the qualification. Similarly, the integrity of National Standards data about Reading, Mathematics and Writing was also debated, and in any case, the requirement for schools to report on these has been discontinued.

To collect data about the performance of the schooling system we need consensus on what success at school looks like

The Ministry collects other data from schools, including student absentee rates, stand down, suspensions and retention rates.

However, we have no consensus about what we mean by success at school and therefore what school system performance data is important.

This may be changing; the Government is moving to develop National Education and Learning Priorities (NELP) which should, in time, be used to directly inform policy and performance data.

Through the Education Conversation | Kōrero Mātauranga, those involved in, and impacted by education have sent very strong and clear messages that wellbeing, belonging, resilience competencies and attitudes are important outcomes that our education system should achieve. They have also told us that they value progress and achievement in NCEA, basic skills and all the learning areas of the New Zealand Curriculum.[99]

We need to consider the best way to collect data about the performance of the schooling system

We also need to consider how the system collects the data required.

We believe that, for most purposes, a properly constructed sampling approach to collecting data is much more effective and far less disruptive than census approaches. Census approaches collect data from all learners/ākonga in a population, whereas a sampling approach collects data is only some learners/ākonga. We know the use of census data is fraught because the data are easily manipulated. The high stakes attached to school level performance can also result in unintended consequences such as over assessment of students and the narrowing of the curriculum. Both of these issues prompted the current NCEA Review. It can also encourage schools to focus on students who are just below a performance marker at the expense of students who are above it or well below it.

The National Monitoring Study of Student Achievement (NMSSA) has actually been sampling system performance in key curricula areas since 1995.[100] The study is jointly run by Otago University and the New Zealand Council for Educational Research (NZCER) for the Ministry. It samples a cross-section of students, collecting data about students' knowledge in selected curriculum areas in Years 4 and 8. It provides rich information about the factors that influence achievement, and identifies emerging trends that are of real value to both policy makers and teachers/kaiako.

A key strength of the NMSSA is that it collects data that can provide information about system performance without everyone in the system having to take a test or complete an assessment. It is also universally recognised as highly credible and robust.

We believe that this sort of approach to evaluating the performance of the system in the curriculum is the right one for Aotearoa New Zealand. The NMSSA approach should be expanded to cover all learning areas and all year groups in cycles. National data about wellbeing and belonging should be added to the NMSSA.

We note that the Curriculum Progress and Achievement Ministerial Advisory Group is currently working on issues related to the collection of achievement and progress data related to the curriculum, and will no doubt consider the issues raised here.

There is a degree of overlap, and a lack of coherence across the central education agencies

Our review of the various functions of central education agencies supports the argument that duplication and coherence problems between the agencies exist.

One of the very common questions we heard during our consultation was 'why can't the education agencies just talk to each other?'

We have no doubt that they do, but the issue is that most principals/tumuaki, teachers/kaiako and others working in education cannot see much tangible evidence of this. More often than not, they view the agencies as working in their own siloes and pursuing their own objectives, without recognising the need for a system-wide approach to the often complex and difficult problems they are attempting to solve.

We were interested to read the State Services Commission "Blueprint for Education System Stewardship" published in 2016.[101] In the report the authors note that …

> *"There is too much variation in learner achievement, with long-standing problems for particular learners and learner populations, like Māori and Pasifika. 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. There are too many systemic weaknesses in the way funding, information and talent are developed and deployed to be confident that the good results we do see are the result of good system performance rather than personality or situation specific factors.*
>
> *The seven agencies[102] charged with system stewardship know that a more coherent and systematic approach is required to generate the substantial lift in system performance necessary to ensure that every learner can succeed."*

In their response to the report, the central education agencies acknowledge that they need to work better together.

We believe that it is inherently difficult for the number of education agencies that there currently are to work well together. This results in significant duplication and a lack of coherence across the education agencies.

Quality Assurance

Quality assurance, or evaluation or review, is a key role of government. It is important that the public is assured that the agencies, including schools, responsible for carrying out government policy and improving educational outcomes are not only working well, but improving.

Currently, roles relating to quality assurance in the compulsory schooling system are spread across three central government agencies:

- ERO carries out reviews of all schools (and early childhood centres) every three years (on average). At times it also produces systems-wide evaluation reports.
- The New Zealand Qualifications Authority (NZQA) carries out Managing National Assessment (MNA) reviews of secondary schools every three years (on average). MNA reports focus on how well secondary schools are managing NCEA assessment practices. Though specialised, the reviews are very focused on school capability and self-review, and have significant impact on secondary schools.
- The Ministry of Education has a quality assurance role through its data gathering and through its regional offices. It is also involved in monitoring all schools and is particularly focused on identifying non-performing or failing schools.

We are aware that staff from the Ministry, ERO, and NZQA do communicate and try their very best to coordinate their review processes and findings. However, from both a school and a system-wide perspective, we think the transaction costs involved in such arrangements are significant.

If assessment practice is driven from one organisation (NZQA) and the curriculum from another (the Ministry), as is currently the case, it is not easy to see how we will properly implement the New Zealand Curriculum.

We believe that the current 'event based' process for reviewing schools (by both ERO and NZQA) needs to be changed as we have suggested above. It is our view that newly configured Education Hubs should take responsibility for a much more collaborative and ongoing review process than currently exists.

Given that school review would take place on an ongoing basis through the Education Hubs, we believe there is a need for a new central evaluation agency which focuses on system-wide evaluation. This would include evaluation of the Ministry of Education and Education Hubs. This new agency would replace ERO.

There are overlaps relating to curriculum and assessment in secondary schools

The responsibility for both the New Zealand Curriculum and NCEA standards currently sit, quite rightly in our view, with the Ministry.

However, the responsibility for assessing the standards for NCEA credits, through preparing and marking examinations and (for school based assessment) through oversight of assessment conditions and rules, rests with the NZQA.

Teachers/kaiako and educators have long expressed concern that NCEA achievement standards have effectively become the curriculum for most senior students in Aotearoa New Zealand.

They say that assessment processes (examinations and conditions for school based assessment) which are run from NZQA, 'drive' the curriculum, particularly in senior secondary school, but also in the secondary junior school as junior students are prepared for NCEA.

If assessment practice is driven from one organisation (NZQA) and the curriculum from another (the Ministry), as is currently the case, it is not easy to see how we will properly implement the New Zealand Curriculum.

This tension has a long history and has contributed to some of the problems associated with the implementation of NCEA as a qualification.

Our view is unequivocal: curriculum and assessment policy development and implementation (which includes the conduct, writing and operation of examinations) need to sit in one agency, which should be the Ministry.

Doing this, as well as the establishment of Education Hubs, will result in the disestablishment of NZQA, with its remaining non-school and tertiary functions, standard setting and Qualifications Recognition Services being re-allocated to the newly reconfigured Ministry or the Tertiary Education Commission or the Teaching Council.

Responsibility for leadership development should be moved to the Teaching Council

We note in our report that there is a need for much more focus on developing leaders in the system.

Currently, the responsibility for leadership development sits with the Ministry.

We believe that this function would better sit with the Teaching Council, since the Teaching Council has responsibility for providing leadership to the profession.

Where do we go from here?

We have identified a number of issues with the way that the central education agencies are currently configured. The nature of the Ministry can mean that political priorities can overwhelm educational interests, preventing sufficient focus on sustainable long-term improvement. Within the central education agencies there is an insufficient focus on teaching and learning, caused by a lack of capability and capacity. The regional Ministry offices are not able to be responsive or provide schools with the support that they want and need. The way that the system is set up means that the central education agencies are not driving the right behaviours from schools. Finally, the significant overlap between some of the roles and responsibilities of agencies leads to confusion and unintended consequences.

What we want to achieve

We believe there is a need for a fundamental shift in the way our education agencies work if we are to really reduce inequity. Our recommendations aim to ensure that the central education agencies are able to effectively fulfil their most important roles and best support the system to improve.

Our recommendations make five structural changes to the central education agencies:

» A reconfigured Ministry that can provide true national leadership and coherence and be a powerful advocate for a high quality education for all children and young people.
» Local Education Hubs that are Crown agencies working closely with schools.
» A new Education Evaluation Office that focuses on system evaluation (including the evaluation of Education Hubs) and reports to Parliament.
» The inclusion of the Leadership Centre within the Teaching Council.
» The disestablishment of NZQA and ERO.

Central Education Agencies

Recommendations

Recommendation 28

We recommend that the Ministry of Education is reconfigured.

The reconfigured Ministry would work with other central education agencies to ensure that the NELPs are pursued with determination.

It would be transparent, responsive, agile, and prepared to innovate on sound grounds. It would model what it means to continually improve and support continual improvement. It would work closely with the Education Hubs, while respecting their role as Crown entities.

We recommend that the reconfigured Ministry include:

- A Curriculum, Learning, Assessment and Pedagogy unit. This would provide advice, resources and support in curriculum design, learning, assessment and pedagogy to the sector. It would also share effective practice. The unit would establish an independent high level Curriculum, Learning, Assessment and Pedagogy Expert Advisory Group to provide it with cutting edge research, critique and suggestions for policy development.
- An associated advisory service which would employ curriculum and teaching experts working directly with advisers in Education Hubs (see below).
- Collection of system wide performance data, including a more comprehensive National Monitoring Study of Student Achievement.
- A research unit to provide education research to the sector and contribute to integrated policy development.
- Integrated policy functions to ensure that all policy development is coherent and seamless from the perspective of schools.
- An examinations business unit.
- A monitoring function for Education Hubs, in the same way as other education Crown agencies.

Recommendation 29

We recommend that Education Hubs are created. More details about Education Hubs are at page 48.

- Education Hubs would be designated Crown agencies with responsibility for partnering with schools in regions across the country. Education Hubs would take over all legal governance duties of school Boards of Trustees.
- Education Hubs would also replace the existing Ministry of Education regional offices.
- Education Hubs would be required to carry out government policies and work closely with the Ministry. They would, however, have considerable discretion in implementing these policies at a local level.
- Education Hubs would have responsibility for school performance, improvement, and equity.

Recommendation 30

We recommend that an independent Education Evaluation Office is created.

To fundamentally improve the performance of our education system we believe that a cross-party agreement on the long-term goals and evaluation indicators for our education system is essential. Therefore, the Education Evaluation Office should be independent of the Minister and provide an annual report to Parliament on the performance of our education system.

The Education Evaluation Office would:

- Report regularly on the performance of our education system. This encompasses schooling, early childhood education, and tertiary.
- Evaluate the performance of the Ministry with a particular focus on:
  - Organisational culture and responsiveness;
  - The effectiveness of its interdependent relationships with Education Hubs, the Teaching Council and other government agencies; and
  - Progress in meeting specified national educational goals.
- Provide regular independent evaluation of Education Hub performance.
- Have no responsibility for reviewing individual schools, although it may carry out sampling reviews in schools as part of its Education Hub review.

Recommendation 31

We recommend that the Teaching Council is expanded.

The agency would continue to be the professional body for teachers/kaiako as currently configured. In addition, it would host the Leadership Centre.

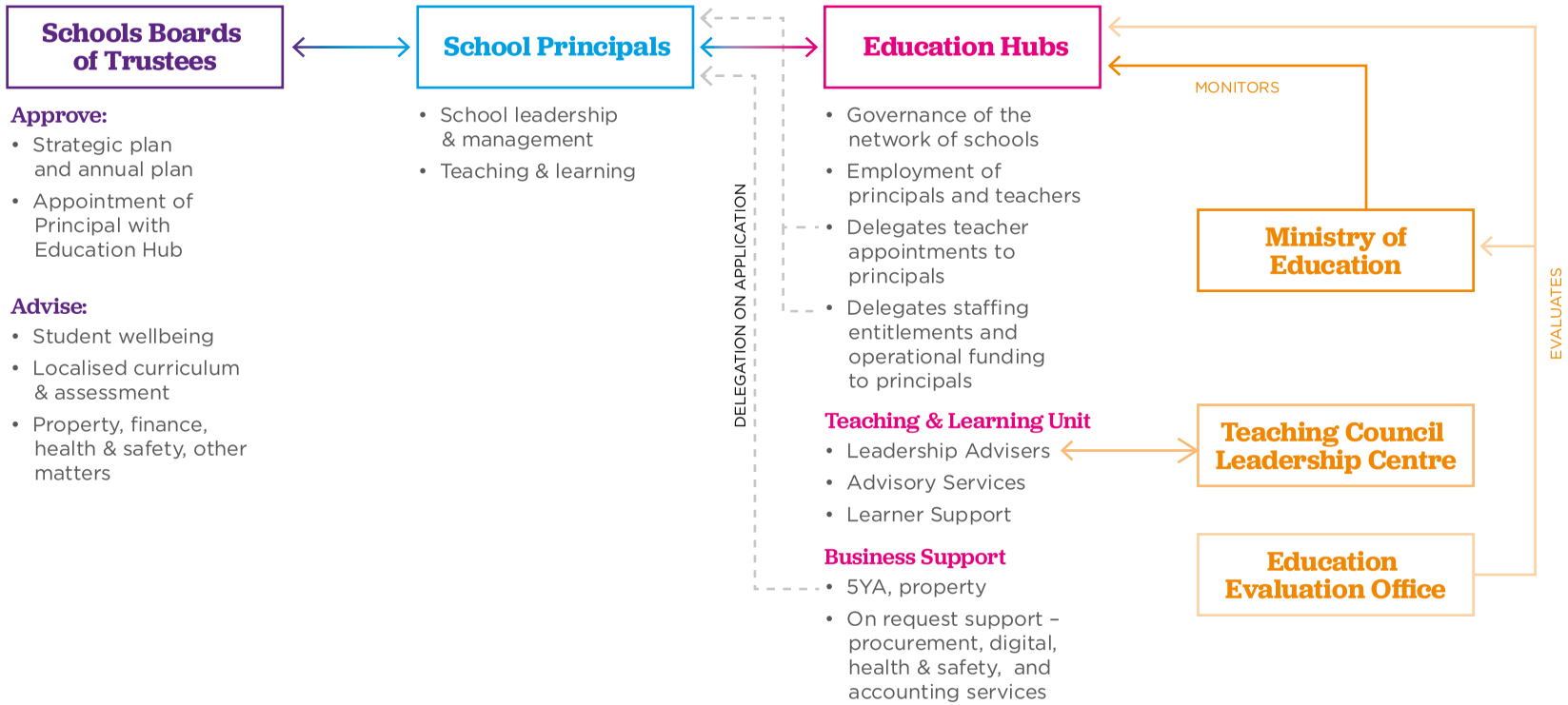
We expect that the Leadership Centre would work closely with Leadership Advisers in Education Hubs.

Recommendation 32

We recommend that the Education Review Office and the New Zealand Qualifications Authority are disestablished.

All functions currently carried out by these agencies would be distributed across the Ministry of Education, the new Education Evaluation Office, the Tertiary Education Commission or the Teaching Council.

Figure 4: School Boards, Education Hubs and Government agencies



A call for collective action

He karanga ki te mahi ngātahi

The recommendations in this report signal that it is time for a transformative change in our education system. Too many of our students, particularly from disadvantaged backgrounds, and particularly Māori and Pacific, are not succeeding as they should, and have not been doing so for too long.

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If we can address these issues the social and economic benefits for all of Aotearoa New Zealand will be enormous.

We have listened to the multiple voices of those who have experienced schooling as learners/ākonga, as whānau, as teachers/kaiako and as leaders, and we have considered the research.

As a result, we are convinced that the totality of recommendations in this report, if properly implemented, will contribute significantly to bringing about the change that is required.

When we say transformational change is required, we mean a different way of thinking about our schools and our communities, one that cuts across many of the assumptions of the system we currently work in. We have to work together in new ways.

The establishment of local Education Hubs, which work collaboratively with their network of schools, is key. Our suggestion of a national Education Hub dedicated to Kaupapa Māori settings, explicitly models our collective commitment to the principles of Te Tiriti o Waitangi. Education Hubs will provide the mechanism through which teachers, principals/tumuaki, boards of trustees, iwi, and community can work together and lead the change where it matters- for every child, in every school, in every family/whānau, and in every community, regardless of where that child lives.

Reconceptualising schooling as a network of schools in an area, supported by an Education Hub, will ensure that unhealthy competition between schools is minimised. It will ensure that schools collaborate for the benefit of all students in the area.

A much more learner/ākonga focused role for Boards of Trustees, with mana whenua representation, will encourage parents, whānau and communities to be genuinely involved in the key decisions about learning and teaching in the school.

Newly established Advisory Services in the Education Hubs, together with other supports for teaching and learning, and networks for sharing expertise, will free teachers/kaiako from having to 'reinvent the wheel'.

School principals/tumuaki will be supported by the Education Hub's leadership advisers and have their preparation and development co-ordinated by a newly established National Leadership Centre. They too will have more time to focus on their students' wellbeing and success.

This is a system in which schools, Education Hubs, iwi, the Ministry, the EEO, and Teaching Council are all interconnected in authentic ways, focused daily on continual improvement.

If things go wrong, learners/ākonga and their families/whānau will have access to a local and responsive formal advocacy and complaint services.

> Education reform does not occur in a vacuum; it needs to be prepared for and developed in partnership with people who work in the sector and who understand its complexities.

Making it happen: Our advice

Ko te kōkiritanga: ko ā mātau tohutohu

These are transformative changes, and they must be carefully undertaken. They are not changes that can be implemented overnight. They will need careful attention to a phased change management process that develops the institutions, capabilities and capacities needed for the new institutions to succeed.

Too often education reform in Aotearoa New Zealand has been characterised by poor policy development, rushed implementation and inadequate resourcing. This is typically followed by further policy changes to fix problems which have arisen through the implementation phase, which in turn impact negatively on the original intentions of the reform.

We need to learn from our past

Education reform does not occur in a vacuum; it needs to be prepared for and developed in partnership with people who work in the sector and who understand its complexities.

The significant changes we recommend are as much about the culture of our schooling system as they are about its organisation and structures.

Therefore, if these recommendations are to be implemented successfully, they will need rigorous analysis, iterative consultation and evaluation throughout the development and implementation processes.

We do not envisage an advisory group called by the Minister of Education which meets periodically to provide ‘feedback’ on work done by Ministry officials.

Transformative change needs an approach which models what our recommendations are all about: co-designed and taking shared responsibility for improvement.

We recommend an Establishment Group composed of a range of experts, practitioners, and government officials which has a three-five year life, and which leads the process throughout.

We suggest the Establishment Group focus on developing answers to the following:

- How will the principles of Te Tiriti o Waitangi be explicitly and authentically enacted?
- What are the core purposes of the recommendations?
- What cultural and structural changes will need to be made?
- What independent research and evidence will be needed to support the changes?
- What skills, capabilities and knowledge will be required from people in the system to ensure success, and how can these be nurtured?
- How might the changes impact on other parts of the system?
- How could the more complex changes be phased?
- What might be the unintended consequences of the changes and how can these be mitigated?
- What outcome, process and relationship evaluation indicators will be used to make judgments about the efficacy of the changes?
- How do we ensure changes are sustained?
- Are the changes adequately resourced?
- Are the timelines for implementation realistic - not driven by political imperatives?

If we really want to make it happen, if we really want to transform our education system- we will need to make sure the implementation is co-designed and sustainable.

In the end we need to get this right - for our children and the future of this country

Tomorrow's Schools Independent Taskforce

Bali Haque, Chair

Bali has previously been the Principal 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 and teachers 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' groups, school 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 at Sylvia Park Primary School. Amongst other achievements in this role, she and her team have designed a unique home school partnership based on the sharing of data in a comprehensive and methodical way with whānau – Mutukaroa. This work has resulted in significant shifts in student achievement and is currently being rolled out in clusters of schools 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 students and disrupt these through school 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 thirty five years he has been a teacher, teacher educator and educational leader in schools 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 leadership and more equal learning opportunities.

Cathy's 2012 book, *Vital Connections*, makes a cogent case for system change to strengthen all our schools 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.

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2 Table totals may not add to 100% due to rounding.

3 These are broad umbrella groupings that include a range of countries.

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5 Kura: Māori medium schooling (Years 1 – 8), Wharekura: Māori medium secondary school (Years 9 – 13).

6 In 2017 19,438 students were engaged in Māori medium education, spread across 277 schools and Kura Kaupapa Māori, including schools with language units. NZ Schools Report 2017

7 https://www.educationcounts.govt.nz/statistics/early-childhood-education/participation

8 Mean roll size for primary schooling sector includes full primary, contributing and intermediate schools

9 Mean roll for the secondary schooling sector includes secondary (Year 7-15) and secondary (Year 9-15) and Teen Parents Units.

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Nationally, 87 schools have contracts with the Ministry to provide alternative education for students between 13 and 15 years of age who are alienated from school. There are 14 activity centres managed by host schools for students in Y9-Y13. 29 schools are funded to operate services academies for students in Y11-Y13 that provide military-focused programmes in conjunction with the New Zealand Defence Force. There are 25 teen parent units. Alternative education is also funded by the Ministry through study support centres targeted at Y3-Y8 students at decile 1-3 schools. These operate outside of school hours.

53 http://www.ero.govt.nz/publications/evaluation-of-teen-parent-units/

http://www.ero.govt.nz/publications/provision-for-students-in-activity-centres/

http://www.ero.govt.nz/publications/secondary-schools-and-alternative-education-april-2011/

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Glossary of terms

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 student and this occurs in a reciprocal two-way process.

Alternative education

Alternative education is a short-term intervention which supports students who have been alienated from mainstream education. It re-engages students in a meaningful learning programme targeted to their individual needs and supports them to transition back to mainstream school, 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.

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 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.

Co-design

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

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 KPIs at all levels of the schooling system.

National Education and Learning Priorities (NELPs)

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, or NELP, through which the Government of the day will set its education priorities. Both the NELP, and how schools should plan and report to their parents and communities, will be subject to consultation in the very near future, before being finalised.

New Zealand Curriculum

The New Zealand Curriculum is taught in all English-medium schools (schools where teaching is in English). This includes state and state-integrated schools. It has an 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 in their decision-making and curriculum planning. The principles are high expectations, Treaty of Waitangi, cultural diversity, inclusion, learning to learn, community engagement, coherence and future focus.

Network for Learning (N4L)

The government created Network for Learning (N4L) to build a managed network for New Zealand's schools 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. The Pond acts as a central hub for digital discovery and participation, where educational resources can be accessed and shared more easily and effectively.

New Zealand Council of Educational Research (NZCER)

The NZCER is a national independent educational research organisation under its own Act (the NZCER Act 1972) that provides research, research based tools, and on-going evidence and advice on the policies in schools in Aotearoa New Zealand.

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.

Ongoing Resourcing Schemes (ORS)

ORS is a funding scheme that provides support for a very small number of students with the highest level of need for additional support, to help them join in and learn alongside other children at school.

Pedagogy

The principles, practice and art of teaching.

Mana whenua

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

National Certificate of Educational Achievement (NCEA)

NCEA is the official secondary school qualification in New Zealand. It was phased in between 2002 and 2004, replacing three older secondary school qualifications. The New Zealand Qualifications Authority administers NCEA. At each level, students must achieve a certain number of credits to gain an NCEA certificate. Credits can be gained over more than one year.

Ngā Kura a 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.

Resource Teachers of Literacy

The RT:Lit Service provides short intensive support to years 1-8 students with high literacy needs. There are approximately 109 RT:Lit supporting and assisting school staff, and working with New Zealand children. Each RT:Lit is employed by a host school and works across a number of schools within a cluster.

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 students in a number of ways including:

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

Student Management System (SMS)

Software that schools use to record information about the school and students. Its uses include registration, enrolment, ministry returns, attendance tracking, health and pastoral, incidents and events, calendar, extra-curricular, awards and achievements, recording marks, management and parent reporting, parent portal, staff details, and NCEA entries and returns. Data can be sorted to identify achievement and engagement trends and patterns, and to evaluate effectiveness of programmes.

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 values who they are, and sees their prior cultural knowledge and experiences as forming the pathway towards potential success. Learner wellbeing and belonging in the schooling system therefore requires strengthening both achievement and cultural identity.

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.

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 Te Aho Matua philosophy. Te Rūnanga Nui is designated in the Education Act 1989 as the kaitiaki (guardian) of the Te Aho Matua approach to teaching and learning. Te Rūnanga Nui works with the Ministry to discharge its responsibilities in respect to Kura Kaupapa Māori.

Virtual Learning Network (VLN)

An online network that allows schools 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 students in their school. E.g. a teacher in one school runs a course by VLN and students from other schools 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.

Wharekura

Māori-medium secondary settings based in and on Māori education philosophies (literally, whare = building, kura = school). Often used to refer to the secondary component of a Kura Kaupapa Māori setting.

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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