

Cabinet Paper material

Proactive release

Minister & portfolio Hon Chris Hipkins, Minister of Education
Name of package Follow up from the reform of the Tomorrow's Schools system: Establishment of a Leadership Centre within the Teaching Council of Aotearoa New Zealand
Date considered 6 November 2019
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Cabinet Paper: Follow up from the reform of the Tomorrow's Schools system: Establishment of a Leadership Centre within the Teaching Council of Aotearoa New Zealand

Date considered: 6 November 2019

Author: Ministry of Education

Social Wellbeing Committee Minute – SWC-19-MIN-0172

Date considered: 6 November 2019

Author: Cabinet Office

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Sensitive

Office of the Minister of Education

Chair, Social Wellbeing Committee

Follow-up from the reform of the Tomorrow's Schools system: Establishment of a Leadership Centre within the Teaching Council of Aotearoa New Zealand

Proposal

- 1 This paper clarifies the roles of the Teaching Council of Aotearoa New Zealand (the Teaching Council) and of the Ministry of Education, in relation to strengthening all forms of leadership in the New Zealand education system following recent Cabinet decisions on reform of the Tomorrow's Schools system [SWC-19-MIN-0153 refers].

Background

- 2 On 16 October 2019, the Social Wellbeing Committee (SWC) agreed to the Government's position on the reform of the Tomorrow's Schools system of governance, management, and administration of the schooling system [SWC-19-MIN-0153 refers]. I intend to publicly announce the Government's position in mid-November 2019.
- 3 This system reset included a strong focus on strengthening the arrangements that underpin the leadership of our schooling system. This includes the role of the Ministry of Education. The Ministry was to be given additional functions to build the status and capability of leaders and principals. These functions were designated as a "Leadership Centre or College".
- 4 SWC also noted that, subject to resourcing, a new Leadership Advisor role was proposed to provide greater localised support for principals and boards as part of the new regional service delivery model.
- 5 I recently met with the Teaching Council to discuss the Tomorrow's Schools system reset, including the implications, if any, for the work they do to support leadership in the system and their broader regulatory responsibilities. At this meeting, the Teaching Council confirmed its desire to also use the designation of 'Leadership Centre' (or College).

Ensuring role clarity between the Teaching Council and the Ministry of Education in relation to leadership

- 6 To achieve the kind of system change we envisage, it will be important to ensure that there is certainty and clarity about the respective roles and functions of education agencies relating to leadership, so that agencies are able to effectively work together to improve outcomes for all learners/ākonga and their whānau. There is a risk that the Government's position on the reform of the Tomorrow's Schools system, as currently set out, has potential to create 'role confusion' in relation to leadership.
- 7 The Ministry of Education is the Government's lead advisor on New Zealand's education system. It has a stewardship role across the system as a whole, including on matters relating to leadership of the education system.

- 8 The Teaching Council's leadership functions are set out in Section 382 of the Education Act 1989. These functions include providing leadership to teachers and direction for the education profession, enhancing the status of teachers and education leaders and identifying and disseminating best practice, and fostering the education profession's continued development in light of research and evidence of changes in society and technology.
- 9 The Teaching Council published a Leadership Strategy and Educational Leadership Capability Framework in 2018, following extensive collaboration with teachers, leaders, academics and representatives of the teaching profession from both English and Māori medium settings. The Ministry has provided funding to the Teaching Council to establish Stewardship groups to implement their Strategy one in English Medium and one in Māori Medium. The Ministry is also represented on the group to appoint the two Stewardship groups.
- 10 The table below indicates the respective roles the Ministry and the Teaching Council will play regarding school leadership.

Teaching Council role in strengthening leadership	Ministry role in strengthening leadership
<p>Embedding the Leadership Strategy and Educational Leadership Capability Framework through:</p> <ul style="list-style-type: none"> • Leadership Strategy Stewardship groups that ensure the strategy is implemented as designed. • Identifying and sharing leadership best practice to enhance the status of education leaders. 	<p>Establishing Leadership Advisors to support school leadership by principals and school governance by boards of trustees.</p>
<p>Maintaining the Code and Standards for the teaching profession, which apply to leaders and principals as well as all teachers.</p>	<p>Developing school performance management frameworks and requirements and giving effect to ECE leadership requirements through the Education (Early Childhood Services) Regulations.</p>
<p>Providing input to the development of eligibility criteria for appointment as a principal to ensure alignment to the Teaching Standards and leadership Capabilities framework.</p>	<p>Developing and operationalising the eligibility criteria for appointment as a principal, including associated training.</p>
<p>Through the leadership stewardship groups, provide advice to guide decisions on leadership professional development, based on the leadership capabilities framework.</p>	<p>Delivering leadership professional development for schools, early learning providers, and principals.</p>
<p>Managing the registration and certification of teachers to ensure a quality education system. Managing competence and conduct issues for teachers and education leaders.</p>	<p>Promoting leadership career pathways aligned to the Education Workforce Strategy.</p>

- 11 The Teaching Council will also continue to be the regulator and standard setter for the teaching profession, and set an overall strategy and direction for the profession. The Ministry will ensure that its support for leadership across the system supports the Council's Leadership Strategy. The leadership advisors will play an important role in this.
- 12 The Teaching Council may wish to establish its activities in this area as a Leadership Centre.

Use of the designation Leadership Centre

- 13 After further consideration, and advice from the Ministry of Education, I do not believe that using the designation Leadership Centre or College is in itself critical to the ability of the Ministry to deliver on its new and stronger functions in relation to supporting and developing leadership in the system.
- 14 The Teaching Council, on the other hand, sees a formal designation as valuable to advancing its work to implement its Strategy and Framework.
- 15 Therefore, I propose to invite the Teaching Council to establish its activities in this area as a Leadership Centre. This is not intended to change its current role and/or functions but rather to reflect and recognise them.
- 16 Similarly, the decision not to use the designation Leadership Centre or College for the new functions within the Ministry of Education is not intended to change the thinking about the development of those functions. Nor does it affect the Ministry's responsibilities to provide centrally funded leadership capability building, Professional Leadership Development, or the location of the new Leadership Advisor roles within the Ministry.

Implications of this Change

- 17 Subject to Cabinet approval, I will amend the public facing document setting out the Government's position on the reform of the Tomorrow's Schools system, which I intend to publicly release in mid-November 2019. A copy of the original and amended content is provided in Appendix 1.
- 18 I also ask that Cabinet rescind and replace one decision in the previous minute [SWC-19 MIN-0153 refers], as currently phrased, since it specifies the term Leadership Centre or College in relation to the Ministry of Education's new functions.
- 19 Instead, I recommend that Cabinet agree that the Teaching Council be invited to establish its activities in relation to educational leadership as a Leadership Centre.

Consultation

- 20 The Treasury, State Services Commission and the Department of Prime Minister and Cabinet (PAG) have been advised of this paper.

Financial Implications

- 21 As previously stated [SWC-19-MIN-0153 refers], I will seek funding through Budget 2020 or subsequent Budgets for the redesigned Ministry of Education's strengthened leadership functions, including the Leadership Advisor roles.

- 22 It is my expectation that the Teaching Council will fund any costs associated with a Leadership Centre through their powers to set fees in accordance with Section 383 of the Education Act 1989. The Council is in the process of reviewing their fees with the intention of becoming financially self-sufficient by 1 July 2020, and funding for a Leadership Centre can be considered as part of this process.
- 23 On 12 December 2018, the Cabinet Social Wellbeing Committee agreed to extend the Government's existing funding agreement for the Teaching Council by \$9.600 million in 2019/20 only and directed the Ministry of Education to report back to the Ministers of Finance and Education by the end of August 2019 with information on the Council budget and the steps it is taking to ensure self-sufficiency and sustainability from the 2020/21 financial year onwards [SWC-18-MIN-0191 refers]. Note this report back has been extended until the end of November 2019.

Human Rights

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

Impact Analysis

- 25 A Regulatory Impact Analysis is not required for this paper.

Disability Perspective

- 26 The views of disabled people and their whānau have been actively sought and integrated into the review of Tomorrow's Schools through targeted meetings, online surveys, wānanga, fono and broad engagement throughout the review. The Government position has also been informed by Kōrero Mātauranga.

Treaty of Waitangi Implications

- 27 The proposed Government position on the reform of the Tomorrow's Schools system reflects a commitment to honouring and giving practical effect to Te Tiriti o Waitangi in the context of the compulsory schooling system. In particular, the focus on strengthening leadership within the system includes a recognition of the need for more talented and effective leaders to lead in ways that reflect the diverse identities, languages and cultures of learners in our schools, including growing the number of Māori leaders in the system.

Legislative Implications

- 28 There are no legislative implications associated with the contents of this paper.

Publicity / Proactive release

- 29 I intend to publicly announce the Government's position on the reform of the Tomorrow's Schools system in mid-November 2019.

Recommendations

- 30 I recommend that Cabinet:

- 1 **note** that, on 16 October 2019, as part of decisions on the reform of Tomorrow's Schools [SWC-19-MIN-0153 refers], the Social Wellbeing Committee:

- 1.1 agreed in principle subject to resourcing in Budget 2020 or subsequent Budgets, to the establishment of a Leadership Centre or College within the redesigned Education Ministry to grow and lift the capability of all leaders
- 2 **note** that the Teaching Council of Aotearoa New Zealand (the Teaching Council) has indicated its desire to use the designation of 'Leadership Centre' (or College) as a way of advancing its work to implement its Leadership Strategy and Educational Leadership Capability Framework
- 3 **agree** to rescind the previous Cabinet decision set out in recommendation 1.1 above, to be replaced by recommendations 4 and 5
- 4 **agree** that the Teaching Council be invited to establish its activities in relation to educational leadership as a Leadership Centre
- 5 **agree in principle**, subject to resourcing in Budget 2020 or subsequent Budgets, that the redesigned Education Ministry be given additional functions to grow and lift the capability of all leaders
- 6 **note** that the Minister of Education will amend the Government's public facing position document on the reform of the Tomorrow's Schools system to reflect the decisions above in time for public release in mid-November 2019.

Authorised for lodgement

Hon Chris Hipkins

Minister of Education

Appendix 1: Proposed changes to the Government's position document

Text in **bold** has been added. Text in *italics* has been deleted. Underlined text has been moved.

Previous Text	Proposed Text
<p>A Leadership Centre or College</p> <p>The roles of principals, and other leaders, are distinct from those of teachers influencing student achievement less directly. At present, there is only limited specific differentiation at a system level between these roles. This weakens the impact of initiatives that aim to respond specifically to the needs and demands of leadership. In addition, we do not have a systematic approach to identifying and growing leadership across the system.</p> <p>We need talented and effective leaders to lead in ways that reflect the diverse identities, languages and cultures of learners in our schools, including growing the number of Māori and Pacific leaders in the system. We also need leaders who can influence people across the system to think and act differently, particularly those who work in schools with high proportions of ākonga who have been underserved within the current system.</p> <p>To address <i>these issues, the Government intends to establish a Leadership Centre or College within the Education Ministry</i> to build the status and capability of leaders and principals. This will be a critical shift in our system design to ensure we have an adequate supply of effective leaders. The Government will seek further advice on the initial resourcing requirements and its specific functions. These could include, for example:</p> <ul style="list-style-type: none"> • co-ordinating and supporting 	<p>A more visible support system for school leadership</p> <p>The roles of principals, and other leaders, are distinct from those of teachers influencing student achievement more broadly and less directly. At present, there is only limited specific differentiation at a system level between these roles. This weakens the impact of initiatives that aim to respond specifically to the needs and demands of leadership. In addition, we do not have a systematic approach to identifying and growing leadership across the system.</p> <p>We need talented and effective leaders to lead in ways that reflect the diverse identities, languages and cultures of learners in our schools, including growing the number of Māori and Pacific leaders in the system. We also need leaders who can influence people across the system to think and act differently, particularly those who work in schools with high proportions of ākonga who have been underserved within the current system.</p> <p><u>The Teaching Council has undertaken considerable work with the education sector to develop their Leadership Strategy and Educational Leadership Capability Framework.</u></p> <p>The Government intends to invite the Teaching Council to establish its activities in this area as a Leadership Centre. My intention is that the Teaching Council will continue to provide leadership to teachers and direction for the education profession, including as the 'standard setter' for the teaching profession, and setting an overall strategy for the profession.</p> <p>To address the issues identified above, the</p>

<p>leadership networks;</p> <ul style="list-style-type: none"> • promoting best practice; • developing professional learning frameworks; • promoting leadership career pathways; • providing leadership development opportunities through use of secondments; • operationalising the eligibility criteria for principal roles; and • developing performance management frameworks and requirements. <p><i>The advice will also cover how the new centre will interact with existing organisations operating in the leadership space, including the Teaching Council. The Teaching Council has undertaken considerable work with the education sector to develop a leadership strategy. We want to ensure there is a strong and coherent connection between the new centre and the Teaching Council and the leadership strategy. Ministry of Education officials will consult with the Teaching Council and other professional bodies in the development of this advice.</i></p>	<p>redesigned Education Ministry will also be given additional functions to build the status and capability of leaders and principals. The Ministry will ensure that its support for leadership aligns with and supports the Teaching Council's leadership strategy. The leadership advisors will play an important role in this.</p> <p>This will be a critical shift in our system design to ensure we have an adequate supply of effective leaders. The Government will seek further advice on the initial resourcing requirements and what these new functions should be. They could include, for example, roles in relation to:</p> <ul style="list-style-type: none"> • establishing Leadership Advisors to support school leadership by principals and school governance by boards of trustees; • developing school performance management frameworks and requirements and giving effect to ECE leadership requirements through the Education (Early Childhood Services) Regulations; • developing and operationalising the eligibility criteria for appointment as a principal, including associated training; • delivering leadership professional development for schools, early learning providers, and principals; • promoting leadership career pathways aligned to the Education Workforce Strategy. <p>We want to ensure there is a strong and coherent connection between the Ministry's new functions and the Teaching Council's Leadership Centre. Ministry of Education officials will develop advice on this in consultation with the Teaching Council and other professional bodies.</p>
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Cabinet Social Wellbeing Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Tomorrow's Schools: Establishment of a Leadership Centre within the Teaching Council of Aotearoa New Zealand

Portfolio Education

On 6 November 2019, the Cabinet Social Wellbeing Committee, having been authorised by Cabinet to have Power to Act [CAB-19-MIN-0573]:

noted that, on 16 October 2019, as part of decisions on the reform of Tomorrow's Schools, the Cabinet Social Wellbeing Committee agreed in principle subject to resourcing in Budget 2020 or subsequent Budgets, to the establishment of a Leadership Centre or College within the redesigned Education Ministry to grow and lift the capability of all leaders [SWC-19-MIN-0153];

- 1 **noted** that the Teaching Council of Aotearoa New Zealand (the Teaching Council) has indicated its desire to use the designation of 'Leadership Centre' (or College) as a way of advancing its work to implement its Leadership Strategy and Educational Leadership Capability Framework;
- 2 **agreed to recommend** that Cabinet rescind the previous Cabinet decision set out in paragraph 1 above, to be replaced by the decisions paragraphs 4 and 5;
- 3 **agreed** that the Teaching Council be invited to establish its activities in relation to educational leadership as a Leadership Centre;
- 4 **agreed in principle, subject to** resourcing in Budget 2020 or subsequent Budgets, that the redesigned Education Ministry be given additional functions to grow and lift the capability of all leaders;
- 5 **noted** that the Minister of Education will amend the government's public facing position document on the reform of the Tomorrow's Schools system to reflect the decisions above in time for public release in mid-November 2019.

Vivien Meek
Committee Secretary

Hard-copy distribution (see over)

Present:

Rt Hon Jacinda Ardern
Hon Kelvin Davis
Hon Grant Robertson
Hon Dr Megan Woods
Hon Chris Hipkins
Hon Carmel Sepuloni (Chair)
Hon Dr David Clark
Hon Nanaia Mahuta
Hon Stuart Nash
Hon Jenny Salesa
Hon Kris Faafoi
Hon Tracey Martin
Hon Peeni Henare
Hon Aupito William Sio
Hon Poto Williams
Jan Logie, MP

Officials present from:

Office of the Prime Minister
Officials Committee for SWC
Office of the Chair

Hard-copy distribution:

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