

Tomorrow's Schools Review: Background Paper

Summary

1. This paper has been prepared for the Independent Taskforce reviewing Tomorrow's Schools. The first part of this paper provides a summary of changes that have happened since 1989 to the present to summarise how the context has changed since Tomorrow's Schools was introduced.
2. The second part of this paper notes significant education reforms that occurred after the introduction of Tomorrow's Schools. Only major reforms in the primary and secondary schooling area are included.

How society shifted through the 1990s to the present day

Population growth and demographics transitions

3. The New Zealand population has steadily increased; in 2013 the population had increased by 5.1% from 2006. This is driven by migration, with the number of live births decreasing slightly in this period.¹ The New Zealand population is also increasingly ethnically diverse. In the last census, 74 per cent identified themselves as European, and other ethnic groups grew in population size; 14.9 per cent, 11.8 per cent, and 7.4 per cent for Māori, Asian, and Pasifika people respectively.² Middle Eastern, Latin American, and African ethnic groups represent the largest percentage rise, 33 per cent from the 2006 to the 2013 census. Younger people increasingly identify with more than one ethnicity, and Māori people are the most likely to identify with being of more than one ethnic group.
4. In 2017 the student roll was 800,334. 50.1% were European/Pākehā, 24% were Māori, 11.8% were Asian and 9.8% were Pasifika.³
5. Māori populations have grown steadily since the 1990s. This growth has been driven mainly by high rates of birth, with ethnic intermarriage also making an important contribution to Māori population growth.⁴ In 2013 the median age for the Māori population was 23.9, compared to a national average of 38.⁵ The Māori population is the second largest ethnic group in New Zealand, and this is forecast to rise to 19.5% of the population by 2038, and 32.6% of New Zealand's children.⁶

¹ "Births – VSB." *Stats New Zealand Tatauranga Aotearoa*. 2017.

<http://archive.stats.govt.nz/infoshare/ViewDataOptions.aspx?pxID=840cf3dd-839a-4287-b177-daf6e8c829ce>. Accessed April 12 2018.

² "2013 Census QuickStats by location." *Stats New Zealand Tatauranga Aotearoa*. 2013.

<http://archive.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-culture-identity/ethnic-groups-NZ.aspx>. Accessed March 20 2018.

³ "School Rolls: Time Series Data for Trend Analysis 1996-2017." *Education Counts*. 2017.

<http://www.educationcounts.govt.nz/statistics/schooling/student-numbers/6028>. Accessed April 12 2018.

⁴ "How is our Māori population changing?" *Stats New Zealand Tatauranga Aotearoa*. 2015.

http://archive.stats.govt.nz/browse_for_stats/people_and_communities/maori/maori-population-article-2015.aspx. Accessed April 11 2018.

⁵ "2013 Census QuickStats about national highlights." *Stats New Zealand Tatauranga Aotearoa*. 2013.

<http://archive.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-about-national-highlights.aspx>. Accessed April 11 2018.

⁶ "National Ethnic Population Projections: 2013(base) – 2038" *Stats New Zealand Tatauranga Aotearoa*. 2015.

http://archive.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalEthnicPopulationProjections_HOTP_2013-38.aspx. Accessed April 12 2018.

6. For Pasifika populations, during the 1990s, population increase was due to immigration. Now, one of the main drivers of population growth is birth rates.⁷ The median age for Pacific people is 22.1 years, in comparison to the national average of 38.⁸ Pacific people are the fourth-largest ethnic group in New Zealand, and are projected to rise to 10.9 per cent of the population by 2038.⁹ Almost 60 per cent of Māori people, additionally identify as belonging to a Pacific ethnicity.¹⁰ Auckland has the highest population of Pacific peoples.¹¹ Pacific peoples also have the highest rates of housing transience.
7. Society has also seen a rise in aspiration for participation and success of disabled people and for inclusion of children and young people with learning support needs in all aspects of education. There has also been an increasing awareness and understanding of children and young people with neurodiverse needs with expectations for additional support to enable all children and young people to learn and achieve.
8. Urbanisation has seen more isolated or rural areas, such as the West Coast, Southland, and the East Coast, experience population decline. Auckland is growing at an unprecedented pace with current population figures of approximately 1.4 million people.¹² This is attributed to birth rates, and significant internal and international migration.

Reflecting Māori society

9. The Treaty of Waitangi commits the Crown to work in partnership with Māori and to support Māori aspirations. This is reflected in practical terms for example in a growing number of Crown-Māori partnerships being formed to give Māori a greater role in co-construction and design of systems for social and economic development, natural resource use, and the improvement of life outcomes for Māori.
10. Since its 40th anniversary in 2015, the Waitangi Tribunal had registered 2501 claims. Many aspects of its reports and recommendations have been implemented and resulted in initiatives and institutions, such as the Te Taura Whiri i te Reo Māori, the Māori Language Commission, and Te Māngai Pāho, the Māori Broadcasting Funding Agency.¹³

Economic context

11. As a result of the economic reforms of the 1980s, income inequality soared, real household incomes of lower and middle class income groups fell between 1985 and 1995.¹⁴ From the mid-90s, income levels rose for all groups, and particularly for those in

7. "Contemporary Pacific Status Report: A snapshot of Pacific peoples in New Zealand." *Ministry for Pacific Peoples*. 2016. <http://www.mpp.govt.nz/assets/Uploads/Contemporary-Report-Web.pdf>. Accessed April 4 2018.

8. "2013 Census QuickStats about national highlights." *Stats New Zealand Tatauranga Aotearoa*. 2013. <http://archive.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-about-national-highlights.aspx>. Accessed April 11 2018.

9. "Contemporary Pacific Status Report: A snapshot of Pacific peoples in New Zealand." *Ministry for Pacific Peoples*. 2016. <http://www.mpp.govt.nz/assets/Uploads/Contemporary-Report-Web.pdf>. Accessed April 11 2018.

10. "Contemporary Pacific Status Report: A snapshot of Pacific peoples in New Zealand." *Ministry for Pacific Peoples*. 2016. <http://www.mpp.govt.nz/assets/Uploads/Contemporary-Report-Web.pdf>. Accessed April 11 2018.

11. "Contemporary Pacific Status Report: A snapshot of Pacific peoples in New Zealand." *Ministry for Pacific Peoples*. 2016. <http://www.mpp.govt.nz/assets/Uploads/Contemporary-Report-Web.pdf>. Accessed April 11 2018.

12. "2013 Census QuickStats by location." *Stats New Zealand Tatauranga Aotearoa*. 2013. <http://archive.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-about-a-place.aspx>. Accessed March 20 2018.

13. "Past, present & future of the Waitangi Tribunal." *Waitangi Tribunal Te Rōpū Whakamana i te Tiriti o Waitangi*. Last modified June 16 2017. <https://www.waitangitribunal.govt.nz/about-waitangi-tribunal/past-present-future-of-waitangi-tribunal/>. Accessed April 4 2018.

14. "Growing Unequal? Income Distribution and Poverty in OECD Countries." *Organisation for Economic Co-operation and Development*. 2008. Accessed March 26 2018.

the middle class bracket. This has contributed to a decrease in inequality since the 2000s, but inequality is still significantly higher than the Organisation for Economic Co-operation and Development (OECD) average.¹⁵

12. Poverty, and particularly children living in poverty, remains an entrenched issue in New Zealand.¹⁶ As Boston (2014) notes, one in four New Zealand children lived in poverty in 2012. Māori and Pasifika children are twice as likely to be living in poverty as Pākehā/European children, and have a higher risk of remaining in poverty for an extended period of time. New Zealand's child poverty average is similar to the OECD average, however this is more than twice the average of the best performing countries in the OECD.¹⁷ The OECD also notes that there is ethnic and geographic variability in living standards and economic growth.
13. Globally, technological advancement has led to rapidly increasing rates of automation and contributed to worker displacement, especially seen in agriculture and manufacturing.¹⁸ Over the past several decades, this advancement has grown exponentially, and is expected to continue to do so.
14. New Zealand workplaces are responding to rapid changes across the population and in technology by shifting their ways of working and adjusting their expectations of workers.¹⁹ To keep pace, workers need to be adaptable and have a diverse range of skills. While there will always be a need for learners to gain specific skills for defined jobs, there is an increasing focus on the role and importance of transferable skills in the workplace. These include behaviours, beliefs, and personal qualities such as communication, self-management and resilience that support employability across the labour market.

Social change

15. There has also been a shift toward more acceptance of those in marginalised communities, including but not limited to, Māori, Pasifika, disabled people, LGBTQIA+, international students, migrants and learners from refugee backgrounds. The Marriage (Definition of Marriage) Amendment Act 2013 is an example of this acceptance. This has lifted social cohesion and brought increased socio-cultural diversity within our communities. Although attitudes are changing, as noted earlier, our marginalised communities face higher rates of mental health issues and this can have effects on other areas of people's lives. However, this shift toward inclusiveness for more marginalised communities has not translated into high educational expectations and the evidence reflects that low expectations have persisted, particularly for Māori and Pasifika learners.²⁰

15. "OECD Economic Surveys: New Zealand 2017." *Organisation for Economic Co-operation and Development*, OECD Publishing, Paris. 2017. http://dx.doi.org/10.1787/eco_surveys-nzl-2017-en. Accessed March 26 2018.

16. Boston (2014), as cited in Gordon (2015).

17. "OECD Economic Surveys: New Zealand 2017." *Organisation for Economic Co-operation and Development*, OECD Publishing, Paris. 2017. http://dx.doi.org/10.1787/eco_surveys-nzl-2017-en. Accessed March 26 2018.

18. Manyika, James, Lund, Susan, Chui, Michael, Bughin, Jacques, Woetzel, Jonathan, Batra, Parul, Ko, Ryan, Sanghvi, Saurabh. "Jobs Lost, Jobs Gained: Workforce Transitions in a Time of Automation." *McKinsey Global Institute*. Published December 6 2017. <https://www.mckinsey.com/mwg-internal/de5fs23hu73ds/progress?id=Guwul9w1QnHtsa0fHm5rtH-R78kYxtCNL7iPAAvovFA&dl.pdf>. Accessed March 26 2018.

19 "Briefing for the Incoming Minister Employment." *Ministry of Business, Innovation and Employment and Ministry for Social Development*. 2017. <http://www.mbie.govt.nz/about/who-we-are/our-publications/briefings-to-incoming-ministers/2017-bims/employment.pdf>. Accessed April 12 2018.

20 Turner, Rubie-Davis & Webber, "Teacher Expectations, Ethnicity and the Achievement Gap." (2015) *New Zealand Journal of Educational Studies* 50.

16. The United Nations Convention on the Rights of Persons with Disabilities and The New Zealand Disability Strategy have accelerated the desire of disabled people to have choice and control over their own lives. The Convention focuses on providing a fully inclusive education system, ensuring disabled children and young people have the same opportunities as others to learn and achieve alongside their peers. The passing of the New Zealand Sign Language Act in 2006 has also increased the awareness of the right for Deaf children and young people to be able to be educated in their own language.
17. Wellbeing is defined as the state of being comfortable, healthy or happy. The value of individual wellbeing has become more widely recognised over the past few decades. Mental health has become a more widely recognised facet of people's overall wellbeing. Stigma has reduced over the past few decades, with conversation particularly opening around depression and anxiety. This has contrasted with previous cultural attitudes of being tough and showing little emotion, as expressed by Sir John Kirwan and his book, "All Blacks Don't Cry".²¹
18. The uptake of mental health services reached peak levels in 2016.²² Younger age groups continue to access mental health, bullying, and obesity services. Some minority communities including Māori, Pasifika, and those that identify as LGBTQIA+ are more likely to be affected by mental health issues. For some of these groups the risk of severe mental health issues and associated consequences is particularly high, for example the highest suicide rate is for Māori males aged 15-24.
19. The participation of women in the workforce is higher than the OECD average, with the wage gap at 4 per cent.²³ The female labour force participation rate is 65.9% (compared to 76.5% for men).²⁴ In 1989 the female labour force participation rate was 53.1%, with the male labour force participation rate at 74.4%.²⁵
20. Young people are continuing education to higher levels than in previous decades to acquire skills that are considered more valuable in the labour market. In 2016, 60.3% of students who had left school in 2015 had progressed to tertiary education.²⁶ It remains necessary for individuals to pursue lifelong learning as people change careers, re-train, and upskill to meet the changing demands placed upon them.
21. Despite this, employers often feel frustrated at the work-readiness of skills and young people. In 2017 41% of employers surveyed by the Employers and Manufacturers' Association reported that they were dissatisfied or very dissatisfied with the readiness of school leavers for work and 26% were dissatisfied or very dissatisfied with the work

21. Kirwan, John. *All Blacks Don't Cry*. United Kingdom: Penguin, 2010.

22. "Office of the Director of Mental Health Annual Report 2016." *Ministry of Health*. 2017.

23. "OECD Economic Surveys: New Zealand 2017." Organisation for Economic Co-operation and Development, OECD Publishing, Paris. 2017. http://dx.doi.org/10.1787/eco_surveys-nzl-2017-en. Accessed March 26 2018.

24. "Labour force participation." *Ministry for Women*. 2017. <http://women.govt.nz/work-skills/paid-and-unpaid-work/labour-force-participation>. Accessed April 12 2018.

25. "Labour Force Status by Sex: Trend Series." *Stats New Zealand Tatauranga Aotearoa*. 2018. <http://archive.stats.govt.nz/infoshare/ViewTable.aspx?pxID=c89bbcaa-1ab4-49ca-b561-43a92e45315a>. Accessed April 12 2018.

26. "School Leaver Destinations." *Education Counts*. Last updated August 2017. <https://www.educationcounts.govt.nz/statistics/indicators/main/education-and-learning-outcomes/1907>. Accessed April 12 2018.

readiness of tertiary graduates.²⁷ Young disabled people find it difficult to participate in post-school options. 42% are not in education, training or employment.²⁸

22. Programmes are in place to support vocational pathways, including by enabling young people to combine enrolment in schools with tertiary education and work based learning. These programmes include Secondary Tertiary Alignment Resource (STAR), Gateway funding, Trades Academies and the Dual Pathways Pilot.
23. New Zealand exists in an increasingly connected global society. We participate in and connect with more global economies and are signed up to international agreements, obligations and education cooperation arrangements that enable us to share and learn from best practice. Globalisation contributes to greater cultural and economic exchange taking place, with increasing numbers of international students coming to New Zealand and more New Zealand students studying abroad.²⁹
24. The exponential rate of transformative technological change is disrupting traditional practice. We are seeing more traditionally face-to-face interactions – including learning – starting to shift online and emerging technology providing opportunities for improved analysis of information at an increasingly granular level. Changes to technology and connectivity can also provide more flexibility for individuals' learning to suit their own pace and enable them to access and share quality online resources that suit their learning preferences, regardless of their location.

Significant education reforms

25. The education system was a part of the widespread reforms that occurred in the late 80s. These are outlined under the following themes:
 - a. Devolution
 - b. Curriculum
 - c. Inclusion of diverse learners
 - d. Contribution to broader society outcomes
 - e. Choice
 - f. Teaching and leadership
 - g. Parents, family and whānau

Devolution

26. Education Boards governed state and state integrated primary and area schools, and Boards of Governors governed secondary schools. Staffing and funding levels were set nationally, and administered by the boards who were the employers of teachers and

²⁷ "EMA Employers Survey." *Employers and Manufacturers Association*. 2017. <https://www.ema.co.nz/resources/EMA%20Reports%20and%20Documents/Advocacy/Employers%20survey%202017%20final.pdf>. Accessed April 16 2018.

²⁸ "Forty-two percent of disabled youth not earning or learning." *Stats New Zealand Tatauranga Aotearoa*. 2017. http://archive.stats.govt.nz/browse_for_stats/income-and-work/employment_and_unemployment/LabourMarketStatisticsDisabilityJun17qtr_YouthMR4.aspx. Accessed on April 18 2018.

²⁹ "International students in New Zealand." *Education Counts*. Last updated December 2016. <https://www.educationcounts.govt.nz/statistics/international-education/international-students-in-new-zealand>. Accessed April 12 2018.

principals.³⁰ Teacher appointments were decided by district appointment committees, with representatives from the Education Boards, the inspectorate and the New Zealand Educational Institute (NZEI). Principals had no say in the appointment of teachers.³¹ Accountability was for inputs rather than outcomes.

27. Under “Tomorrow’s Schools”, the governance of primary schools passed from regional Education Boards, supported by public servants, to elected parent representatives, on boards of trustees. The governance of secondary schools passed from Boards of Governors to boards of trustees. There was no longer a body between the school and the central organisations and a broad range of functions and duties were devolved to individual school boards of trustees. These included employment of staff (including appointment of principals), use of staffing and funding on a day-to-day basis, management of school property, and other administrative duties, as well as oversight of the education of all students.
28. The board of trustees’ model of an elected board governing a school has remained relatively unchanged since 1989. In 2017 the duties of boards of trustees were expressly set out in legislation for the first time. The primary duty of boards is to “ensure that every student in the school is able to attain his or her highest possible standard in educational achievement.” In the event that the standard board of trustees’ model is not working, an alternative constitution can be proposed.
29. A board of trustees is the legal employer of all staff at their school, including the principal. Boards have the power to appoint, suspend or dismiss staff. By law boards are required to act in good faith, be a good employer, not discriminate, provide and maintain a safe working environment for employees and develop and implement personnel and industrial policies.
30. Accountability mechanisms were set out clearly, including two yearly Education Review Office (ERO) reviews with a focus on finance and management as well as curriculum. The “Tomorrow’s Schools” reforms also established a charter as the main accountability document. It was intended to enable communities to hold schools to account for achieving the objectives set out in the charter. These objectives were to describe how the school would carry out the goals and administrative requirements that were set by the Minister in the National Education Guidelines (NEGS) and the National Administration Guidelines (NAGS). Annual reports audited by the Auditor General, board elections and ERO reviews were designed to support accountability for the achievement of charter objectives.
31. In 2001, a more structured planning and reporting framework was introduced for schools, including the concept of a strategic plan. The recent Education (Update) Amendment Act 2017 seeks to improve the planning and reporting system for schools by focusing it on educational outcomes. It makes provision for the Minister of Education to issue a statement of National Education and Learning Priorities (NELP) for a five-year period. The NELP sets out the Government’s priorities for the early learning and compulsory schooling sectors. Boards of state schools and kura must ensure the priorities of the NELP are reflected in their strategic plans.

Role of the national education agencies

30. Picot, Brian, & Dan Long Memorial Library. *Administering for Excellence: Effective Administration in Education: Report / of the Taskforce to Review Education Administration*. 1988.

31. Wylie, Cathy. *Vital connections: Why we need more than self-managing schools*. Wellington, New Zealand: NZCER Press, 2012.

NOT GOVERNMENT POLICY

32. The “Tomorrow’s Schools” reforms created a number of new entities at the national level. This was to separate out policy, delivery and accountability functions. These entities were: a Ministry of Education, a Review and Audit Agency (now known as the Education Review Office), the Teacher Registration Board, a Special Education Service, a Parent Advocacy Council, and the New Zealand Qualifications Authority. Some of these entities have been disestablished and their functions returned to the Ministry, including the Special Education Service and the Parent Advocacy Council.
33. We now have four agencies with responsibilities in education at the national level:
 - a. The Education Review Office (ERO), which evaluates and reports on the education and care of children and young people in early childhood services and schools.
 - b. The New Zealand Qualifications Authority (NZQA); which administers the National Certificates of Educational Achievement (NCEAs) for secondary school students and is responsible for the quality assurance of non-university tertiary training providers.
 - c. The Education Council of Aotearoa New Zealand) which is the professional organisation for teachers.
 - d. The Ministry of Education which is the Government’s lead advisor on the education system, shaping direction for education agencies and providers and contributing to the Government’s goals for education. The Ministry has a wide range of responsibilities and funding, from providing advice and administering Vote Education and Vote Tertiary education through to supporting educators and directly providing learning support services to children and young.

Curriculum

34. The 1989 reforms assumed that, if accountability structures were right, and parents were involved in school governance, students would receive a good education.
35. The curriculum developments of the 1990s shifted the focus towards putting students and their learning at the heart of the education system. Prior to the 1990s, school curricula were set through more than a dozen syllabi and guidelines. These documents were developed for individual subjects over 25 years (1961 to 1986), and covered different year levels. These documents described what teachers would teach in respect of each subject and year level. There was no overarching approach to their development and no coherent vision or purpose.
36. After 1990 a coherent national outcomes-focused curriculum framework was developed. The new framework set out the foundation policy for learning and assessment in schools. It established principles, identified the essential learning areas, skills, attitudes and values, defined the national achievement aims and objectives for all students, and set in place assessment procedures.
37. *The New Zealand Curriculum* was developed between 2000 and 2007, following a curriculum stocktake. The national curriculum is the official framework for all English-medium state (including state-integrated) schools and covers from years 1 – 13. The flexibility allows for schools to design and shape their teaching so that it is meaningful to the communities of all their students. This curriculum reflected:
 - a. A better understanding of Māori education needs and aspirations.

- b. New research on pedagogy to improve student learning outcomes.
 - c. Increasing use of technology.
 - d. Recognition of the importance of balancing social outcomes with academic achievement.
 - e. An inclusive approach to ensure all children and young people are able to learn within the same overarching curriculum framework.
38. *Te Marautanga o Aotearoa* was the development of the first Māori curriculum statement for Māori-medium kura. This followed the development of *The New Zealand Curriculum* partly because of the limited capacity within the education sector to teach in te reo and partly because of new policy considerations on how a Māori curriculum should be taught. *Te Marautanga o Aotearoa* reflects the shared values of whānau, hapū, iwi, and kura community. It acknowledges that values and attitudes are linked and influenced by culture. [The content is currently under review by the Te Reo Māori Team and may be updated]
39. In 2017, the Ministry further developed the technology learning area to be more explicit about digital technologies to equip all children and young people for an increasingly digitised workplace and society.³² The aim of this change is to better prepare students to become more innovative creators of digital technology solutions.

Inclusion of diverse learners

40. Better meeting the needs of diverse learners has been a recurring theme since 1989.
41. Equity was expressed as one of the principles behind “Tomorrow’s Schools”, but the assumption appears to have been that getting the right structures and parental involvement would be enough to realise it. For example, “Tomorrow’s Schools” acknowledged that there should be opportunities made available to parents who wished their children to learn or be educated in the Māori language. It saw this as being accomplished through Māori parents being on boards of trustees; home-schooling; or establishing their own school. Parents could request that their children receive instruction in te reo Māori and tikanga.
42. The first NEGs had objectives and strategies for equal employment and equal-educational opportunities but these were removed in 1993.
43. In practice, there are a number of barriers that limit parental participation on school boards, including the time commitment required, the unpaid commitment needed, the cultural responsiveness of board processes, increased paid work commitments for many families, and the level of knowledge needed to govern the full range of educational services delivered by schools.
44. Pasifika students are only mentioned in passing in the Tomorrow’s Schools reforms.
45. Before 1989, there were limited educational opportunities for children and young people with special education needs. In 1987 the Education Act 1964 was amended to provide students with special education needs with the same rights of enrolment in the state

32. “Technology.” *TKI Te Kete Ipurangi*. Last modified March 12 2018. <http://nzcurriculum.tki.org.nz/The-New-Zealand-Curriculum/Technology/Why-study-technology>. Accessed April 4 2018.

NOT GOVERNMENT POLICY

system as all other students. In order to manage the transition, this legislation did not come into effect until 1990.

46. In “Tomorrow’s Schools,” learning support matters were mostly restricted to creating a separate Crown entity (the Special Education Service) to bring together many of the services for children with special education needs that had previously been provided by the Department.
47. In the 1990s, “Special Education 2000” reformed the funding and delivery of special education. This accompanied a general move in education from focusing on a child or young person’s lack of ability, to how social and physical environments could be adapted and supported to help learning.
48. In 2002, the Special Education Service was disestablished and its functions integrated into the Ministry of Education. Accountability settings, capability in the system and resourcing design for learning support in large reflect the policy design of the early 2000s (in particular Special Education 2000).
49. Expectations about inclusion and success of children with learning support needs, and additional information and greater awareness of learning support needs, are changing. Demand is increasing for learning support because of growth in the school age population, earlier identification of needs through early intervention services and increased participation in early childhood education. There are also more children and young people with complex, and in some cases enduring needs, for example neuro-developmental conditions such as Autism Spectrum Disorder and Foetal Alcohol Syndrome Disorder.
50. To achieve a fully inclusive education system, we have to support presence, participation, learning and achievement to enable all children and young people to reach their potential in education. This continues to be a work in progress.
51. A key to addressing these concerns and strengthening inclusive education is the provision of learning support. Learning support is the additional support provided by early learning services, schools, the Ministry and a range of other organisations to strengthen teaching and learning for all learners. This includes the provision of targeted and specialist support to enable some children and young people to be included and succeed in early learning services and schools. The Ministry is responsible for funding eligibility and policy settings for learning supports. A significant proportion of children and young people have additional learning needs. Around 162,600 children and young people accessed learning support services and expertise in 2016. Support and expertise were also provided to 4,254 teachers, 185 schools and special schools, and 3,168 parents.
52. In 2015-16, consistent feedback from parents, whānau and young people, and the education sector, indicated that the approach to providing learning support was far too complicated, and that there were too many hurdles to getting the right support. Since then the Ministry has been modernising learning support to address children and young people’s needs more proactively and flexibly. The Ministry focus has been on getting the most out of existing resources and connecting better with other social and health services.
53. The new approach is designed to make access to learning support easier for children and young people with learning needs, their family and whānau, early learning services and schools. Key elements of this new approach are strengthening the confidence of

early learning services and schools to meet individual needs, better joined up services and supports, better support at transitions, more information for and involvement of family and whānau. Work is underway on improving the collection and sharing of learning support information within the education system. This will improve the Ministry's knowledge of demand, delivery, impact and outcomes of learning support at the local and national levels (which is limited at present), and inform future advice on investment priorities.

54. Recent changes to the Education Act make it clear that one of the key objectives of the education system is to enable all children and young people to reach their maximum educational potential. The Act requires school boards of trustees to enrol students in their schools, irrespective of their needs and abilities.
55. Through the 1990s and 2000s various other policies and programmes were developed to address barriers to learning. For example the decile system was introduced in 1995.³³ It applied a weighting to some elements of the operations grant to compensate for ongoing patterns of under achievement. Higher levels of funding and resources are distributed to schools with higher catchments of students from lower socio-economic status.
56. Developing a system that provides the best opportunities for all learners has become more of a focus since that time and is now a central concern. The focus on meeting the needs of all learners to achieve to the best of their potential has become the primary duty of boards of trustees, and the objectives for education that the Minister must take into account in developing a statement of National Education and Learning Priorities are centred on outcomes for all students. The statement of National Education Learning Priorities has not yet been issued.

Contribution to broader society outcomes

57. "Tomorrow' Schools" was a review of administration and focused very much on the education system and its structures. It only touched lightly on student welfare; with what happened to students after they left school; or with how schools might work with other agencies to support students.
58. Since that time an increased understanding about student wellbeing as a key to engagement and learning has developed. The emphasis on lifelong learning and better transitions to the world of work and further study has grown considerably. In addition, there has been closer liaison with the work of social agencies to support the wellbeing of the whole child.
59. Until the 1970s the concept of wellbeing was most closely associated with physical wellbeing and health. It was not until the 1993 New Zealand Curriculum framework that the system acknowledged that health is vitally important for achievement and encompasses physical, social, emotional, intellectual and spiritual dimensions.³⁴ This holistic approach underpins both New Zealand Curriculum and Te Marautanga o Aotearoa.

33. "Inquiry into Decile Funding." *New Zealand Parliament*. Last modified December 10 2003. https://www.parliament.nz/resource/en-nz/47DBSCH_SCR2635_1/a0d737616dee49badb33dd37823f97891af572dc. Accessed March 19 2018.

34 "Framework to Draft: 1993 – 2006." *Ministry of Education*. Last modified 17 March 2008. <http://nzcurriculum.tki.org.nz/Archives/Implementation-packs/NZC-support-material/Framework-to-Draft-1993-2006>. Accessed April 12 2018.

NOT GOVERNMENT POLICY

60. Since 2000, there have been a wide range of legislation and government interventions that include elements focused on improving student wellbeing.
61. Over the last three decades, major developments in the senior secondary area have been in response to changes in society and the labour market. With rising unemployment and a changing labour market there was a strong impetus to develop other pathways from school to employment; and to create second chance learning opportunities. Until the introduction of the National Certificate of Educational Achievement (NCEA) in 2002-2004, New Zealand's national qualifications at senior secondary school supported top academic performers and those bound for university. NCEA has a broader focus on the achievement of all students. The secondary-tertiary interface has widened so that there are more pathways for students into tertiary study.
62. In 1990 Careers New Zealand was established as part of the tertiary reforms to support schools with careers advice. In early 2017, Careers New Zealand was merged with the Tertiary Education Commission to streamline and strengthen the provision of careers advice. There is greater emphasis on students getting guidance at a younger age so that they make educational choices that do not cut off options for later career decisions.
63. There is now more emphasis on learning as a lifelong process. Adequate standards of literacy and numeracy are seen as the foundation for that learning. Increasingly employers seek the qualities that are encompassed in the 'soft skills' of key competencies in the curricula rather than simply a demonstration of mastery of subject content.
64. The curricula also contributes to society by emphasising civic action, individual and collective agency and bi- and multi-culturalism.

Choice

65. In the period before "Tomorrow's Schools", Māori medium education was provided through a few bilingual units and bilingual primary schools. The Education Act 1989 contained two provisions for this. The first was the ability to establish a kura kaupapa Māori as a state school where te reo was the main language of instruction. The second was the ability to establish a school with a designated character that was different from that of a standard state school. *[The content is currently under review by the Te Reo Māori Team and may be updated]*
66. In 1999, the Education (Te Aho Matua) Amendment Act required kura kaupapa Māori to operate in accordance with Te Aho Matua. It clarified and codified the role of Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa as the kaitiaki of Te Aho Matua and specified where a description of Te Aho Matua was to be found. Designated character schools have been used for those Māori medium kura, particularly kura-a-iwi, that do not wish to become kura kaupapa Māori. *[The content is currently under review by the Te Reo Māori Team and may be updated]*
67. "Tomorrow's Schools" did not introduce any other new types of schools.
68. Increased choice was not explicitly a principle behind "Tomorrow's Schools". But devolution intensified competition between schools as parents and schools took advantages of the choice that the system did provide. Enrolment schemes moved from being schemes that covered a number of schools to schemes for individual schools. Competition increased in the 1990s when enrolment schemes were based on schools

setting criteria for enrolment. In 2000, new legislation returned to the original concept of a home zone and a ballot for out-of-zone students.

69. School's decile ratings have often been used as a proxy for quality, despite this not being a fair way to judge this.³⁵ We have seen declines in the enrolment numbers of decile 1-2 schools, and the largest increases in higher decile schools. Declining school rolls impact school funding, among other impacts this can result in a reduced curriculum provision.

Teaching and leadership

70. "Tomorrow's Schools" assumed a skilled teaching workforce, and did not raise issues of teacher quality.
71. From the mid-1990s and into the early 2000s, the system focus and the support provided by the Ministry began to shift to what was happening in the classroom. International surveys and ERO reports in the 1990s raised concerns about student achievement, and, by the early 2000s, research clarified the impact that quality teaching could have on learners' progress, and what the components of culturally responsive quality teaching are. The Iterative Best Evidence Synthesis (BES) programme is an example of collaborative efforts to provide a knowledge and evidence base of what works well in education.³⁶ Since the initial BESs were produced in 2003,³⁷ this programme has produced outputs that are internationally regarded as rigorous and robust.³⁸
72. Quality teaching has the biggest in-school impact on student outcomes.³⁹ During the 2000s the evidence base about what quality teaching practices comprises continued to be developed. We now know much more about what works well for all students, although there is still variability in the quality of teaching practice.
73. We have implemented significant changes in the way teachers approach the curriculum, with this also being devolved to the school level within a national framework. These changes have increased expectations of teachers to have a greater focus on the individual needs of diverse students, and design a learning programme that meets the needs of all students. There is a much greater emphasis on using data and information to plan the next learning steps for students, classes, and at a school level. This ensures that planning reflects student progress and learning needs. However, there is still work to be done in this area as the practice is not always in alignment with the framework.
74. The reforms fundamentally changed the role of the principal who took on a wide range of administrative responsibilities as well as being the professional leader of the school and the chief adviser to the board. There is some evidence that this has led to a higher workload for some principals.⁴⁰

35. Gordon, Liz. "Rich' and 'Poor' Schools Revisited." *New Zealand Journal of Educational Studies*, vol. 50, no. 1, 2015, pp. 7-21. *Education Library*, doi: 10.1007/s40841-015-0011-2. Accessed March 12 2018.

36. <https://www.educationcounts.govt.nz/topics/BES>

37. Alton-Lee, Adrienne. "Chapter 13: Making a Bigger Difference for Diverse Learners: The Iterative Best Evidence Synthesis Programme in New Zealand." *The Education of Diverse Student Populations*. <https://www.pmaawards.education.govt.nz/assets/Uploads/PageResources/Chapter-13-Making-a-bigger-difference-for-diverse-learners.pdf>. Accessed 5 April 2018.

38. Fullan, Michael. "School Leadership and Student Outcomes: Identifying What Works and Why. International Foreword Update." *Education Counts*. Published 2015. https://www.educationcounts.govt.nz/_data/assets/pdf_file/0015/60180/BES-Leadership-Web-updated-foreword-2015.pdf#page=5. Accessed 5 April 2018.

39. OECD Indicators, Harker and Nash, and Alton-Lee.

40. Wylie, Cathy, "Tomorrow's Schools after 20 years: can a system of self-managing schools live up to its initial aims?" (2009) *New Zealand annual review of education*, 19, p.5-29.

75. Communities of Learning | Kāhui Ako is a recent major initiative to encourage teachers and leaders to work together collaboratively to raise achievement for all young people by sharing expertise in teaching and learning and supporting each other.

Parents, Family and Whānau

76. Prior to 1989, parents, family and whānau often had only limited involvement in schools. The Picot report observed consumer dissatisfaction in the education system, including a feeling of powerlessness and lack of ability to influence among parents. The Picot report also identified that parents and communities had little access to any definitive information about learning standards and achievement within schools.
77. The “Tomorrow’s Schools” reforms considered that parental input at the governance level was the most effective way for parents to influence their children’s education. The primary mechanism for this was through a new system of Boards of Trustees. Parents nominate and elect members of the Board of Trustees who are responsible for the governance of schools. Boards of Trustees are accountable to parents and communities. Other changes included:
- a. A review and audit agency (now the Education Review Office) was established. This continues to play a key role in providing information on schools to parents, families and whānau.
 - b. The introduction of a Parent Advocacy Council. This body was intended to be a forum for parents to raise and address issues. The Parent Advocacy Council was abolished in 1991.
78. Since the “Tomorrow’s Schools” reform there has been a gradual move away from viewing parental involvement in governance structures as the primary mechanism for supporting and enabling parental involvement in, and influence on, the education system. This shift is supported by evidence that shows that other types of parental involvement may be more effective in leading to improvements to education outcomes.⁴¹ The original assumption of the “Tomorrow’s Schools” reforms was that parental involvement in governance would lead to improved education outcomes, but evidence shows that this does not always occur.⁴² Lack of equity and diversity on boards are key issues that the “Tomorrow’s Schools” approach, and implementation, did not address.
79. Key shifts have been towards gearing up levers other than governance structures to enable parental involvement, including:
- a. The provision of information; for example, the Team Up and Te Mana Campaigns in 2006-2007 and the Ministry of Education Parents website.
 - b. Specific programmes and initiatives such as Pasifika Power Up, Reading Together and Whānau Education Action Plans.
 - c. Deliberate partnerships with parents and whānau of children and young people with learning support needs in determining the priorities for their child.

41. For example, the 2009 Best Evidence Synthesis Iteration (BES) *School Leadership and Student Outcomes: Identifying What Works and Why* analysed various types of home-school connection. It found that activities such as parent and teaching interventions and strategies to access family and/or community funds of knowledge had far higher potential to impact positively on education outcomes than a parent role in governance.

42. Rentoul, J., & Rosanowski, J., with Dempster, N., Fisher, D., Hosking, N., Hunter, R., Pugh, G., & Walford, G. (2000). *The effects of school governance, ownership, organisation and management on educational outcomes*. NZ Ministry of Education strategic research initiative literature review 4.

NOT GOVERNMENT POLICY

- d. Strategies. For example, one of the five guiding principles of Ka Hikitia – Accelerating Success 2013-2017 is around productive partnerships and understanding that Māori children and young people are connected to whānau.