

## **IMPROVING SCHOOL LEADERSHIP**

### **COUNTRY BACKGROUND REPORT FOR NEW ZEALAND**

This report was prepared for the New Zealand Ministry of Education for the OECD Activity Improving School Leadership following common guidelines the OECD provided to all countries participating in the activity. Country background reports can be found at [www.oecd.org/edu/schoolleadership](http://www.oecd.org/edu/schoolleadership).

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## CHAPTER ONE – THE NATIONAL CONTEXT OF SCHOOLING

### 1.1 Economic, social and cultural background

1. New Zealand is a small, mountainous, physically isolated country in the South Pacific, 2000 kilometres from its nearest neighbour, Australia. A population of 4.1 million people lives largely in six major urban regions of the two main islands. New Zealand has three official languages, English, Māori, and sign language, although only a minority of the population is bilingual. 17.5% can speak more than one language, and just 4% can speak Māori, the indigenous language (Statistics NZ website, 2006 Census).

#### *Economic and public sector reform*

2. New Zealand's economic and political frameworks were significantly restructured in the decade between the mid 1980s and the mid 1990s, following a major shift in the direction of the nation in the mid to late 1980s. The election of a new Government in 1984 saw the end of an interventionist approach to economic management which had involved wage and price freezes, controlled property rent rates, agricultural subsidies and heavy state investment in a 'think-big' strategy designed to address unemployment and make New Zealand self-reliant in energy. The new Government quickly phased out agricultural and consumer subsidies, deregulated financial markets and removed controls on foreign exchange. It introduced a sales tax on goods and services; imposed a heavy surtax on superannuation, which had previously been available without means test to all New Zealanders at age 60; and reduced marginal tax rates from 65 cents to 33 cents in the dollar. The combined effect of these measures was to reduce inflation, bring down national debt and increase economic growth. The government also began to reform the public service. Some departments – such as the telephone and banking sections of the Post Office – were sold, and others transformed into 'state-owned enterprises' charged with returning a profit to the state. The 1989 Education Act (see 2.3) was consistent with a widespread move to reduce the size and power of centralized bureaucracy.

#### *Treaty of Waitangi*

3. The Treaty of Waitangi is the founding document of New Zealand. It is an agreement signed in 1840 by Māori, the indigenous people of New Zealand, and the British Crown. From the British perspective it was the means by which they gained sovereignty over New Zealand, but to Māori it had a very different significance and its meaning and implications are still being debated today. However, it is widely understood that the Treaty acknowledges Māori as the indigenous people and commits the Crown to protecting Māori language, values and cultural practices.
4. The Kohanga Reo movement began in 1981 in response to Māori determination to ensure the survival of their language. Kohanga Reo is a total immersion te reo Māori whānau (family) programme for young children from birth to six years of age. It aims to raise children within an environment that promotes values of whānau, and where the language of communication is Māori. As more Māori have reclaimed their language – the Māori Language Act 1987 made Māori an official language – so too has attention been drawn to the failure of the Crown to keep to its Treaty of Waitangi commitment to protect the culture and well-being of Māori.
5. Over the past 15 years the public sector has increasingly articulated its commitment to Māori and to the principles of the Treaty of Waitangi. Within the publicly funded schooling sector this commitment is shown by the requirement under National Administration Guideline 1 (see 3.5) to develop plans, in conjunction with a school's Māori community, to improve the achievement of Māori students. Participation in Māori medium education is encouraged (see 2.1).

### *Changes to the electoral system*

6. Historically, New Zealand had a 'first past the post' electoral system which put into government the party with the largest share (although not necessarily a majority) of the vote. Acting on the recommendation of a royal commission, in 1993 the New Zealand people opted for a mixed-member proportional (MMP) representation system. The 1996 election, the first under the MMP system, delivered more diverse representation, increasing the number of Māori in parliament from five to 15 and the number of women from 21 to 35. A far wider range of political views was represented than under the previous system. New Zealand has now had four MMP elections (King, 2003).

### *OECD economic indicators*

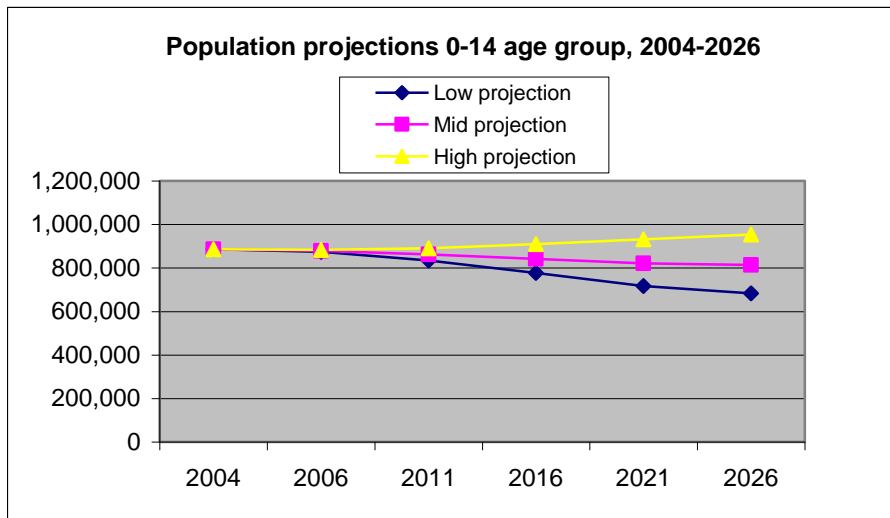
7. The OECD *Economic Survey of New Zealand 2005* said the economy has continued on its strong upward course, and living standards – measured as real GDP per person – have risen steadily over the past decade, putting the country on track towards the government's objective of returning New Zealand to the top half of the OECD economic indicators, where it has not been since the early 1980s. The country's prospects are bright, with potential growth projected to remain comfortably above 3% per year over the medium term. The OECD survey says that the key economic policy challenges are to raise productivity growth, which remains relatively weak by OECD standards; to lift participation in high quality job relevant education programmes and some areas of the labour market; and to enhance the management of public finances (OECD website).

## **1.2 Broad population trends**

### *Numbers and age structure*

8. Statistics New Zealand, a government department, is New Zealand's national statistical office. Statistics New Zealand produces population projections which are neither predictions nor forecasts, but represent the statistical outcomes of various combinations of selected assumptions about future changes in various dynamics of population change. These assumptions are formulated from the latest demographic trends and patterns, as well as international experiences. Statistics New Zealand recently projected a range of alternative demographic scenarios.
9. In 2004, on the basis of a mid-range scenario, New Zealand's population was projected to reach 5.05 million by 2051, an increase of almost one million or 24% from the estimated resident population of 4.06 million at 30 June 2004. The population growth rate will slow steadily, because of the narrowing gap between births and deaths. The age structure of the population will undergo significant changes, resulting in fewer children, more older people and further ageing of the population. Half of New Zealand's population will be 46 years and older by 2051, compared with a median age of 35 years in 2004. By 2051, 1.33 million people (one in four New Zealanders) will be aged 65 years and over, compared with 490,000 people (12% of the population) in 2004 (Statistics NZ website).
10. Figure 1 gives the mid range as well as the lowest and highest projections in the range for the 0-14 age group from 2004 to 2026. The lowest projection assumes low fertility, high mortality and long-term annual net migration of 5,000. The mid-range projection assumes medium fertility, medium mortality and long-term annual net migration of 10,000, and the highest projection assumes high fertility, low mortality and long-term annual net migration of 15,000. These projections indicate it is likely that New Zealand's 0-14 population will decline over the next 20 years.

Figure 1: Population projections 0-14, 2004-2026



Source: Statistics New Zealand website.

**Cultural diversity**

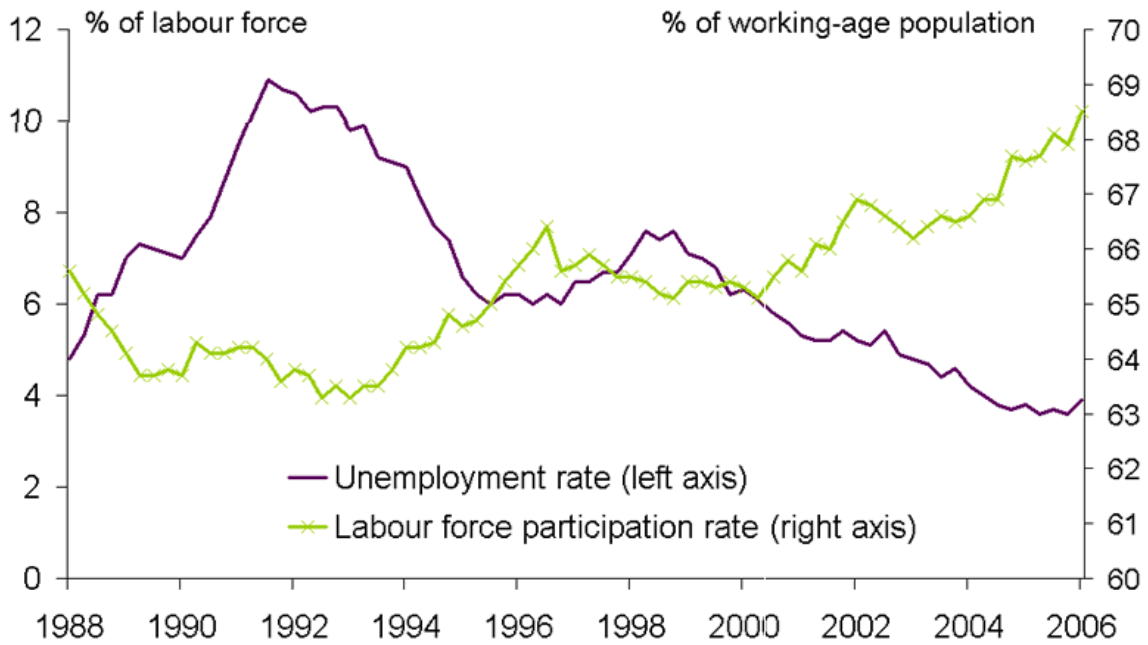
11. A census is taken every five years in New Zealand. The March 2006 census indicates that the proportion of the New Zealand population identifying with European ethnicity declined from 83% in the 1991 census to 67.6% in 2006. Over 11% of the population identified with the new category New Zealander in the 2006 census. In 2006, 14.6% of New Zealanders were of Māori ethnicity. There was significant growth of Asian ethnicity to approximately 9% of the population. People of Pacific (Pasifika) ethnicity made up 7% of the population (Statistics NZ website).
12. Population projections indicate that New Zealand will have greater ethnic diversity in the future. The Māori, Asian and Pacific populations are all projected to increase their share of population. The following projections were made based on the 2001 census data.
  - New Zealand's European population is projected to reach 3.23 million by 2021, an increase of 5% over 2001
  - New Zealand's Māori population is projected to reach 760,000 by 2021, an increase of 29% over 2001
  - New Zealand's Asian population is projected to increase by 670,000 by 2021, an increase of 145% over 2001
  - New Zealand's Pacific population is projected to reach 420,000 by 2021, an increase of 59 percent over 2001 (Statistics NZ website).
  -

**1.3 Economic and labour market trends with implications for schools**

**Labour market**

13. Labour force participation rates have risen fairly steadily in New Zealand since the early 1990s and have been matched by a fall in the unemployment rate (Figure 2).

Figure 2: Unemployment and labour force participation rates, 1998-2006



Source: Household Labour Force Survey, Statistics NZ

14. Economic growth fell during 2005 and this drop is expected to continue with an associated decrease in rates of employment.

**Wage growth**

15. Salary and wage rates for professionals in the public sector increased by 4.1% between March 2005 and March 2006, the largest annual increase since the Labour Cost Index was introduced in 1992. With the rate of economic growth slowing, the rate of wage and salary increase is not expected to continue.



## CHAPTER TWO – DESCRIPTION OF THE SCHOOL SYSTEM

### 2.1 Structural features of the school system<sup>1</sup>

#### 2.1.1 Types of publicly funded schools

16. Education in New Zealand is compulsory for all children aged between six and sixteen years, although in practice most children enrol at school on their fifth birthday. Approximately 86% of school aged children in New Zealand attend state owned schools.

##### *Primary schools*

17. Primary schools are the first level of compulsory schooling. They cater for children from the age of five years (Year 1) to the end of their 8th year of schooling. ‘Contributing’ primary schools cover children from Years 1 to 6. Children in Years 7 and 8 may either be in a separate intermediate school or part of a ‘full’ primary, secondary or composite/area school.

##### *Secondary schools*

18. Secondary schools usually provide for students from Year 9 until the end of Year 13, although some may include Years 7 and 8.

##### *Area or composite schools*

19. Area or composite schools, which are usually based in rural areas, combine primary, intermediate and secondary schooling at one location.

##### *Special schooling*

20. Students with physical or other disabilities may enrol either at regular schools as part of a mainstreaming policy or at a separate special school. Resourcing schemes were introduced in 1997 to assist individuals with very high or high special education needs. The schemes fund extra teaching, specialist programming, therapy and education support for up to 7000 children. Many of these students are in mainstream schools.

##### *Home schooling*

21. Home schooling is an option for those who choose it, on the condition that a standard of education similar to that available in a registered school is provided. At 1 July 2006 there were 6,298 homeschoolers recorded on the Ministry of Education’s homeschooling database. From 1998 to 2004 there was a gradual increase in home schooling numbers but these have been decreasing since 2004.

##### *The Correspondence School*

22. The Correspondence School with a roll of 7996 in 2006 is the largest school in New Zealand. It is state owned and provides education for students who cannot attend a school because they live in remote or inaccessible areas, because they are overseas, or because of illness or other special reasons. It also provides subject tuition for students from small secondary schools where their own school lacks a suitably qualified subject teacher.

##### *Independent and state integrated schools*

23. Approximately 14% of school aged children in New Zealand attend schools that are not owned by the state. Approximately 4% attend independent or private schools and a further 10% attend state integrated schools. State integrated schools are former private schools which opted to integrate into the state sector to access government funding. State integrated schools follow state requirements but have additional curricula to reflect their special characters. Private (independent) schools are not required to follow the national curriculum.

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<sup>1</sup> Detailed tables for this section are attached as Appendix 1

*Māori Medium schooling*

24. Kaupapa Māori (Māori medium) schooling refers to schooling where teachers use te reo Māori (Māori language) to teach all or some of the school curriculum for at least 12 percent of the time. In July 2005 there were 426 such schools. In July 2006 16 per cent (26,340) of Māori students were enrolled in kaupapa Māori. There were also 3001 non-Māori enrolments. Kura kaupapa Māori schools are immersion schools where Māori language, culture and values predominate and where most teachers use te reo Māori for between 81 and 100 per cent of the time. There were 66 kura kaupapa Māori schools in 2006 catering for 3.8% (6,144) of Māori children ('kura' for primary age students and 'wharekura' for secondary age students). In addition there were 8 kura teina and 9 kura kaupapa Māori schools awaiting official status under the Education act). Bilingual schools are schools where students are taught in te reo Māori for 12 to 100 percent of the time. In 2006, 7,304 Māori students attended bilingual schools.

*Socio-economic status of publicly funded schools*

25. Some components of public school funding are weighted in recognition of the fact that schools in lower socioeconomic communities may have learners with a wider range of special learning needs. This system is referred to as 'decile ranking'. State and state integrated schools are given a 'decile' ranking which reflects the socio-economic background of the students who attend. Decile 1 schools are in the 10% of schools with the highest proportion of students from a low socio-economic background; decile 10 schools are the 10% with the smallest proportion of students from a low socio-economic background.

**2.1.2 Types of personnel**

26. The size of the teaching force can be measured either as a head count or in terms of full-time teacher equivalents (FTE). In the figures used in this section, teaching staff includes principals, other school leadership and management positions, classroom teachers, specialist resource teachers, guidance counselors and therapists. At 1 March 2004 there were 48,554 people (43,777 FTE) employed in teaching positions at New Zealand publicly funded schools. Of these, 78% were employed in permanent positions. In addition there were 2,676 teachers (2,383 FTE) employed at independent or private schools.

27. Primary teacher numbers peaked in 2006 and are expected to remain stable thereafter. Demand for secondary teachers is projected to remain steady out to 2010. This reflects secondary school enrolment trends (see Table 1). The figures in Table 1 are based on medium scenarios that are the Ministry of Education's best estimate of what may happen.

**Table 1: Actual and estimated number of state school teachers, as at April 2004 – 2010**

Year	Primary	Secondary	All State School Teachers
2004*	28300	20300	48600
2005*	28300	21000	49200
2006	29000	21100	50000
2007	28800	21200	50000
2008	28700	21200	49800
2009	28800	21100	49900
2010	28900	21000	49900

Source: Demographic and Statistical Analysis Unit, Ministry of Education, 2005

*Note: Correspondence and Composite schools are split into primary and secondary. Special schools are included in primary. Numbers include confirmed staffing improvements for 2006 as at October 2005.*

*\* Actual*

Of state school teachers, 71% were female. Females held 62% of management positions (heads of department, deputy and assistant principals). Both the number and percentage of females in school principal positions have been steadily increasing over the past five years, from 35% in 2000 to 41% in 2004. However women are still under-represented as principals of larger schools. In independent or private schools, almost 65% of teachers were female. The average age of permanent teachers in March 2004 was 44 years (Ministry of Education website).

### 2.1.3 Overall size and composition of the school system

#### *School type and size*

28. In 2004, there were 2647 schools in New Zealand, of which 80% were primary schools. This is a slight reduction on the 2808 schools in New Zealand in 1994 (Table 2). Most of the reduction is in the primary sector as a result of merger or closure of small primary schools.

**Table 2: Number and percentage of schools by school type, 2004**

<b>Number and percentage of schools by school type, 2004</b>		
<b>Primary</b>	<b>No</b>	<b>%</b>
State full primary	1137	42.95%
State contributing	816	30.83%
State intermediate	125	4.72%
Independent primary and intermediate	44	1.66%
<b>Subtotal</b>	<b>2122</b>	<b>80.17%</b>
<b>Composite</b>		
State composite	89	3.36%
Correspondence	1	0.04%
Independent composite	50	1.89%
<b>Subtotal</b>	<b>140</b>	<b>5.29%</b>
<b>Secondary</b>		
State Year 9-15	228	8.61%
State Year 7-15	90	3.40%
Independent Year 7-15 and 9-15	20	0.76%
<b>Subtotal</b>	<b>338</b>	<b>12.77%</b>
<b>Special</b>		
State special	46	1.74%
Other vote Education	1	0.04%
<b>Subtotal</b>	<b>47</b>	<b>1.78%</b>
<b>Total</b>	<b>2647</b>	<b>100.00%</b>

Source: Ministry of Education (2005a) New Zealand Schools 04: A report on the compulsory school sector in New Zealand (Adapted from Table A14).

29. The majority of New Zealand primary schools are small, with almost 60% having rolls of fewer than 200 students. A sample survey of New Zealand primary schools undertaken in 2005 indicated that over a third of primary schools (37%) had between 1-99 students, 22% had 100-199 students, 15% 200-299, 18% 300-499, and just 8% had more than 500 students (Cameron and Dingle, 2006).
30. There are currently 110 private (independent) schools in New Zealand.

#### *Student population*

31. There were 764,654 students attending New Zealand schools in 2004. This was an increase of 13.7% on the 672,571 students who were enrolled in New Zealand schools in 1994 (Table 3).

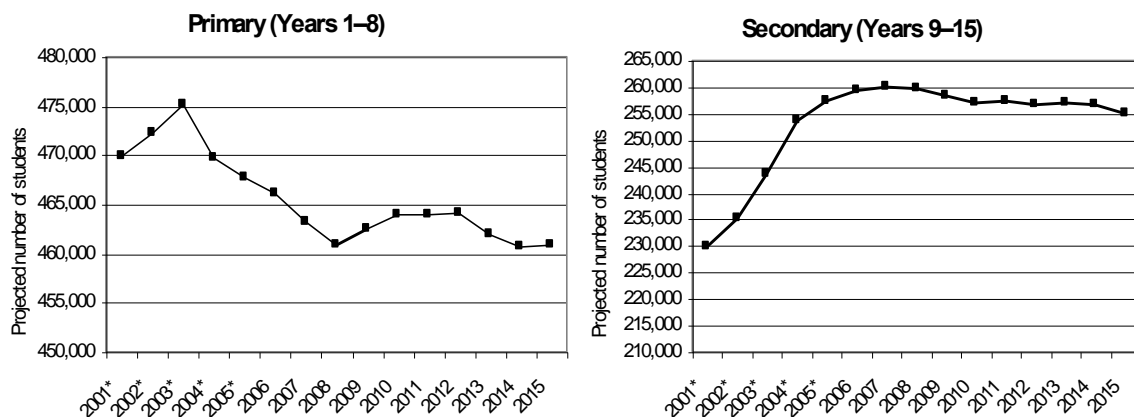
**Table 3: Comparative Numbers of students by school type, 1994 and 2004**

<b>Number of students by school type, 1994 and 2004</b>		
<b>Primary</b>	<b>1994</b>	<b>2004</b>
State full primary	146,682	169,839
State contributing	199,850	212,360
State intermediate	55,492	61,908
Independent primary and intermediate	6,520	6,089
<b>Subtotal</b>	<b>408,544</b>	<b>450,196</b>
<b>Composite</b>		
State composite	11,468	24,452
Correspondence	10,513	7,996
Independent composite	11,531	14,816
<b>Subtotal</b>	<b>33,512</b>	<b>47,264</b>
<b>Secondary</b>		
State Year 9-15	188,927	210,650
State Year 7-15	33,239	45,627
Independent Year 7-15 and 9-15	6,279	8,245
<b>Subtotal</b>	<b>228,445</b>	<b>264,522</b>
<b>Special</b>		
State special	1,816	2,646
Independent special	81	
Other vote Education	173	26
<b>Subtotal</b>	<b>2,070</b>	<b>2,672</b>
<b>Total</b>	<b>672,571</b>	<b>764,654</b>

Source: Ministry of Education (2005a) New Zealand Schools 04: A report on the compulsory school sector in New Zealand (Adapted from Table A11).

32. The most recent national school roll projections indicate that state primary school roll numbers reached their peak at around 475,000 enrolments in 2003. Over the next decade state primary rolls are expected to decline to around 461,000 enrolments by 2015. In the secondary sector, state rolls are expected to reach a peak of around 260,000 enrolments in 2007. Between 2005 and 2015 state secondary rolls are expected to see a net decrease of around 1% (Figure 3).

*Figure 3: Actual and projected state^ school rolls, 2001–2015*



^ Includes state and state integrated schools.

\* Estimated actual.

Source: Demographic and Statistical Analysis Unit, Ministry of Education, 2005.

### *Student ethnicity*

33. The percentage of school students who are European declined during the period 2000-2005, while the percentage of students who are Māori, Pasifika or Asian increased (Table 4). Population projections indicate that the percentage of European/Pakeha will continue to decrease while numbers of Māori, Pasifika and Asian students can be expected to increase (see 1.2). In particular, the number of Māori 13 and 14 year olds is expected to increase by 24 percent between 2005 and 2026.

**Table 4: Percentage of state school students by ethnicity, July 2000-2005**

<b>Ethnicity</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
European/Pakeha	64%	63%	62%	61%	60%	59%
Māori	21%	21%	21%	22%	22%	22%
Pasifika	8%	8%	8%	9%	9%	9%
Asian	6%	6%	7%	8%	8%	8%
Other	1%	1%	2%	2%	2%	2%
Total	100%	100%	100%	100%	100%	100%

Source: Demographic and Statistical Analysis Unit, Ministry of Education, 2005.

## **2.2 Availability of public and private resources**

34. In the 1993 fiscal year, public spending on education as a percentage of GDP was 6.0%. This percentage decreased over the next few years, reaching a low of 5.3% in 1996, as the economy grew faster than education spending. Public spending on education has been back at 6.0% of GDP since 2000. Public spending on education as a proportion of all public spending has increased from 14.4% in the 1993 fiscal year to 18.3% in the 2002 fiscal year. (Statistics NZ website).
35. In 1998, New Zealand spent proportionally more (4.6%) of its GDP on education than the mean for OECD countries (3.5%) due to higher relative spending on primary, secondary, and post-secondary (non-tertiary) education. This is partly explained by New Zealand's relatively younger age population profile (Statistics NZ website).
36. State owned schools cannot legally charge tuition fees, except for international students. However, they can request and accept donations. State schools raised money to supplement their government resourcing before 1989, but decentralisation has increased the amount of income raised by schools. As Figure 4 shows, while per student government funding into state schools increased steadily between 2002 and 2004, in 2004 it represented a slightly smaller proportion of the locally managed expenditure of schools than in 2002. This is largely because of the efforts schools put into gaining other revenue, particularly from the fees of international students, and community funds.

Figure 4: Financial performance of the schools sector 2002-2004

Table A27: Financial Performance of the Schools Sector, 2000–2004

	2002		2003		2004 (Estimated**)	
	\$m	%*	\$m	%*	\$m	%*
Revenue	3 580.8	100.0	3 845.2	100.0	4 061.3	100.0
Government grants	3 074.2	85.9	3 283.2	85.4	3 473.1	85.5
Investment and other revenue	73.7	2.1	84.7	2.2	81.9	2.0
Local funds	433.0	12.1	477.2	12.4	506.3	12.5
Expenses	3 527.4	98.5	3 792.2	98.6	4 032.4	99.3
Operating surplus	53.4	1.5	52.9	1.4	28.8	0.7

\* Of total revenue.

\*\* In this and the subsequent tables, A28 to A44, the results given for 2004 are estimated. The consolidation of 2004 results is based on actual data for 2385 schools, and 2003 data for 128 of the 138 schools whose 2004 accounts data were not available for inclusion during the preparation of this report.

37. Schools' ability to raise money is linked to their socio-economic status. A recent study of the financial management of New Zealand schools showed that sampled schools varied widely in the proportion of locally raised funds they collected. Some schools raised less than 10% of locally managed expenditure (excludes teacher salaries) themselves, while others supplemented their government funding by raising up to almost 50% of locally managed expenditure (Wylie and King, 2005).
38. State integrated schools receive virtually the same amount of government funding as state schools. On top of this they charge fees which range from a few hundred to several thousand dollars per annum, and which contribute to the capital costs of ownership that the proprietor is responsible for.
39. The primary source of funding for private (independent) schools is tuition fees paid by parents. However, government funding is also important to private schools, mainly as a subsidy for staff salaries. Government funding to private schools rose steadily from 1996 to 2000 (Davis and Beckett 2003). This is currently capped at \$40 million in total per year.

### 2.3 Governance and regulatory framework

40. The current regulation and governance of schools in New Zealand is a direct result of the 'Tomorrow's Schools' reforms legislated in the Education Act (1989) and implemented from October 1989. Before this administrative restructuring, New Zealand primary schools were supported by regional education boards in each major district, staffed by full-time administrators and professional support staff. Each secondary school had their own board of governors, albeit with more restricted powers than school boards today. The 1989 reforms eliminated all intermediate administrative and support structures such as the regional education boards, and introduced a board of trustees for each state school as the school's governance body. The school's principal is designated as the chief executive of the board of trustees.
41. The Ministry of Education is responsible for national education policy and provides the bulk of funding for public schools. The Education Review Office, a separate government agency, is mandated with assuring the quality of schools. It does this through a nationwide review cycle in which every school is reviewed once in three years, unless there is sufficient cause for concern for it to be reviewed more frequently. The New Zealand Qualifications Authority has the responsibility for national qualifications, including those for senior secondary school students.

42. There is no single framework for the development of education policy. The Education Act (1989) established self-managing schools and deliberately reduced the size and power of the central bureaucracy. A 2001 amendment to the Education Act increased the power of the Ministry of Education to intervene in failing schools but largely stayed true to the concept of self-managing schools. The development and review of the curriculum, the development and dissemination of the Schooling Strategy, and the Education Development Initiative are examples of how three national education policies have been developed and implemented in recent years. These examples are described further below.
43. The New Zealand Curriculum and Marautanga (the curriculum in te reo Māori) are currently being revised. The goals are to clarify and refine outcomes, to focus on effective teaching, to strengthen school ownership of curriculum and to support communication and strengthen partnerships with parents and whānau, and communities. The Project has been underway since 2004. In the first year working drafts were developed to articulate the purposes, principles, values, competencies (skills and attitudes), essence statements and achievement objectives for each learning area. Drawing on a curriculum stock take, the Project used a process of co-construction with an online component to encourage widespread participation from the sector. The official working draft of the revised English medium curriculum was released in August 2006. The revised curriculum will be published in October 2007 (Curriculum Project website).
44. The Government has developed a Schooling Strategy to improve social and academic outcomes for all students, by focusing attention on those factors that make the biggest difference for student learning. The Strategy builds on the existing strengths of the schooling system and focuses on how everyone involved in schooling can contribute individually and together to improving student outcomes – government, teachers, principals, boards of trustees, teacher educators, researchers, families and whānau, and communities. The Strategy has been developed with input from the schooling sector and community interests in three stages over 18 months. In early 2004 a discussion document was released, followed by a draft document within a year. A consultation strategy and framework for feedback accompanied both the discussion and draft document. The final Schooling Strategy 2005-2010 was released in July 2005.
45. The Education Development Initiative policy was developed to manage school closure in areas where falling school rolls indicated either there were more schools than were required for population projections, or there were concerns about the quality of schools. Network reviews, the implementation of the policy, described the process by which the Government reviewed the way schooling was provided in a particular area. Reviews also made decisions about the best ways to make sure all students in a district might receive a quality education in the future. A network review was undertaken by the Ministry of Education under the direction of the Education Minister. Incentives were offered to encourage schools to proceed with a network review. The policy was unpopular in affected areas and was downgraded in 2004 so that reviews now only occur where local schools communities initiate the process, or if recommended by the Education Review Office.

#### **2.4 Goals and objectives of the school system**

46. The goals and objectives of schooling are developed in consultation between government and the wider community. The current goals and objectives of the New Zealand education system are that:
  - All students have strong literacy and numeracy skills. A strong foundation in literacy and numeracy is needed to enable students to access learning across the curriculum at all levels of schooling
  - All students achieve in all areas of the curriculum, to the best of their ability and are fully engaged in, participate in and are motivated by their schooling. The New Zealand

Curriculum emphasises what students know (knowledge), what they can do (skills) and commonly held values and attitudes.

- All students are informed and active participants in their learning. By the time they reach senior secondary schooling they are increasingly taking charge of decisions and choices about their own learning pathways.
  - All students are able to make successful transitions from schooling that lead to long-term economic independence and wellbeing (Ministry of Education, 2005b).
47. These goals and objectives provide strategic direction across all levels and school types within the publicly funded schooling sector. Private schools are not required to follow these goals and objectives. Over recent years the goals and objectives have changed in emphasis to reflect New Zealand's resolve to provide a schooling system that enables all students to be successful learners. It also seeks to address the 'tail' of underachievement identified in international studies (Ministry of Education 2004a).
48. *Making a Bigger Difference for all Students: The Schooling Strategy 2005-2010* sets the direction for effort and improvement in schooling for the next five years. The Strategy's goal is to have 'all students achieving to their potential', which is further defined as 'significantly improving opportunities and outcomes for students currently underachieving, while continuing to improve outcomes for high and average achievers across all dimensions of knowledge, skills, attitudes, values and identity'. The Strategy seeks to improve student academic and social outcomes by:
- ensuring all students experience effective teaching
  - using evidence-based practice at all levels of the education system
  - encouraging families and whānau to nurture children's learning (Ministry of Education, 2005c).
49. The Māori Education Strategy aims to ensure that all policies, strategies and programmes contribute to the educational success of Māori and reflect Māori aspirations and expectations.

## **2.5 Teacher unions and professional associations**

50. New Zealand has two main teacher unions. The largest is the New Zealand Educational Institute Te Riu Roa (NZEI). NZEI covers principals and teachers in primary, intermediate and area schools, kura and wharekura, as well as early childhood teachers and support staff in primary and secondary schools. NZEI has its own principals' council within the union. NZEI reports that about 90% of primary teachers are members. The Post Primary Teachers Association (PPTA) is the union and professional association for teachers employed in state and integrated secondary schools, area schools, technology centres and community education centres. PPTA reports that around 17,000 teachers are members which is over 90 percent of secondary teachers. Secondary school principals can belong to the PPTA and they have their own PPTA Secondary Principals' Council within that union. Teachers in private schools have their own association, the Independent Schools Teachers' Association of New Zealand, to which about a third of teachers in private schools belong. Ministry of Education payroll data shows that as at November 2005, 75% of teachers paid by the state were union members. Many of the 25% not union members are relieving teachers, paid on a day-to-day basis.
51. The 2001 amendment to the Education Act required all teachers to be registered and set up the New Zealand Teachers Council to provide processes for teacher registration and professional leadership. In 2004 the Teachers Council introduced a code of ethics for all teachers.
52. There are several professional associations for principals and other school leaders. Most boards of trustees belong to the New Zealand School Trustees Association (NZSTA). The New Zealand Principals' Federation (NZPF) is the body to which most primary schools' principals belong. The Secondary Schools Principals' Association (SPANZ) reports 90% of all



secondary school principals as members, and Te Akatea is the New Zealand Māori Principals' Association. Other professional associations for school leaders include the New Zealand Association of Intermediate and Middle Schools, and the National Association of Secondary Deputy and Assistant Principals.

### ***Key issues in the latest round of school leader employment agreement negotiations***

53. Key issues within the most recent round of employment agreement negotiations with school principals were levels of remuneration, paid sabbatical leave, and additional remuneration for experience in the role.

## **2.6 Public perceptions**

54. A number of recent reports have investigated the current status of teachers in New Zealand. The *Perceptions of Teachers and Teaching* research project, jointly commissioned by the Ministry of Education and the New Zealand Teachers Council, was completed in 2005. It was designed to examine the relationship between perceptions of teachers and teachers' work, and recruitment, retention, performance, capability and the professional status of teachers. The first part of the research gathered the views of key groups – teachers themselves, principals, boards of trustees, senior students and student teachers (Kane and Mallon, 2005).
55. The study found that teaching is generally regarded as a complex, intellectually challenging, interesting and dynamic career that can be very satisfying. People choose to teach because they want to work with children, contribute to society, do a job that makes them proud and help others. Groups within teaching that are most satisfied with their jobs are early childhood teachers, teachers from low decile schools, women and Pasifika teachers. Two aspects of key groups' perceptions were identified by the authors as of concern. Senior students reported being discouraged from considering teaching because they perceived it as being underpaid, stressful and 'too ordinary'. Teachers from different sectors and with different degrees of experience tended not to respect the work of those from other sectors (Kane and Mallon, 2005).
56. A study of the perceptions of teachers held by those outside the immediate teaching environment – parents, business people, university students and the general public – was recently undertaken and a draft report presented in April 2006. The research used data gathered in focus groups with around 100 people and from a telephone survey of over 1000 people. The research found that teaching is not a high status occupation because, despite requiring significant skills and training and having a major influence on the lives of others, it does not have the ability to deliver 'fame, fortune or power' – the essential elements of status in New Zealand, in the view of the respondents. While it lacks status, teaching is nevertheless a highly regarded career, with the vast majority of people agreeing that it is respected, important and honourable. The perceived attractions of teaching were the interaction with children, shaping their future and contributing to society. The perceived disadvantages were the pay, including the lack of reward for outstanding performance, and issues around student behaviour (Research Solutions, 2006).

## CHAPTER THREE – SCHOOL GOVERNANCE AND LEADERSHIP

### 3.1 How school leadership is conceptualised

#### *The education reforms of 1989*

57. The 1989 education reforms introduced 'self-managing schools' to New Zealand. Chief among the changes legislated in 1989 was the establishment of a board of trustees for each school. From that time boards have been charged with setting the direction of a school within the parameters of regulation. Boards are responsible for appointing principals and are held accountable for a school's performance by the Education Review Office and the Ministry of Education. As such the board of trustees is an integral component of a school's leadership. The principal is a full member of the board of trustees and along with other school leaders is responsible for implementing the direction set by the board.
58. Documents prepared to support the implementation of 1989 education reforms identified a much clearer focus on the role of the principal as one of three 'basic' changes at the heart of the reforms. One such document suggested the principal now became the school's 'professional leader' with three major functions:
- an executive function – contributing to and implementing the policy of the board, to achieve the objectives of the school's charter
  - an instructional function – leading the staff of the school in implementing the school's programmes
  - a reporting function – reporting on the achievements of the school (Ballard and Duncan cited in Wylie, 1997).
59. In a 1997 study, primary school principals reported that the reforms had increased their role as managers and reduced their role as educational leaders. They described 'educational leadership' as driving or facilitating the curriculum, motivating teachers, providing a vision and direction and bringing others along with it, and giving inspiration by their own teaching, attitude and conduct. They described 'management' as 'housekeeping' and associated it with compliance, the paperwork required to secure resources, and providing systems so that the school operated smoothly in order that they might be freed to concentrate on educational leadership (Wylie 1997).
60. Since 1989 principalship in New Zealand has generally been conceptualised as having both dimensions – educational leadership and management. In smaller schools these dimensions are more likely to be found combined in the same positions, whereas in larger schools with more financial and human resources there is more room for the roles to be differentiated and for some aspects of leadership to be delegated. In every case, the school principal legally carries ultimate responsibility for both educational leadership and management in the school.

#### *Current conceptualisations of school leadership*

##### *Normative Conceptualisations*

61. Professional Standards for primary principals and for secondary and area school principals are a formally mandated statement of principals' current responsibilities. They were promulgated by the Ministry of Education in 1998 and incorporated into the employment agreements of all principals. They currently form part of the principals collective agreements and promulgated individual employment agreements. The standards are used in most schools as the basis of the principal's job description and schools are also encouraged to use them in the principal appraisal process. The standards are organised into six domains. The domains and the standards under each are summarised here. The full Professional Standards for Principals are attached as Appendix 2.

### *Professional Leadership*

- understands current approaches to teaching and learning
- provides professional direction to the work of others
- analyses and uses student assessment and other evaluative data
- understands and applies effective management practices
- fulfils the role of chief executive to the board
- reflects on own performance and demonstrates commitment to improve

### *Strategic Management*

- understands the impact of changes in cultural, social and economic context, and reflects those changes in strategic planning
- works to develop a shared vision for the school
- effectively manages resources

### *Staff Management*

- manages the staff to support delivery of the curriculum, implementation of the charter and improved learning outcomes for students
- establishes procedures and practices to maintain and improve staff effectiveness
- motivates and supports staff to improve the quality of teaching and learning

### *Relationship Management*

- fosters relationships between the school and its community
- creates a safe and supportive teaching and learning environment (secondary only)
- understands and is responsive to diverse concerns and needs
- communicates effectively to a range of audiences
- manages conflict effectively and works to achieve solutions
- represents the school and acts to achieve its objectives

### *Financial and Asset Management*

- uses resources effectively to support improved student learning
- manages an effective budget planning system in association with the board of trustees and works within available resources
- works with the board of trustees on controlling, monitoring and reporting on the use of finances and assets

### *Statutory and Reporting Requirements*

- ensures compliance with relevant statutes and legislation, and meets monitoring and reporting requirements.

### *Descriptive Conceptualisations*

62. A meta study, called a 'best evidence synthesis' (BES) of research on educational leadership in schools is currently being prepared by the University of Auckland, under contract to the Ministry of Education. The aim of the project is to identify and explain the characteristics of leadership in schooling that are linked to improving a range of student outcomes for diverse learners. Fundamental to the synthesis is an explicit definition of educational leadership.
63. The authors explain that leadership has a number of elements. The first is that the process is fundamentally consensual, thus distinguishing leadership from other forms of power relations such as force, coercion or manipulation. Secondly, leadership is not the property of an individual but of an interaction in which influence has been consensually accepted. Thirdly, leadership involves change in that it causes others to think or act in ways they would not have done otherwise. Finally, leadership embraces both positional and distributed leadership – so important in a school context (Robinson, 2006 draft).
64. Essential to any definition of leadership in schools is an articulation of the purpose of the leadership in an educational institution. The BES incorporates the idea that educational leadership is distinguished by its focus on strengthening those practices where there are good grounds to believe they will enhance student outcomes, and on weakening or eliminating

practices which interfere with students' learning and achievement (Robinson, 2006 draft).

### ***School leadership in New Zealand***

65. The principal is generally considered the foremost school leader in every New Zealand school. Principals are responsible for far more than the leadership of teaching and learning; they are responsible for the day-to-day management of every aspect of the school including personnel, finance, property, health and safety, and delivery of the national curriculum. Depending on the size of the school, the principal might be assisted by an associate principal, one or more deputy principals and in some cases also by one or more assistant principals. A small number of schools have co-principals.
66. Primary schools, depending on size, may be divided into groupings or 'syndicates': junior (Years 0-3) middle (Years 4-6) and senior (Years 7-8). Leadership in each syndicate is provided by a senior practitioner teaching at that year level. Many primary schools also have positions for curriculum leaders whose responsibility it is to ensure the quality of teaching and learning in that curriculum area across the school. Intermediate and middle schools have more specialization and positions of responsibility than contributing primary schools have. Many of these schools employ guidance teachers for pastoral care, for example.
67. Secondary schools employ specialization of teaching and are usually organised by faculty or by subject department. Head of faculty and head of department are common middle leadership positions within secondary schools and, depending on the size and structure of the school, might be supported by deputy heads of faculty or department. Many secondary schools also provide middle leadership positions in pastoral care. Incumbents in these positions are usually known as deans, and can be assigned the pastoral care of a cohort of students, a school year level or used in other ways the school decides.

### **3.2 The regulatory framework**

68. A national state schooling system in New Zealand was first established by the Education Act (1877). It provided free, compulsory education at primary level which was extended to secondary schooling and students up to age 15 in 1944, and to age 16 in the 1990s. Within this national system, much of the responsibility for running schools lay with regional boards of education, with the Department of Education acting as little more than a funding body. However, over time the Department grew and became a very centralised body responsible for education funding, policy and operations. Secondary schools were established under a separate mechanism with their own boards of governors, but over time surrendered much of their autonomy to the Department of Education in return for financial and other supports (Parliamentary background note October 2004).
69. In 1988, the *Report of the Taskforce to Review Education Administration* concluded that the administrative structure under the Department was over-centralised and over complex, and recommended that local educational institutions were best placed to administer education, as they had a direct interest in educational outcomes, and the best information about local circumstances. The recommendations resulted in the Education Act (1989) which created the Ministry of Education, charged primarily with providing policy advice and funding; established school boards of trustees, to provide governance and to oversee management; and created the independent Education Review Office, responsible for monitoring school performance and making their findings public.
70. The Education Act 1989 states that boards will control the management of the school (section 75) and that principals are the chief executive of the board, with responsibility for the day-to-day management of the school (section 76). Section 60 of the act allows the Minister of

Education to periodically produce National Education Guidelines as a framework for schools' operations. The current National Education Guidelines have three parts:

- The National Education Goals (the NEGS) – are statements of what the government considers to be desirable outcomes for students. School boards must take these into account when preparing their charters and developing their plans (Appendix 3).
  - The National Curriculum Framework (the Curriculum) – includes both the values and policy goals underpinning the curriculum, and the National Curriculum Statements which outline the skills and knowledge students should acquire, and which describe achievement objectives for students within each strand of the curriculum.
  - The National Administration Guidelines (the NAGS) – are broad regulations about teaching and assessment, staff, finance and property, health and safety that the board must observe in governing the school (Appendix 4).
71. The National Administration Guidelines require every school to produce an annually updated charter, and each year to report to the Ministry of Education the extent to which the school has achieved the goals and targets in that charter.
72. The 2001 amendment made little change to the substantive powers of the principal established by the 1989 legislation, but it increased the power of the Ministry of Education to intervene in schools deemed to be at risk. In summary, the main changes introduced in 2001 were:
- new powers for the Ministry to intervene where a school is deemed to be 'at risk'
  - new planning and reporting requirements, requiring all state schools to set annual targets for improvements in student achievement
  - new expectations on schools to focus on and follow through with national initiatives
  - a new Teachers Council, with powers to investigate complaints against teachers and principals, where the matter has not been dealt with by the board of trustees to the satisfaction of the complainant
  - increased possibilities in governance arrangements, beyond the 'one board/one school' model of the 1989 legislation.
73. Professional Standards for Principals form another part of the regulatory framework. These were developed by the Ministry of Education in conjunction with principals' professional associations and with other education sector input as part of collective agreements. Professional standards form part of performance management systems in schools. The introduction of professional standards was part of the Ministry of Education's strategy for developing and maintaining the quality of teaching and leadership, and improving learning outcomes for students. The professional standards reflect government's interest in ensuring that students have opportunities to learn from high quality professional teachers and that schools are led and managed by high quality professionals. (Ministry of Education Website)
74. In addition to the Ministry of Education, key bodies represented in the development of or modifications to the regulatory framework are the teacher unions, the principals' professional associations, the Teachers Council, and the New Zealand School Trustees Association. These bodies are discussed elsewhere in this paper.

### **3.3 Challenges faced by school leadership**

75. A small selection of respondents identified by the Ministry of Education for the depth and breadth of their sector knowledge was interviewed in order to identify the current challenges faced by school leadership in New Zealand that are summarized in this section of the report.

### *From organisational manager to leader of learning*

76. As described in previous sections of this paper, in 1989 New Zealand schools assumed a range of responsibilities previously held by the Department of Education. Throughout the 1990s, in addition to implementing the national curriculum, school leaders had to learn how to develop and manage budgets, they had to become employers, property managers and chief executives to governing bodies. Along with these responsibilities came a range of accountabilities – to the Ministry of Education, the Education Review Office and the local community – and a diversity of compliance requirements. Principals who had the skills to manage an organisation were highly sought after. More recently, school leaders have been conceptualised as professional leaders developing their schools into reflective learning communities. Some have expressed concern that school leaders recruited for their management skills, and still responsible for school management, have been challenged by the strengthened expectations around leadership of learning and achievement.

### *Meeting increasing accountabilities*

77. A key feature of the 1989 education reforms was to give school communities a more meaningful role in schools, as boards of trustees consist of a majority of parent trustees. Schools are accountable to their communities as well as to the government for the results their students achieve. This has brought about a change in the relationship between schools and their communities. Rather than leading the debate about what constitutes a good education, school leaders now find themselves having to respond to community demands for improved achievement. There is an increasing expectation that schools will regularly monitor every student's progress in all curriculum areas and will report individually to students' families and in aggregate to the school community.
78. As well as accountabilities to local communities, schools are accountable for their achievements to the Ministry of Education through the annual planning and reporting cycle, and to the Education Review Office through the three yearly review cycle. Secondary schools are also accountable to the National Qualifications Authority for their implementation of national qualifications, particularly in terms of the quality of internal assessments.
79. Schools are also being asked to meet social goals not directly related to education. High-profile public concern about perceived societal problems (for example childhood obesity, text-bullying and road congestion) tends to lead to calls for schools to take action. This leads to pressures on schools to resource such initiatives.

### *Resourcing framework and competition for students*

80. Schools are funded on the number of students on the school roll, and most are understandably reluctant to see their rolls fall. As some primary school rolls drop, this places schools in competition with each other for a declining student population. This places pressure on collegiality between school leaders as schools try to make themselves more attractive to potential students and their families. Being self-managing and effectively in competition, schools often struggle to see a broader perspective. For example, in terms of building leadership capacity, school leaders are less likely to consider the benefits to the sector of encouraging a middle manager to leave and further their experience elsewhere. They are more likely to consider the loss of experience to the school and the potential advantage to a competitor and seek to retain such staff, even if a shift would have benefited the career development of the individual and the system as a whole.
81. The New Zealand School Trustees Association (NZSTA) has expressed concern about the level of government funding that schools receive. A recent report on school funding found that most schools in the study reported a tightening financial situation and seemed to have

reached a plateau in additional revenue they could raise, while costs continued to climb. Nonetheless, school leaders are expected to maintain and enhance the schools' levels of operation and achievement.

### ***National Certificate of Educational Achievement***

82. From 2002 New Zealand has progressively implemented the National Certificate of Educational Achievement (NCEA), a new, standards-based assessment system for senior secondary school students. While teachers support the changes, there is pressure on school managers to implement new systems within their budgets. The NCEA has also provided new measures of student achievements, fueling community demands for improved achievement.

### ***Attracting people to the profession***

83. A number of reports have been commissioned recently to help identify the specific factors that attract people to go teaching in New Zealand. Full details of these reports are provided in 2.6. In brief, these reports have found that the rewards of teaching are, at least in part, intrinsic and derived from the success of others. Intrinsic rewards may no longer be valued by the community as once they were, making it harder to attract to teaching those who will become the effective school leaders of the future.
84. Attracting teachers, and particularly middle managers to some curriculum areas such as mathematics, science, te reo Maori, technology and information and communication technology is a challenge for secondary school leaders throughout New Zealand. The problems are compounded for low decile, rural and provincial schools.

### ***Diversity***

85. School leaders are expected to make provision for a wider range of students than in the past. Over the past 15 years New Zealand schools have increasingly included students with very diverse needs. Increased migration has brought many more students than previously with little English as a first language. Students with physical, intellectual or learning disabilities are now to be found in regular classrooms in many New Zealand schools. Previously, some of these students would have received their education in special schools or in semi-autonomous units within schools. In addition, students stay longer at school and there is a widely held view that young people are not as willing to accept authority as in the past.

### ***Innovation***

86. Curriculum change has been an almost constant feature of New Zealand schools since 1989. New national curriculum statements were introduced progressively through the 1990s, and are currently under review (see 2.3). School leaders have had to oversee the implementation of new curricula over the last 15 years and are faced with more changes ahead. The pace of change in the schooling sector has created challenges for leaders in helping teachers to manage their workload while meeting increasing community expectations.
87. In theory, self-managing schools with a high degree of control over their resources and operation are well placed to innovate. In the view of some, self-management offers schools enormous flexibility to innovate by giving them the power to appoint staff, award salary units, determine management structures and make promotions. The flexibility offered does not seem by itself to result in improvements in student outcomes. A review in 2000 suggested that there has been no improvement in student achievement as a result of the Tomorrow's Schools administration reforms (Wylie, 1999). An alternative view holds that New Zealand school leaders' ability to innovate is being increasingly constrained by a highly unionised teaching profession and collective agreements that have prescriptive provisions regarding such things as classroom release time, and the allocation of middle management allowances.

88. Technological change in general and the rate of change in information technology in particular creates challenges for schools and school leaders. These challenges include finding funds for the hardware and software required to keep up to date, providing professional development to staff in addition to the other professional areas in which they are committed to improving their practice, and finding and funding the technical support that schools need in order to maintain reliable information technology and communication networks.
89. Private (independent) schools see their ability to be innovative as one of their distinguishing characteristics.

### **3.4 Distribution of decision making between government and schools**

#### ***Finance and resource allocation***

90. Operational funding to state schools is provided by central government from general taxation through a formula based largely on per-student funding, with some adjustments for school isolation and the age of students. Equity funding provides extra money for schools with higher proportions of students from a lower socio-economic base ('low decile' schools), and increased funding for isolated schools. In addition to government funding school boards are free to raise their own funds, though they cannot charge fees (See also 2.2).
91. School buildings are provided by government for state schools under a per-student funding formula, with money for maintenance and further capital works similarly provided. School boards can use locally raised funds to upgrade current buildings or to provide additional facilities. Private (independent) schools must fund their own school maintenance and capital works.

#### ***Curriculum development and implementation***

92. There is a national curriculum for all New Zealand students to the end of Year 10 (student age 14-15). State schools are required to follow the national curriculum; private schools are not. The national curriculum at these levels includes English, mathematics, science, social studies, the arts, technology, physical education and health. There is a Māori medium national curriculum, Te Marautanga, which parallels the English national curriculum and includes te reo Māori, pangarau, putaiao, nga tikanga a iwi, nga toi, hangarau and hauora. Within the curriculum, learning objectives are set out in strands and at progressive levels. Schools are expected to develop learning programmes that meet learning objectives and which reflect students needs, local circumstances and take into account staff skills. Beyond Year 10 academic teaching programmes are strongly influenced by qualification requirements. At that point state secondary schools' programmes diversify to include a range of non-academic and vocational programmes.
93. In Years 0-8, primary schools have a higher degree of curriculum integration, with knowledge and skills taught across a range of curricula. Students generally have the same teacher for most areas of the curriculum, although subject specialists often take responsibility for the arts and some larger primary schools also offer subject specialists in other areas. When students enter secondary school at Year 9, teaching is usually by subject specialists and programmes become more differentiated by subject as national qualifications become available from Year 11.
94. Schools are responsible for developing their own timetables. In primary schools, language and mathematics programmes are given more time than other areas of the curriculum, reflecting the priority outlined in NAG 1 (see 3.5 ). Secondary schools have complex timetables, made even more complex where a wide range of subjects offered by the school. The new national qualifications system, by increasing the range of learning areas within which students can gain



credits toward qualifications, has put pressure on secondary schools to accommodate a broader range of learning opportunities.

95. Extra-curricular (or co-curricular as they are often called in New Zealand) activities are provided at the discretion of the school. There is no aggregated national information available about the extent to which these activities are offered or on participation rates.

### *Employment of school leaders*

96. Each school board is responsible for appointing its principal. Boards, often by delegation to the principal, are also responsible for determining the configuration of other leadership positions within the school and for appointing people to those positions. Professional development for school leaders is decided by the school. The board of trustees is responsible for principal appraisal and may choose to manage this process internally or contract the services of an external appraiser for part of the process. Boards have the power to dismiss principals with or without notice in the case of serious misconduct, and after following a prescribed process in the case of incompetence. In the second half of the 1990s all principals were employed on limited tenure, with renewable contracts. Since 2000, however, all state school principals have had permanent tenure.
97. Although boards have the responsibility of selecting principals and have a great deal of discretion over the skills and experience they seek, their ability to reward school leaders over and above the provisions of the collective employment agreement is constrained by the requirement to seek concurrence from the Ministry of Education. They can, however, provide recognition for some teachers who act as school leaders through offering them 'remuneration units', in return for undertaking defined responsibilities regarded as deserving reward (see section 3.8 above). Where principals hold clearly identifiable additional responsibilities such as for boarding hostels or international students, a board can, with the agreement of the Ministry of Education, provide them with additional remuneration.

### *Employment of teachers*

98. Teachers are selected and appointed by the board, usually by delegation to the principal. Teacher professional development programmes will commonly reflect government priorities (for example, the current focus on improving the teaching of numeracy and literacy), needs identified through the school's performance management process, and the school's strategic goals. Each school is required to have a teacher performance management system in place through which each teacher's practice is appraised. A teacher's progression up the salary scale is subject to a positive attestation from the principal. Promotion, and the allocation of additional salary units, is at the discretion of the board. That decision may be delegated to management. Serious misconduct can result in instant dismissal. A prescribed process can be followed in cases where teachers are not meeting the requirements of the role.

### *Student intake*

99. Publicly funded schools are required to take the students who want to enrol at the school. If a school is under pressure because more students want to attend than it is able to accommodate, the school can apply to the Ministry of Education to implement an 'enrolment scheme'. An 'enrolment scheme' identifies the optimum number of students a school can take and establishes a 'zone', a defined geographical area around the school. Zones are negotiated with the Ministry of Education and in consultation with neighbouring schools and communities. Students whose permanent address is within a school's zone have automatic right of entry to the school. Should the number of places in the enrolment scheme not be filled by students from within the zone, the balance is filled by students whose names are randomly drawn from a ballot. Those outside the zone who wish to attend the school can apply to have their names

put into the ballot. Private (independent) schools are able to enrol students as they choose.

100. Schools are responsible for the retention and promotion of students through the school. Schooling is compulsory from ages six to 16. Students must remain at school until age 16 unless granted early exemption to take up employment or attend a training course. Students are fully funded to remain at school from age 5 through to age 19, or 20 in the case of students with special educational need.
101. The Ministry of Education has established a formal process which must be followed if students are to be suspended or excluded from a school for misconduct. Suspension or exclusion can only be by decision of the school board and only after this process has been used (see 4.4).

### **3.5 Governance structure of schools**

102. Every New Zealand school, regardless of size or level, is governed by a board of trustees. Boards are comprised of elected members of the school community, the principal, a staff representative and, in the case of secondary schools, a student representative. Boards provide strategic guidance, and a monitoring framework through which to assess the school's progress towards strategic directions. School management, under the leadership of the principal, is accountable to the board for the performance of the school. Boards, in turn, work in partnership with the government and are accountable to both the government and the community of which their school is a part. Board meetings are public meetings which anyone may attend. Should the board decide that a particular matter – usually relating to student discipline or personnel – needs to be discussed privately, it can move into a 'public excluded' section of the meeting for which separate, confidential minutes are kept.
103. Private (independent) schools are governed by boards which are not necessarily elected boards. The composition of private (independent) school boards is determined by the constitution of the school.
104. Under the National Administration Guidelines, (NAGs), boards of trustees of state schools carry responsibilities in six areas:
  - student achievement, particularly for identifying students at risk and addressing barriers to achievement (NAG 1)
  - strategic planning and school self-review (NAG 2)
  - personnel (NAG 3)
  - finance and property (NAG 4)
  - health and safety, including emotional safety (NAG 5)
  - compliance with all relevant legislation (NAG 6).
105. These responsibilities have largely been in place since 1989. However, consistent with the objectives of the schooling system, changes have been made to sharpen boards' focus on groups at risk of not achieving and on their responsibility to provide strategic direction for the school.
106. One of a board's key roles is to establish a strategic focus for the school and articulate that focus and direction in a strategic plan. Strategic planning became compulsory for all state schools through an amendment to the NAGs in 1999. Since 2003, schools have been required to document their strategic planning in an annually updated school 'charter', and through reporting mechanisms to demonstrate that the goals and targets, including student achievement targets within the strategic plan, have been addressed.
107. As described in 3.2, the 2001 legislation change provided the Ministry of Education with six new powers of statutory intervention:

- the power to obtain information about specified matters of concern
  - the power to require a board to engage specialist help
  - the power to require a board to prepare and carry out an approved action-plan
  - the power to appoint a limited statutory manager to exercise any specified functions or powers of the board
  - the power to dissolve the board and appoint a commissioner in its place where there is concern about the board's overall performance
  - the power to dissolve a board and appoint a commissioner if there is a specific concern about the election or constitution of the board (Breakwell, 2002, cited in Collins, 2003).
108. In a small proportion of schools (about 4% in 2005) the government has intervened to support, or take over all or part of the responsibility of, the school governing body. This most often happens when a school is facing complex employment issues or is at serious financial risk. While interventions are formally applied at the governance level they commonly influence issues at a management level through application of board policy, direction to board employees and performance management. Currently, 70% of interventions work with boards rather than replace them.

### **3.6 Division of responsibility between governance and management**

109. The division of responsibility between the board of trustees (governance body) and the management team (principal and senior leadership) is not clear cut. There is no statutory definition of the respective roles of governance or management. However, the Education Act (1989) contains the following provisions:

*S75 Board to control management of schools –Except to the extent that any enactment or the general law of New Zealand provides otherwise, a school's board has complete discretion to control the management of a school as it thinks fit.*

*S76 Principals –*

*(1) A school's principal is the Board's chief executive in relation to the school's control and management.*

*(2) Except to the extent that any enactment or the general law of New Zealand provides otherwise, the principal –*

*(a) Shall comply with the board's general policy directions, and*

*(b) Subject to paragraph (a) of this subsection, has complete discretion to manage as the principal thinks fit the school's day-to-day operation.*

110. At a conceptual level, there is widespread agreement that the role of the board is to provide strategic direction and monitor the school's progress towards that direction. Management is responsible for the means by which the school achieves the strategic direction. However, in reality there is no clear line which delineates governance from management and the allocation of responsibilities is determined by policies, protocols and delegations, by custom and practice, or through the respective capabilities of school governance and school management. The governance/management relationship between the board and the principal is set within the context of the wider employment relationship which is underpinned by mutual obligations of trust and confidence, fair and reasonable treatment, and the requirement to act in good faith. In addition, the board is required to be a good employer under the State Sector Act (1988).
111. The division of responsibilities between governance and management is to some extent a consequence of school size. In a large school of over 1000 pupils, there will be a management team usually made up of the principal, two or three deputy or assistant principals and an executive officer, with a team of administrative support staff working for them. In a small school of under 100 pupils there will commonly be a principal with teaching responsibility, and a deputy principal who teaches full-time in the classroom, and a part-time school

secretary. Sole charge schools have a small amount of administration support. As an example of the impact of size, in a large school the monthly financial report will usually be prepared by school management and presented along with a statement of financial position to the monthly meeting of the board. In a small school, the board may have co-opted on to the board a parent with accounting expertise and that person could be involved in a hands-on capacity in preparing the monthly financial report which is presented to the board. Some schools will not have access to financial expertise either within the school or on the board, and will purchase the service from an outside provider.

### ***Curriculum development and implementation***

112. Some guidance for responsibility in the area of curriculum is provided by the NAGs. These regulations indicate that the board is responsible for delivery of the curriculum, the management of resources, effective personnel policies, ensuring the health and safety of student and the staff, and complying with legislation (see 3.5). However, the NAGs also make it clear that the board's responsibility for delivery of the curriculum, assessment and promoting student achievement is exercised *through* the principal of the school, a distinction not made in the other areas of responsibility.
113. Decisions about any programmes that a school may offer beyond the requirements of the national curriculum need to be approved by the school board. This is likely to be on the basis of a recommendation from management which has taken into account the needs of students, the wishes of the community and the capabilities of staff.

### ***Employment of staff***

114. The board is the legal employer of all staff, but its primary role is appointing the principal. The board is also likely to be involved in the appointment of other senior managers or leaders, although the board may choose to delegate this to the principal. Each board should have an agreed set of delegations to cover responsibilities in the area of staff appointments.
115. The board of trustees is the legal employer. In practice, the board usually delegates employment of teaching and non-teaching staff to the principal. In some cases, particularly in smaller schools, boards actively participate in the appointment process for teachers. In any staff disciplinary matter, or where teacher competence is in question, the board must be involved, and only the board can dismiss a teacher. The principal is generally responsible for developing details of the professional development programme for staff, although they may choose to do so in consultation with the board.

### ***Student intake***

116. Publicly funded state schools in New Zealand are not allowed to select their students and must enrol any student from 6-16 who wishes to attend. Schools with an enrolment scheme must decline to enrol any student from outside their zone unless that student has gained a place through a ballot (see 3.4).

### ***Resolution of tensions and ambiguities***

117. Recent research (NZCER 2005) indicates that where a school board has high confidence in a principal they are likely to allow that leader more autonomy. Board confidence in school leadership is built when the principal provides quality information to the board, and when assurance is provided that the school is meeting government and strategic goals.

## **3.7 Autonomy, transparency and responsibility**

118. In comparison with other countries New Zealand schools have substantial autonomy, and school leaders have a high degree of control over many aspects of the school and its programmes. Private (independent) school leaders have even more autonomy.

### ***Curriculum***

119. New Zealand state and state integrated schools must deliver the national curriculum until the end of Year 10. The learning objectives for each level are clearly outlined within the Curriculum Statements but the content and sequencing of teaching programmes is decided by the school. A school's professional leaders rather than the board of trustees, and usually in conjunction with teaching staff, have a high degree of control over the approach to curriculum delivery.

### ***Personnel selection and appraisal***

120. The board and principal have a high degree of autonomy and control over personnel selection, and have responsibility for personnel appraisal. Schools are free to decide the role descriptions and tasks associated with positions, and to indicate the skill sets they require. The application and appointment process is managed by the school through agreed delegations as described in 3.6 . The availability of teachers in some subjects and some geographical areas is what most often constrains schools' ability to select consistently high quality teachers. Schools are required to have staff performance management systems in place, and there are some criteria which a performance management system must meet. Beyond this, schools are at liberty to develop an appraisal system that suits the school. However, schools have limited ability to reward teacher with extra money or non-contact time, as both salary and non-contact time fall under the provisions of the collective agreements. The provisions that apply here are described in paragraphs 122 (for secondary schools) and 123 (for primary schools) below.

### ***Budget***

121. School leaders have a high degree of autonomy in the management of their budget. Teacher salaries are paid by the Ministry of Education for staffing entitlement, but all other costs of running a school are met from a school's budget. School finances must be annually audited and the results of that audit made public. Over the last 10 years schools have increasingly voiced the view that the funding they receive is insufficient to deliver the quality of education and range of experiences now demanded by students and school communities. Schools also say that the fixed costs of running a school – power, water, local authority rates, maintenance etc – have risen over the last 10 years without a commensurate increase in the funding provided to schools. They argue that this has meant a decrease in the proportion of a school's budget that can be spent on curriculum materials, teaching and learning resources and enriching students' learning experiences. The Ministry of Education in early 2007 is part way through a review of the Operations Grant funding provided to schools.

## **3.8 Organisation and leadership structures**

122. There are no standard organisational forms or leadership structures in New Zealand schools. Self-managing schools are able to choose for themselves the structures that best support their delivery of education. However, as described in 3.1 , it is common for secondary schools, which are generally larger schools, to have a senior management team comprising a principal and one or more associate, deputy, or assistant principals. Deputy and assistant or associate principals will normally have a large classroom release component within their working time. This team is responsible for the overall management of the school. Some larger schools also operate faculties, and faculty heads also carry management responsibilities. Curriculum leadership is likely to be vested in heads of departments who are subject specialists. The

Secondary Teachers' Collective Employment Agreement allocates each secondary school a number of fixed value 'units' to be distributed to staff, usually in recognition of additional responsibilities. The Agreement requires that the distribution of units is determined following consultation with teaching staff.

123. Primary schools, which are often smaller schools, will also usually have a principal heading a management team. The principal and other members of the management team may carry some teaching responsibilities, which could range from a few hours a week to being a full-time classroom teacher, in addition to any management and leadership responsibilities. The Primary Teachers' Collective Employment Agreement includes provision of units for responsibility, recruitment, and retention. Units are of fixed value and are allocated to the school under a formula based on school size. The Collective Agreement requires that the employer consult with teachers in developing a policy to determine the use of units to recognise teaching staff for additional responsibilities that they may undertake.
124. School size has a significant impact on the assignment of leadership roles in primary schools. The smaller the school the more likely it is that teaching, management and curriculum leadership responsibilities will be combined into the same position. A 2006 report by the New Zealand Council for Educational Research (NZCER) which examined career pathways in the New Zealand primary school sector found that in a school of under 200 students the principal is more likely to be a tutor teacher for a beginning teacher than is a principal of a larger school. Middle-sized schools are likely to have syndicate leaders or deputy principals in tutor teacher roles. In the largest primary schools other teachers have the opportunity to take on a tutor teacher role. The researchers concluded that school size, rather than position requirement, is a stronger determinant of who takes on such leadership roles (NZCER, 2006).
125. Tutor teachers are appointed for a period of one year and paid additional remuneration. In 2006, as a result of negotiations, the government made funding available for every state and integrated secondary school to make an internal appointment of a staff member to the role of Specialist Classroom Teacher (SCT), for a fixed term for the school year. The role of the SCT is to provide professional support in teaching and learning for other teachers. This position is resourced with a time allowance of 4 hours per week (0.16 additional staffing) and additional remuneration over base salary (Ministry of Education website). The SCT initiative is currently being evaluated.

### **3.9 Relative weighting of different leadership responsibilities**

126. New Zealand principals are responsible for both school management and professional leadership. They are accountable to both the school's board of trustees and to the Ministry of Education for the management of school finances and other resources, while the board of trustees is responsible for the employment of staff, and the health and safety of all who use the school campus. In addition principals are responsible for the maintenance of property, and in conjunction with the school's board, for property development. In all these matters the board is in turn responsible to government. As the professional leaders of the school principals are accountable to the school board, and through it to the school community, and to the government for student achievement. While some of these roles and tasks may be shared with or delegated to other school leaders, it is the principal of the school who is accountable to the board, which in turn is accountable to external agencies for the school's performance. The tensions between these two leadership responsibilities of school management and professional leadership, discussed in 3.3, have been the subject of a number of New Zealand studies (Hodgen and Wylie, 2005; Collins, 2003; Fiske and Ladd, 2000; Wylie, 1997).
127. A 1997 study on the role of the New Zealand primary school principal within a decentralised education system found that, eight years after major education reforms were introduced, principals' administrative work had increased substantially and they were working on average 10 hours longer a week than before the reforms. Working hours for teaching principals had

increased even more, and on average teaching principals were working 15 hours more each week than prior to 1989. The research found that administrative demands were clearly competing with educational leadership for priority (Wylie, 1997).

128. A 2003 international comparison study gathered data on how school principals spent their time. It showed that compared to an international mean of 24% of principal time spent on administration, principals in New Zealand schools spent 34% of their time on administration (Mullis et al, 2003). Emerging findings from the Educational Leadership BES show that New Zealand secondary principals spend almost twice as much time on administrative tasks as their OECD counterparts.

### **3.10 Collaborative networks**

#### ***School clusters***

129. The Ministry of Education facilitates school clusters based around geographical communities and communities of interest. Schools often also organize themselves into clusters for various purposes. In geographical communities the principals from clustered schools will meet as part of a formal network for support and information exchange. Some services – such as Resource Teachers for Learning and Behaviour – are provided on a cluster basis. Schools are also clustered for initiatives such as ICT professional development programmes for teachers. In some area schools, usually small ones, are organised into clusters for administrative purposes. This has the advantage of saving costs for the schools and providing a more efficient way of managing schools' administration.
130. The beneficial effects of school and family partnerships on students' learning are well established by New Zealand research, (Biddulph et al, 2003). In the mid-1990s the Education Review Office started to identify geographical areas – rather than just individual schools – where student achievement appeared to be at risk. The Ministry of Education implemented Schooling Improvement projects in these areas to build the capacity of schools to better meet the needs of students, and to strengthen the links between a school and the community of the school. The projects were tailored to each community and explored creative ways of engaging families and communities in partnerships to support student learning. Examples of such partnerships can be found in Biddulph et al (2003) *Best Evidence Synthesis: The Complexity of Community and Family Influences on Children's Achievement in New Zealand*.
131. In recent years potential Schooling Improvement clusters have been identified from a wide range of sources. The Ministry is currently working with about 20 clusters to significantly improve their student achievement. From 2005 the Ministry has used detailed analysis of current levels of student achievement, aligned with outside expertise and input from other parts of the Ministry to support clusters to design targeted interventions to address student achievement needs. Success is measured on the achievement gains students are making.
132. The New Zealand School Trustees Association also facilitates school clusters for governance training. Representatives from the boards of trustees of schools in a geographical area, or of a particular type of school (for example secondary schools), may meet periodically to share experience of governance issues and explore opportunities for collaboration. The extent to which this is in place varies from region to region. As outlined in 2.5, teacher unions and professional associations provide a range of collaborative networks for teachers and principals. Other collaborative networks are outlined in 4.12 .

#### ***Extending High Standards Across Schools***

133. Extending High Standards Across Schools (EHSAS) is a government initiative implemented in 2006. It is designed to raise student achievement by promoting and sharing effective practice among the country's schools. Highly achieving schools demonstrating good practice

are identified and supported financially to improve their understanding of the processes and practices that are leading to improved student outcomes, or to develop a new idea to enhance their performance. These schools then work in collaboration with partner schools so that the benefits are shared across the school system and the collective capability of the sector improves.

### **3.11 Schools' role in community service and development**

134. New Zealand schools have long been involved in adult and community education (ACE). In urban and provincial areas some larger schools, usually secondary schools offer a range of ACE activities. Although offered out of school hours, these activities come under the aegis of the school's board of trustees and their delivery is overseen by school management. Historically, ACE activities have tended to be vocational and recreational in nature. However, changes in 2003 mean that ACE providers are now required to address government priorities if they are to access ACE funding. The five national priorities for ACE are:
- targeting learners whose initial learning was not successful
  - strengthening social cohesion
  - raising foundation skills
  - encouraging lifelong learning
  - strengthening communities by meeting identified community learning needs (Tertiary Education Commission website).
135. As discussed in 3.10, in communities which have been identified as having a number of schools where student achievement is at risk the Ministry of Education has developed tailored interventions to build school capacity and strengthen community support for student achievement.
136. Most private (independent) schools have a contribution to the community as one of their underpinning principles, and they make that contribution in a range of ways, including involving students in community service and environmental projects and sharing innovations and facilities with other schools. Increasingly state schools are also extending their role and activities into these areas.

### **3.12 Leadership competencies across different types of schools**

137. Recent research (discussed in 3.13) identified core leadership competencies for New Zealand school leaders. The report concluded that the competencies required by the principal were the same regardless of school type (rural, urban, secondary, primary, etc). Principals choose different 'paths to excellence' by using various combinations of the competencies described in the competency model. The path that the principal chooses is affected by whether the school is primary/secondary, large/small, urban/rural, high/low decile etc. However principals still need an across-the-range mix of basic competencies from which to select an appropriate path (Hay Group, 2001).

### **3.13 Core competencies**

138. In 2001, the Ministry of Education commissioned the Hay Group to identify the skills, knowledge, attributes and competencies needed by first time principals to be effective in their positions. The concept of competencies used in this project was:

*... any measurable characteristic of a person that differentiates the level of performance in a given job, role, organisation or culture. (Hay Group, 2001, p1)*



139. The methodology for the project involved substantial data collection on the way New Zealand principals performed their jobs. This led to a model containing 13 key competencies. The competencies fell in four clusters. Highly effective performance in the principal's role required a balance across all four clusters as well as the one stand alone competency at the centre of the model. The model developed from the project did not suggest that highly effective principals demonstrated high levels of performance in every competency in the cluster. What the model did indicate was some of the pathways that principals followed in order to be highly effective in each competency.

140. The single, stand-alone competency at the centre of the model was 'deeply held personal conviction'. The authors described it this way:

*Principals have a deeply held personal conviction around the right of every student to have the highest quality educational experience that they can. The conviction stems from a strong personal sense of responsibility and accountability for overall learning outcomes, their own personal and professional integrity, and the inherent value that the principal places on the students. This can be culturally based and covers the whole student, including their cultural heritage, learning, health and overall welfare (Hay Group 2001, p19).*

141. The other competencies identified in the report fell into four clusters:

- vision and leadership
- building community relationships
- striving for excellence
- self-efficacy.

142. The 'vision and leadership' cluster of competencies involves actively leading the school, and the ability to build teams and to capture commitment within the school and the wider community, thereby achieving outcomes with and through others. Informed by educational theory and best practice, highly effective principals use big picture thinking and reflection to link information together, evaluate the effectiveness of school practices, learn and adapt to the environment and develop a direction for the school. The vision and leadership cluster has three competencies – conceptual thinking, leading others and transformational change. Highly effective principals all had high levels of conceptual thinking which they then either linked with competence in leading others **or** with competence in transformational change.

143. The 'building community relationships' cluster involves creating an identity for the school within the wider community (made up of staff, students, families, whānau, iwi, boards of trustees etc). It is based on the ability of the principal to understand others and why they act as they do, and to engage individuals from the community and to gain their support. Building community relationship has three competencies – interpersonal insight, stakeholder awareness and influencing others. Interpersonal insight – the necessary competency – is the ability to hear and understand unspoken or partly expressed thoughts, feelings, and concerns of others. Highly effective principals in this research either demonstrated interpersonal insight and stakeholder awareness, **or** interpersonal insight and influencing others.

144. Motivated by a desire for best practice and ongoing improvement, the 'striving for excellence' cluster involves setting high standards and challenges to achieve excellence. Highly effective principals keep up-to-date, build information networks and make sound decisions based on the ability to identify opportunities and anticipate problems. Striving for excellence involves results orientation, analytical thinking, gathering information, and holding people accountable. The essential competency is results orientation which effective principals linked with analytical thinking and holding people accountable, **or** with results orientation, gathering information and holding people accountable.

145. Self-efficacy relates to a principal's ability to know themselves, manage their own behaviour and deal with a range of challenging and/or stressful situations. They draw on inner reserves, confidence, stamina and resilience. Highly effective principals achieve this through a strong belief in their personal capability, maintaining objectivity and having the capacity to respond professionally. Self-efficacy has two dimensions – self-management and self-assurance which work to reinforce each other. Both must be present in a highly effective principal (Hay Group, 2001).
146. The competencies identified through the Hay Group research have been used to plan and develop the initial curriculum for a First Time Principals induction programme for beginning principals (described in 6.6).

### **3.14 Recent innovations in school leadership**

147. The *Report of the Ministerial Taskforce into Secondary Teacher Remuneration* (2003) found that the career structure for secondary teaching is relatively inflexible. Classroom teachers wishing to advance beyond the top of the basic scale are normally required to take on management responsibilities. This can mean that students lose access to the skills of some of the best classroom practitioners if those teachers seek higher rates of remuneration and responsibility by going into management and senior management roles. Furthermore, there is a growing reluctance of teachers to take on management roles which has led to a shortage of suitably qualified teachers applying for such positions. Typically, the reason cited for not applying is that the requirements of the job have grown to the point where they seem unmanageable. As workload increases, there is no corresponding reduction in ancillary functions which are unrelated to the professional role. There are issues around the relative remuneration and/or the “do-ability” of the job. Other than through promotion to management and administration positions (or the issuing of salary units to individuals), the present career structure does not provide opportunities for teachers to develop specific interests, skills and talents as classroom teachers, nor does it recognise this development as it occurs.
148. The report delivered a range of recommendations which included that
- new career pathways, underpinned by improved professional development, sabbatical leave, and teaching-focussed qualifications, be established
  - the Government consider the role of units in the recruitment and retention of middle managers
  - a study be undertaken to consider how the work of a teacher, and particularly a middle manager, could be better structured, resourced and organised in order to support more effective classroom teaching (Report of the Ministerial Taskforce on Secondary Teacher Remuneration 2003).
149. As a result of collaborative work between the Ministry of Education, PPTA and NZSTA, the two innovations described below have been introduced to address the recommendations of the Taskforce.

#### ***Middle Management Allowances***

150. The current Secondary Teachers' Collective Agreement 2004 – 2007 provides for additional allowances to be made to middle managers in schools from the beginning of 2005. These allowances were developed to help address recruitment and retention pressures in middle management identified by the Ministerial Taskforce. Each school is allocated an entitlement of Middle Management Allowances up to 30% of which can be awarded to staff on a fixed-term basis, the remainder to be allocated permanently. The allowances can only be awarded to:
- teachers without management units who have a designated curriculum or pastoral management responsibility

- teachers with 1-4 management units who have a designated curriculum or pastoral management responsibility
- teachers with 5 units who have significant designated curriculum-related management responsibilities.

### ***Specialist Classroom Teacher***

151. To allow teachers to focus on their strengths and to improve the 'fit' between the individual and the job, the Taskforce indicated it would like to see the expansion of career paths available to secondary school teachers which allow skilled teachers to remain as career classroom teachers performing a mentor role for other teachers. As described in 3.8 the government has made funding available for every state and integrated secondary school to make an internal appointment of a staff member for four hours a week to the role of Specialist Classroom Teacher (SCT), for a fixed term for the 2006 school year. The role of the SCT is to provide professional support for other teachers. Investigations are ongoing regarding other possible specialist roles for professional support. A Senior Subject Adviser initiative is being introduced in pilot form in 2007 as part of this work.

## CHAPTER FOUR – ENHANCING LEARNING AND SCHOOL LEADERSHIP

### 4.1 The quality of teaching, learning and assessment

152. Ensuring the quality of teaching, learning and assessment in New Zealand schools drives education policy and schools' practice. The Ministry of Education's Schooling Strategy (2005-2010) has an overall goal of all students achieving to their full potential. Its three key priorities are for all students to experience effective teaching, that children's learning is nurtured by families and whānau, and all levels of the schooling system use evidence-based practice.

#### *Teaching*

153. The Ministry of Education initiated its iterative Best Evidence Synthesis programme in 2003 to draw together research evidence about what produces optimal learning. The programme links teaching practices to improved learning for all New Zealand's students. One of the early publications under the programme, *Quality teaching for diverse students*, was prepared by the Ministry of Education in 2003 and has been widely used by school leaders and teachers to enhance teaching practice. Those interviewed for this report (see 3.3) were unanimous in their view that like any healthy education system New Zealand is constantly seeking to improve teaching and learning but that there are no widespread concerns currently about the quality of teaching. However, there are still many challenges to overcome to ensure Māori whānau are fully engaged in their children's learning, and teaching reflects the needs and aspirations of Māori learners. Mason Durie has identified Māori goals for education at Hui Taumata Matuaauranga that have been held regularly since 2001. He argued at the 2001 hui that, given education is about preparation to participate in society, if formal education for Māori learners does little to help them to interact within te Ao Māori, or Māori society, then no matter what else has been learned, education would have been incomplete (Durie, 2001). In 2003 Durie further refined the goals to:
- For Māori to positively participate in te Ao Māori
  - For Māori to positively participate in wider society and the world.

#### *Learning*

154. The 2003, New Zealand summary report of the Programme for International Student Assessment (PISA) showed that the New Zealand student mean score in each of reading, mathematics and science placed New Zealand within the group of second highest performing countries for each subject area, along with countries such as Australia, Canada and Japan. However, New Zealand had a wide distribution of achievement scores in each of these subject areas. The achievement of New Zealand students had not changed significantly between the 2000 and 2003 PISA assessments when policy-makers, school leaders and teachers first became aware that while overall students were achieving well, there was a 'tail' of underachievement in New Zealand schools. A similar pattern of achievement was also evident in the first two cycles (1994 and 1998) of the Trends in International Mathematics and Science Study (TIMSS), although some encouraging movement was evident in the scores of younger students in the third cycle of testing completed in 2002. Concern for the 'tail' of underachieving students has driven much of schooling policy since it was first identified (Ministry of Education 2004a; 2004b). At the end of schooling there are key differences in learning outcomes for Māori and non-Māori students. Māori students in English medium schooling are more likely to gain an NCEA level 1 and less likely to gain an NCEA level 2 as their exiting qualification than their non-Māori peers. However there have been some promising results coming out of kaupapa Māori schooling, although the number of students at this time are small. In 2004 54% of Year 11 Māori candidates in immersion schools achieved NCEA Level 1, compared with 38% of Māori candidates in English medium schools. Immersion and bilingual Year 12 and 13 Māori candidates were also more successful in

achieving an NCEA than their Māori counterparts in English medium schools.

### ***Assessment***

155. In 2003, New Zealand started progressively to implement a new national assessment system for senior secondary students, coordinated by the New Zealand Qualifications Authority. The National Certificate of Educational Achievement (NCEA) is a standards based assessment system within the New Zealand Qualifications Framework. The new qualification has been the subject of substantial debate among educationalists, students and parents. There were some widespread concerns about implementation of a standards based assessment system but these appear to be reducing as NCEA becomes embedded. While the majority of teachers and the secondary teachers' union, PPTA, have given conditional support for the new qualification (Alison, 2005), not all school leaders are in favour of NCEA, and some high decile secondary schools are offering the International Baccalaureate or the University of Cambridge International Examinations in addition to NCEA.
156. Students in New Zealand primary schools are assessed using a range of assessment tools to inform teaching and measure achievement. From time to time whether national testing should be introduced in primary schools is debated at a political level. Over the past 10 years, the Ministry of Education has invested heavily in developing a range of robust assessment tools and exemplars to assist teachers with formative and summative assessment and to enable them to compare student progress with national norms. One example is the 'AsTTle' electronic assessment tool which allows teachers to select appropriate test items from a resource bank and on the basis of results can direct teachers to student strengths and areas requiring closer teaching in future. The Ministry of Education has also made available professional development to support teachers to become confident in using the new tools. Boards of trustees are encouraged to ask the school's professional leaders what assessment tools are being used and how the information derived from them is used to enhance teaching, identify those at risk of not achieving, and improve student achievement.
157. School Entry Assessment (SEA) is a tool designed to provide teachers with information about some of the knowledge and skills children have when they first begin school. SEA has been available for use in schools since 1997. In August 2001 a survey was undertaken to obtain an up-to-date picture of the extent to which new entrant teachers were using SEA. Responses were received from about two-thirds of the teachers of new entrants, and of those, slightly less than two-thirds were using some components of the SEA.
158. The National Education Monitoring Project (NEMP) started in 1995. Its purpose was to get a broad picture of the achievements of representative samples of New Zealand school students so that trends in educational performance can be identified and reported; good information is available to assist policy makers, curriculum specialists and educators with their planning; and, so that the public can know about trends in educational achievement. The focus is on growth in educational achievement across time at a national level. NEMP does not produce information about individual students, teachers or schools, but provides information to assist policy makers and teachers plan for greater achievement and success for all learners.

## **4.2 The role of leadership in developing policies for teaching, learning and assessment**

### ***Role of school leadership in developing national policies for teaching, learning and assessment***

159. Sector groups have significant input into policy on teaching, learning and assessment. For example the Schools Consultative Committee is a long-standing committee chaired by the Secretary for Education. Membership consists of the heads of all the major school sector representative organisations (the organisations are the members not the individuals). The committee performs a consultative function and allows for open strategic-level discussion on issues that affect schooling. Topics may be instigated by the committee or come from the

Ministry. The purpose of discussions is to develop a proactive consultation agenda, promote ways that the group can use its collective sector leadership to develop joint solutions to issues, and to provide input into the development of new policy. In some instances the committee has had a more defined role in the development of government policy. In the development of the Schooling Strategy, for example, launched in 2005, the committee provided substantive input into the final Strategy and facilitated sector consultation (Personal communication, Ministry of Education 2006).

### ***Role of school leadership in developing school policies for teaching, learning and assessment***

160. Self-managing schools have substantial autonomy in developing policies and programmes for teaching, learning and assessment (see 3.4 ). Given the high degree of school autonomy, the role of school leaders in developing school policies in these areas is both central and critical.

## **4.3 School accountability**

### ***External accountability mechanisms***

161. The Education Review Office (ERO) is a government department whose purpose is to evaluate and report publicly on the education and care of students in schools (including private schools) and early childhood services. ERO's findings inform decisions and choices made by parents, teachers, managers, trustees and others, at the individual school and early childhood level and at the national level by Government policy makers. The chief executive of ERO is the Chief Review Officer, who formally designates individual review officers to carry out reviews in schools and early childhood centres. The functions and powers of the Chief Review Officer are described in The Education Act 1989. This Act gives the Chief Review Officer the power to initiate reviews, investigate, report and publish findings on the provision of education to all young New Zealanders. The Chief Review Officer has approximately 150 designated review officers who are located in nine local district offices and a national Māori Review Unit. All ERO reviews of kura operating in accordance with the principles of Te Aho Matua (the principles underpinning Kura Kaupapa Māori) are conducted using a methodology and evaluation criteria agreed on by a working party of representatives from the Education Review Office, the Ministry of Education and Te Runanganui o nga Kura Kaupapa Māori (Education Review Office, 2002). ERO currently undertakes three types of reviews:
- Education reviews. In an Education Review ERO investigates and reports to boards of trustees, managers of early childhood education services and the government on the quality of education provided for children and students in individual centres and schools. Schools and early childhood services are reviewed on average once every three years. Reviews are undertaken more frequently where the performance of a school or centre is poor and there are risks to the education and safety of the students. ERO's reports on individual schools and early childhood services are freely available to the public.
  - Home school reviews. ERO reports to the Secretary for Education on the education of students exempted from attending a school. The law requires that students educated at home be taught as regularly and well as in a registered school.
  - Cluster reviews. From time to time ERO undertakes reviews of education which look at groups or areas with common features. These have included reports on the performance of schools in a defined geographical area, and at particular populations of students, such as boys (ERO website).
162. Where the performance of a school or centre is poor, ERO makes recommendations to the school's trustees for improvement and may return 12 months later to assess progress. ERO's framework for reviews is based on three strands: school specific priorities, government priorities, and legislative compliance issues. Schools are encouraged to review their own performance and to demonstrate to ERO that they have self-review mechanisms in place. ERO procedures and criteria are transparent and are made available to schools to assist in their own

processes of self review and in planning for external review.

163. ERO reports are written for a school's board of trustees, and become publicly available when the board has had the opportunity to consider and comment on the report. ERO's findings inform decisions and choices made by parents, teachers, managers, trustees and others, at the individual school and early childhood level and at the national level by government policy makers.
164. State schools, but not private schools, must report annually to the Ministry of Education. This report is against the goals and targets specified in the school charter, strategic plan and annual plan (see below).

#### ***Internal accountability mechanisms***

165. Under regulations outlined in the National Administration Guideline(NAG) 2, all state schools are required to:
- develop a strategic plan which documents how they are giving effect to the National Education Guidelines through their policies, plans and programmes, including those for curriculum, assessment and staff professional development
  - maintain an on-going programme of self-review in relation to the above policies, plans and programmes, including evaluation of information on student achievement
  - report to students and their parents on the achievement of individual students, and to the school's community on the achievement of students as a whole and of groups, including the achievement of Māori students, against the plans and targets for student achievement.
  - (MOE website)
166. This NAG requires schools not only to specify their intentions, including their targets for student achievement, but to ensure that there are robust processes in place to monitor progress towards those intentions and to report to parents, students and the school's community on that progress. The key mechanism for reporting is the school's annual report which is made available to the school community and is also required to be submitted to the Ministry of Education. The annual report must contain an analysis of and commentary on whether the school achieved the goals and targets specified in the annual plan, and its future plans for improvement.

#### ***Implications for school leaders***

167. School leaders are held publicly accountable for the performance of their school through ERO review reports which, once they are confirmed, are made available to anyone who wants to read them. Both current and past reports are available online providing any prospective employer with access to a detailed history of a school leaders' performance to date.

### **4.4 Processes for monitoring students' behaviour, learning and outcomes**

#### ***External monitoring processes***

168. As described in 4.3, the Education Review Office (ERO) is the external body responsible for monitoring management of students' behaviour, learning and outcomes. The ERO publishes *Evaluation indicators for education reviews in schools*<sup>2</sup> which contain evaluation indicators in a range of areas, including student achievement, student engagement with learning, quality of teaching, assessing and feeding-back, student well-being and linking home and school. In

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<http://www.ero.govt.nz/ero/publishing.nsf/Content/Evaluation%20Indicators%20for%20Education%20Reviews%20in%20Schools>

their school reviews, the ERO examines schools' use of assessment tools, their analysis of achievement data, and their use of that analysis in planning teaching programmes. The ERO looks for evidence that boards of trustees are receiving comprehensive and accurate reports on student achievement and are appropriately overseeing strategies to address barriers to achievement.

169. Suspensions and exclusions from school (see *Internal monitoring processes* below) must be formally recorded by schools and notified to the Ministry of Education. State funded, but not private (independent) schools, are obliged to find a place at another school for an excluded student under the age of 16. The Ministry of Education provides aggregated data to each school annually on its rates of suspension and exclusion compared with other similar schools.

### ***Internal monitoring processes***

170. Internally, responsibility for monitoring students' behaviour and learning and outcomes sits with the board of trustees. Under NAG 1 the board is charged with assuring that students have access to the curriculum, that their achievement is monitored, and that the school has identified and is addressing barriers to learning. Under NAG 5 the board is charged with ensuring a safe physical and emotional environment for all students. In practice, boards delegate these responsibilities to principals.
171. Boards of trustees have been in place since 1989. In the first 10 years of operation, boards' efforts were directed largely to school administration, setting up systems to manage finance, property and staffing. However, since 2000 boards have been asked to shift their focus to provide oversight of student learning and achievement. Changes to NAG 1 implemented in 2000 sought to:
- improve responsiveness to Māori students and to raise the achievement of Māori students
  - give priority to achievement in literacy and numeracy, especially in years 1 to 4
  - identify and respond appropriately to students with special needs
  - provide some flexibility within requirements for schools to monitor, assess, and report on student progress in relation to the New Zealand Curriculum
  - link the monitoring of student progress and the analysis and use of assessment information more closely with school strategic planning, processes of self-review, and planning for staff professional development.
172. A further change, implemented in 2005, added gifted and talented students to the list of those whose special needs boards must ensure are addressed.
173. New Zealand has no national testing of students until Year 11 (age 15-16). However, there are increasingly widely used assessment tools and banks of assessment resources developed through government contracts that schools are encouraged to use to assess the progress of younger students (see 4.1 for details). Boards of trustees responsible for students in Years 1-10 are encouraged to seek reports from school management about students' achievement against reputable and nationally referenced assessment tools. From Year 11 students can, and most do, seek to achieve national standards under NCEA, the national qualification system for school students. Schools receive detailed data on their students' achievements in NCEA and can access extensive aggregated data online which allows them to compare the achievement of their students with students in all other schools, or with students in schools that are similar in size, type or socio-economic status. By way of a summary, the Ministry of Education each year provides schools with benchmark data which compares them on a small number of key indicators with other schools of the same size, type and socio-economic status.
174. Internal responsibility for monitoring student behaviour also sits with the board of trustees. Boards develop policies through which they establish their expectations for student behaviour and the management of behaviour. The monitoring mechanism is for the board to seek assurance that the school is meeting its responsibilities in these areas by reports from school



management. Students can only be (temporarily) suspended or (permanently) excluded from a state school through a decision made by a sub-committee of the board of trustees.

175. Boards of trustees undertaking their responsibilities to a high standard ensure that students and parents are regularly surveyed for information about their experience, and their child's experience of the school, and that this data is used to monitor current practice and inform future developments.
176. While schools' monitoring practices vary, there are no specific differences in external or internal monitoring mechanisms that are related to school size, type or location, or between the public and private sector.

#### **4.5 Processes for monitoring curriculum delivery and implementation**

##### ***Allocation of instruction time***

177. There are no rules or regulations governing the allocation of instruction time within schools. Schools make decisions themselves, and often follow custom and practice, in allocating instruction time. It is common, but not mandatory, for primary schools to allocate more time, usually the morning sessions of the school day, to language and mathematics teaching, and the afternoon sessions to other areas of the curriculum. Secondary schools have a wide range of timetables. Some allocate more time to subjects sometimes called the 'core' – English, mathematics and science – while others allocate instruction time equally across the curriculum. The role of school leadership is to determine the process by which decisions are made regarding how instruction time is allocated. The process will vary from school to school.

##### ***Timetable***

178. Schools are at liberty to determine their own timetables (see 3.4).

##### ***Content of instruction***

179. The New Zealand Curriculum is expressed through Curriculum Statements in each learning area which include detailed achievement aims by level. The Statements also describe approaches to teaching and assessment. They do not specify the content of instruction. The content of instruction is determined within the school, and the process by which it is determined will vary. Commonly, secondary schools will have a high degree of devolution of these decisions to subject departments. Primary schools, with much greater curriculum integration, are likely to use a more whole school collaborative process to determine the content of instruction. School leaders will be responsible for the process and its outcome.

##### ***Instructional programme coherence***

180. In general, primary schools have much greater curriculum integration, or instructional programme coherence, than secondary schools. This is made more possible because in each of Years 1-8 students are commonly taught by a single teacher rather than by a range of subject specialists. Secondary schools prepare students for subject-specific assessment and so offer specialist programmes. Most students study up to 10 subjects in the initial years of secondary education and then reduce to five or six in their senior years.

##### ***Examinations***

181. New Zealand schools have no national examinations, or national testing of any kind, until the end of Year 11. Up until this point schools choose what part examinations play in student

assessment. School leaders, particularly leaders of pedagogy and curriculum, will play a large part in this decision, which will also be influenced by custom and practice and the expectations of the school community. The National Certificate of Educational Achievement (NCEA) includes both internal (school based) assessment that is nationally moderated, and externally set and marked national examinations. School leaders have little role to play in these national examinations which occur at the end of Years 11, 12 and 13. Examination timetables and conditions are determined by the New Zealand Qualifications Authority (NZQA).

### ***Extra-curricular activities***

182. Schools decide what extra-curricular – or 'co-curricular' as they are sometimes called in New Zealand – activities they offer. In the past it would have been common for secondary school teachers in particular to see involvement in a co-curricular activity as part of their job, and some still do. Voluntary teacher involvement in extra-curricular activities is becoming less common. Parents and other members of the school community are encouraged to support co-curricular activities by such things as coaching and managing sports teams, helping with theatrical productions, and by supervising students and providing transport for school trips, but increasingly their availability is also constrained with the rising number of families where both parents/carers are in full-time work, or where only one parent is available. The extent to which schools offer co-curricular activities depends on the skills and goodwill of teachers and the resources and support of school communities.

## **4.6 Teaching responsibility of school leaders**

183. In 2002, over 50% of all primary schools in New Zealand had a roll of fewer than 180 students, and more than 20% of New Zealand primary schools had a roll of fewer than 50. About three-quarters of all these small schools were in rural areas. In most of these small schools the principal has responsibility for teaching a class for a proportion of each week, as well as having responsibility for school leadership and management. Such a principal, with the dual role of teacher and school leader and manager, is known as a 'teaching principal'. Research in the 1990s on teaching principals in small school settings in New Zealand suggested that principals in small schools had to work harder, were under more strain and generally performed worse than principals in other settings (ERO, 1999; Livingstone, 1999 cited in Collins, 2003). However, more recent data from the National Education Monitoring Project (NEMP) indicates that students from smaller primary schools generally achieve as well as students from larger primary schools.
184. The proportion of the week that a teaching principal is 'released' from the classroom to fulfill leadership and management roles is governed by a formula based on the size and age composition of the school roll. In some very small schools the teaching principal is the only full-time staff member and will be responsible for a full classroom programme. Slightly larger schools may have more options for how the principal uses their teaching time; the principal may act as a classroom teacher, may teach special programmes or could take groups of students needing extra assistance. The 2001 School Staffing Review increased the amount of release time available for teaching principals.

## **4.7 Instituted processes for teacher observation, peer coaching and mentoring**

185. Formal processes exist for the support of newly qualified provisionally registered teachers. Teachers must teach for a minimum of two years following qualification before they become fully registered. In their first two years of teaching when provisionally registered beginning teachers are entitled to 20% of the week (1 day) release time from teaching in the first year, and 10% in the second year, in recognition of the preparation required to develop a full classroom programme. In secondary schools, one or more members of staff will be

responsible for providing a programme of advice and guidance for them. In primary schools, provisionally registered teachers have a tutor teacher assigned to them from within the school. This person provides any advice and guidance needed which may include observation, peer coaching and mentoring. The tutor teacher receives a time allocation and an allowance for this role. Following full registration, all teachers are required to have annual appraisals which must include classroom observations and may lead to peer coaching and mentoring as part of a professional development programme. Specialist Classroom Teachers also provide coaching and mentoring for beginning teachers in secondary schools. The New Zealand Teachers Council requires that the school provides an advice and guidance programme for provisionally registered teachers.

#### **4.8 Evaluating teacher performance**

186. Performance management systems for teachers have been mandatory in all New Zealand schools since 1997. Each school is responsible for developing a performance management system and the Ministry of Education initially provided resource materials and training programmes for boards of trustees, principals and teachers to enable them to develop skills in performance management and to integrate these systems with professional development strategies. Boards of trustees are responsible for ensuring that a performance management system is in place. In practice, boards of trustees delegate the performance management of teachers to the school principal, who is also responsible for the design and implementation of the details of the performance management system.
187. Boards of trustees are required to ensure the school has a performance appraisal process that specifies the:
- person(s) responsible for implementing the appraisal policy
  - process to be followed to appraise teacher performance
  - process for dealing with disputes
  - policy on confidentiality.
188. Boards of trustees must also ensure that the appraisal process includes:
- identification of each teacher's appraiser, in consultation with the teacher concerned
  - a written statement of performance expectations, in consultation with each teacher
  - identification of development objective(s) in the performance expectations, as well as the assistance or support to be provided
  - observation of teaching (for those with teaching responsibilities)
  - teacher self-appraisal
  - an annual appraisal with a written report, in consultation with the teacher
  - relevant professional standards as part of the performance expectations for each teacher and deputy/assistant principal
  - progression for teachers who meet all the relevant professional standards to the next step in the salary scale (Ministry of Education, 1998).

#### ***Criteria by which teachers are evaluated***

189. The specification of the important knowledge, skills and attitudes that teachers need to do their jobs well helps to ensure school expectations are clear. It also provides a framework for performance monitoring and appraisal, and gives a focus for identifying professional development priorities. The introduction of the notion of professional standards for teachers was part of the Government's strategy for developing and maintaining the quality of teaching, and improving learning outcomes for students. The professional standards reflect Government's interest in ensuring that students have opportunities to learn from high quality professional teachers.

190. The *Interim Professional Standards for Primary School Deputy/Assistant Principals and Primary School Teachers* were developed in 1998 and form part of the Primary Teachers' Collective Agreement. Similar sets of standards exist for secondary and area school teachers. The standards are expressed in three levels – beginning teacher, fully registered teacher and experienced teacher. From the beginning of 1999 teacher appraisal had to be undertaken against all of the professional standards at the appropriate level together with any other objectives covered in the school's performance management system. The Ministry of Education provided guidance to schools on how to integrate professional standards into the existing performance management system, including giving examples of ways in which schools could develop assessment criteria. The Professional Standards for Teachers can be found at <http://www.minedu.govt.nz/index.cfm?layout=document&documentid=3852&indexid=1010&indexparentid=1072>
191. The 2001 amendment to the Education Act established the New Zealand Teachers Council to provide professional leadership in teaching, to enhance the professional status of teachers in schools and early childhood centres, and to contribute to a safe and high quality teaching and learning environment for children and other learners. The Teachers Council's functions include registering teachers, to determine standards for teacher registration and issue practising certificates, and to maintain standards for the qualifications that lead to teacher registration. To teach in any school it is necessary to be registered. Any person who has achieved an approved teaching qualification is eligible to apply to be registered by the Teachers Council. Four Council members are elected by teachers; three are nominated by the sector organizations NZEI, PPTA and NZSTA; and four, including the Chair, are appointed by the Minister of Education. (Teachers Council website).

### ***Rewards and sanctions***

192. Recognising performance and achievements is an integral part of performance management systems. Professional standards impact on this process by allowing appraisers to identify clearly those staff who have achieved the expected levels of performance. Professional standards are linked to teachers' pay progression and career advancement through an annual process of 'attestation' from the principal that the relevant standards have been met, and continue to apply even after a teacher has reached the top of the pay scale. In almost all cases beginning teachers require a minimum of two successful annual assessments against professional standards to move to the fully registered level. Fully registered teachers must complete a minimum of three successful annual assessments against professional standards at this level before moving to the experienced teacher category.
193. Principals can defer salary and career progression for teachers who have not met professional standards at the appropriate level. Where a beginning teacher or fully registered teacher is unable to meet the standards within the specified time, the teacher will be required to undergo competency procedures as set out in the Collective Agreement. Where an experienced teacher is unable to meet professional standards at this level they will return to being assessed against professional standards for fully registered teachers. If they do not meet professional standards at this level, they will be required to undergo competency procedures.

### ***Addressing inadequate performance***

194. Where a teacher's competency is causing concern, a principal is required to put in place appropriate assistance and guidance to support the teacher's performance. If that assistance and guidance does not remedy the situation a formal competency process as outlined in teachers' collective agreements must be followed. In brief, this process requires a written statement of the specific matters causing concern, the corrective action required, and the timeframe for that action. All evidence gathered in relation to performance must be recorded in writing and sighted and signed by the teacher. If these steps fail to resolve the matter of

concern the employee may be dismissed (Primary Teachers' Collective Agreement 2004-2007; Secondary Teachers' Collective Agreement 2004-2007). Support for the board and principal during these processes is available from the New Zealand School Trustees Association. The relevant unions provide support and advice to their members during the processes.

#### **4.9 Teacher professional development**

195. Effective professional development for teachers and school leaders is a key lever for improving teacher practice and student outcomes. Through the National Administration Guidelines (NAGs), the Government has stated that schools must give priority to literacy and numeracy, particularly in Years 1-4 of schooling. To support schools to provide high quality teaching in these areas of the curriculum the Ministry of Education has initiated two national professional development projects, one in literacy and the other in numeracy. Schools are encouraged, although not compelled, to participate in these national professional development initiatives which are offered throughout the country. However, should an ERO review indicate deficits in student achievement or quality of teaching in literacy or numeracy, it is likely that the recommendations arising from the review would include that the school takes advantage of professional development opportunities in these curriculum areas.
196. The Literacy Professional Development Project (2005-2007) is one part of the Ministry of Education's Literacy Strategy. The project is offered to English medium schools with students in Years 1-8 and provides them with in-depth school-wide professional development in literacy. The project, currently being evaluated, works towards four outcomes:
- evidence of improved student achievement
  - evidence of improved teacher content knowledge
  - evidence of improved transfer of understanding of literacy pedagogy to practice
  - evidence of professional learning communities (Ministry of Education website).
197. In 2000, the Ministry of Education first offered schools the opportunity to participate in the Numeracy Development Project. The focus of the project is to improve student achievement in mathematics by improving the professional capability of teachers. The Numeracy Development Project has taken an evolutionary approach to implementation as it continues to be informed by the findings and experiences associated with the professional development projects that have operated since 2000. The findings from the project evaluations combined with feedback from national coordinators and facilitators inform the modification and further development of the projects. The Project is currently made up of four strands, each a separate project – the Early Numeracy Project (Years 0-3), the Advanced Numeracy Project (Years 4 to 6), the Year 7-10 Project (encompassing the Intermediate Numeracy Project and the Secondary Numeracy Project), and Te Poutama Tau (Māori-medium project).
198. Schools develop their own professional development programmes based on national priorities, teacher needs and school goals. Commonly, school leaders will either make recommendations about the professional development that is needed and present that to the board for approval, or make decisions where the board may have delegated authority for the decision about the professional development programme to the principal. Schools are generally receptive to the opportunities offered through the national professional development projects.

#### **4.10 Leadership and promotion of learning**

199. A meta study, called a 'best evidence synthesis' (BES), of research on educational leadership is currently being prepared. The methodology involves two separate analyses. The first is an empirical study of the impact of school leadership on student outcomes. The second strategy

for identifying the links between leadership and student outcomes is 'backward mapping'. This involves taking the literature on teaching and learning and identifying the teaching practices that have demonstrated causal impact on valued student outcomes, and then searching the empirical literature for clues about the conditions that facilitate and inhibit those teaching practices, and how leaders have been able to create those conditions.

200. The Literacy Leadership initiative was established in 2000 as part of the Ministry of Education's Literacy and Numeracy Strategy. The model involved establishing multi-level professional communities in mainstream schools. A community of expert literacy facilitators was established whose task was to run workshops, then work with school leaders to establish literacy goals for individual schools, to mentor leaders in carrying out classroom initiatives in literacy, and to promote the development of self-supporting learning communities within schools. An evaluation of the Literacy Leadership initiative attempted to find evidence of improved student achievement as a result of the Literacy Leadership initiative. Two-thirds of the schools were able to provide the evaluators with some student achievement data regarding their initiative. However, the data provided did not enable an independent judgment about improved student achievement to be made. The evaluators noted that this did not mean there were no improvements, just that they were unable independently to verify them. The evaluation concluded that there was room for strengthening the model, for example, through testing assumptions about capacity and knowledge and providing professional development to ensure appropriate levels of support, and matching the support given to leaders to analysed needs (Timperley et al, 2005).
201. The Te Kauhua project has focused on helping teachers in English medium secondary schools to understand the importance of relationships for Māori student achievement and how to go about forming them. The key aims of Te Kauhua were to build a professional learning community, raise teacher expectations, and change teacher attitudes, skills and professional practice. Students in Te Kauhua reported that their teachers were making a greater effort to get to know them, that teachers were using a greater range of strategies and that there was greater inclusion of things Māori in their school experiences (Tuuta, Bradnam, Hynds, Higgins & Broughton 2004).
202. The Kotahitanga Project sought to investigate, by talking with Māori students in English medium secondary schools and other participants in their education, what was involved in improving these students' educational achievement. On the basis of feedback from Year 9 and 10 Māori students, the research team developed an 'effective teaching profile'. Together with other information from the literature and narratives of experiences from those parenting the students, their principals and their teachers, this effective teaching profile formed the basis of a professional development intervention, that when implemented with a group of 11 teachers in four schools, was associated with improved learning, behaviour and attendance outcomes for Māori students in the classrooms of those teachers who had participated fully in the professional development intervention. Before the intervention the Māori students, those parenting the students, their principals, and some of their teachers saw that the most important influence on Māori students' educational achievement was the quality of the in-class face-to-face relationships and interactions between the teachers and Māori students. However, the majority of teachers identified family and community circumstances as the most important influences on Māori student achievement. The project used a combination of external and internal leadership pressure to challenge these assumptions and bring about changes in teaching practice (Ministry of Education website). A total of 422 teachers from 12 high schools actively participated at some point from October 2003 to the end of 2005. Te Kotahitanga teachers reported that their understanding of and appreciation for the goal of the project to improve Māori student achievement, and the support they receive within their schools, directly related to improving Māori students' outcomes. There is evidence that significant growth in numeracy achievement occurred in Māori students taught by Maths teachers participating in Te Kotahitanga compared with Māori students taught by non-Te

Kotahitanga teachers (Bishop, Berryman, Cavanagh & Teddy, 2007).

203. Drawing on the findings of a BES into pedagogical approaches that facilitate early learning in mathematics, the Kotahitanga professional development programme has recently emphasised the important role of school leaders in building the strong community partnerships that are required to support the learning of Māori students (Anthony and Walshaw, 2005).

#### **4.11 Contexts and conditions for learning-centred leadership**

204. The Leadership BES (see 4.10), scheduled to be published in 2007, is designed to identify the contexts and conditions that are more conducive to learning-centred leadership practices in schools. In particular the BES focuses on the leadership implications of the recent professional learnings resulting from programmes such as Te Kotahitanga, and the Literacy and Numeracy initiatives. These findings will underpin future policy initiatives to strengthen school leadership.

#### **4.12 Policy initiatives which support learning-centred leadership**

##### ***The 2001 Budget Initiatives***

205. In June 2001 the government announced a series of initiatives to support the development of school principals. In the budget statement it was argued that better school leadership through more systematic professional development and support was an effective way to invest in improved student achievement. The 2001 budget foreshadowed expenditure of \$27.4 million over the following four years for an induction programme for beginning principals and the continued professional development of experienced principals, including the provision of laptops and web based resources. As a result, starting from 2002, a significant proportion of this money was targeted for the First Time Principals' programme (for new principals) and a proposed principal professional development centre (for experienced principals).

##### ***The First Time Principals Induction Programme (FTP)***

206. The First Time Principals (FTP) induction programme is a national professional development initiative for beginning principals. The objective of the programme is to develop the knowledge, skills, and capabilities of first time principals to support their successful school leadership. Approximately 160 school principals participate in the FTP programme each year, and over one third of New Zealand's principals have completed the programme in the five years of its existence (See 6.6 and 6.12 ).

##### ***The Principals' Development and Planning Centre (PDPC)***

207. The Principals' Development Planning Centre (PDPC) is a professional development initiative for principals of schools with five or more years' experience. The five-day programme offers an opportunity for principals to evaluate their current leadership skills and develop a plan for their ongoing leadership improvement. The centres provide principals with a framework for analysing their current knowledge and skills and identifying the next steps in improving effectiveness in their current position, as well as looking to future career development.
208. While at a Principals' Development Planning Centre principals:
- experience a range of activities and exercises that simulate real-life situations they face in a leadership role
  - have the opportunity to reflect on and evaluate their current leadership practices in a safe and supportive environment
  - receive intensive one-on-one support from a facilitator who, where possible, is matched to their circumstances

- work through a 'strengths and needs' analysis as part of building a professional development plan
- have the opportunity to build supportive relationships with other participating principals (Ministry of Education, 2002; LeadSpace).

### *LeadSpace*

209. LeadSpace is an online initiative designed to be the communications and information hub for New Zealand school principals. Combining a leadership and management information source and online learning community, it provides support for principals in their daily operations and guides some of their professional learning. It links school leaders to each other through the support of LeadSpace facilitators who assist principals to use the Principals' Electronic Network and are able to provide website support and training in person, by email, or over the phone. The Leadership site on LeadSpace offers a range of readings accompanied by reflective questions to help principals link the learning to their own schools.

### *Principal Professional Learning Communities (PPLC)*

210. This initiative caters for 200 principals annually who form small networks of four or five principals per group. It provides ongoing professional development in a professional learning environment. School principals are engaged in professional readings, reflection, and discussion regarding their complex role.

### *Māori and Pasifika Principals*

211. Māori principals currently make up 11.6 percent of all school principals. Pasifika principals make up around 1 percent of all principals. In contrast, in the overall student population in 2004, 21 percent identified as Māori and 8 per cent as Pasifika. Enhancing Māori and Pasifika leadership capacity within schools is an ongoing focus for the Ministry. Mason Durie argues that Māori educational leadership will require knowledge and skills required to navigate between the 'Māori world' and the wider world. They will not only need to establish positive relationships with school and educational communities or institutions, but also with tribal or iwi groups, and between past, present and future (Durie, 2006).

## **4.13 Future policy priorities to support learning centred leadership**

212. All Ministry of Education funded principal development initiatives summarized above have recently been re-oriented so that they have a stronger focus on integrating leadership and management and showing evidence of their impact on teaching and learning.
213. Ministry work in 2006 focused on increasing the alignment between the various principal development initiatives to build capacity and to ensure that there is a more seamless approach from the principals' perspective.
214. Government is currently considering a range of options to further strengthen professional leadership in schools. Underpinning the choice of any policy options is a fundamental question: 'What is the appropriate role of the state in strengthening the provision of education in a self-managing schools environment?' Key stakeholders – principals' and board of trustees associations, teacher unions, and the Ministry of Education – agree that self-management, with its internal and external accountability mechanisms, has created a system where schools can and do focus on student outcomes, and in which they can apply financial and human resources as they consider best to achieve strong outcomes. However, there are concerns that some demands associated with the self-managing schools model have increased the complexity and scope of a principal's role, with many principals citing high levels of stress.



215. In the area of educational leadership, the government is committed to future developments that will help to provide targeted professional learning opportunities so that experienced teachers develop the skills, knowledge and attributes that will enable them to take up school leadership positions with confidence. In early 2006 the Minister of Education announced a series of priorities to guide educational thinking and policy making for the next decade. One of these priorities is for all schools to have 'strong professional leadership'.
216. Under the Strong Professional Leadership priority the Ministry of Education is presently working on the development of new initiatives that will better span the leadership career of prospective school leaders and will increase the attractiveness of school leadership as a career option. Details of the possible shape of these initiatives are included in 5.16 and 6.11.

## CHAPTER FIVE – THE ATTRACTIVENESS OF SCHOOL LEADERS' ROLES

### 5.1 Supply and quality of school leaders

#### *Supply*

217. There are concerns about the future supply of principals and other school leaders in New Zealand. The average age of school principals is 51; the average age of deputy principals is 51 (see 5.3). In 1998, 17% of school principals were over 55; in 2006 31% were over 55. New Zealand has no age at which workers are required to retire (see 5.13), so it is not possible to predict when school leaders will retire, or to know whether they intend to stay in their positions until they do so. Research conducted by NZCER (see 5.5) shows that only small proportions of secondary and primary teachers expressed interest in becoming principals in the future. There are also concerns about the ethnic representation of future principals, in relation to future student demographic trends. Statistics New Zealand estimates that by 2021, the population of New Zealand under the age of 15 will consist of 51% Pakeha-European, 23 % Māori, 14% Pasifika and 12.5% Asian. In 2004 principals across all schools included 12 % Māori, 0.8 % Pasifika, and 0.2 % Asian, with the remainder mainly Pakeha-European.
218. Self-management has given school boards responsibility for selecting and appointing principals. There is no formal requirement for prior experience so any teacher can be appointed as a principal. Boards in urban areas seem to prefer candidates who have had experience in urban schools, which is making it difficult to attract teachers to leadership positions in small rural schools. There have been instances where some small rural schools have appointed provisionally registered teachers (usually teachers with less than two years teaching experience) to principal positions, in the absence of more experienced applicants. Prior to the education reforms of 1989, principalship of a small rural school was formally recognised as experience that helped prepare a school leader to take on the principalship of a larger school. In this way, teachers who aspired to leadership were encouraged to take up isolated posts that might otherwise have had limited appeal.
219. Research in the Auckland region (Gusscott, 2006) indicates that women, who make up 81% of the primary school workforce, are more confident aspiring to jobs that are not too dissimilar from what they currently do. This may deter women teachers from the path to school leadership unless there are clear progressions involving a mix of teaching and leadership.

#### *Quality*

220. School boards are free to set appointment criteria for principal selection on whatever basis they decide. Other than being a registered teacher, there are no formal requirements for the position. Apart from the interim professional standards for principals there is currently no national prescription of the skills and experience required of a quality school leader that could help boards select from among applicants for a principal's position.
221. There is strong evidence that a significant proportion of new primary school principals lack prior management experience and that this may impact on the performance of their schools. New secondary school principals will usually have experience of management and leadership from having been an assistant or deputy principal, head of department or faculty, or through pastoral care leadership. A recent Ministry of Education analysis suggested that about 8% of all schools require either formal or informal support from a regional or local Ministry office in any year, and of these schools in 2005, 51% have had one or more new principal(s) since 2002. Of these new principals 72% had no prior experience as a deputy principal (Ministry of Education, 2006a).

222. A 2005 report commissioned by the New Zealand Principals' Federation (NZPF) found that 40% of principals described their current stress level as 'high' or 'extremely high'. The main sources of stress came from balancing the educational leadership side of the role with paperwork and workload. Principals in small or rural schools reported particularly high levels of stress. However job satisfaction levels were also high (Hodgen and Wylie, 2005).

## 5.2 Monitoring the supply and demand of school leaders

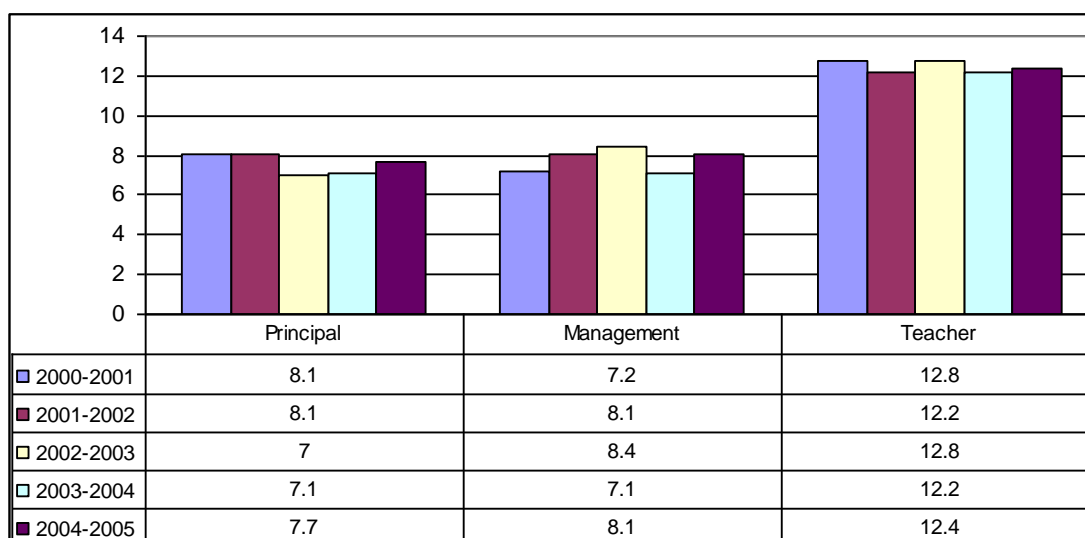
223. The Ministry of Education monitors supply and demand of school leaders in two ways:

- Principal, management and teacher loss rates are measured each May. The teacher loss rate is the number of losses (including leave without pay and maternity leave) of permanent teachers in the May to May period, divided by the total number of permanent teachers at the 1<sup>st</sup> May.
- Analysis of advertised and readvertised vacancies in the Education Gazette (a fortnightly publication including advertised teacher vacancies). The data is analysed to show month by month the proportion of advertised vacancies that are at teacher, middle management and principal level.
- 
- The Ministry does not monitor the number of applicants for principal positions.

### Primary schools

224. Loss rates of primary principals and teachers in management positions fluctuated slightly more than those of teachers over the five years from 2000 to 2005 (Figure 5).

Figure 5: Primary teacher loss rate\* by designation May 2001/2002 – May 2004/2005

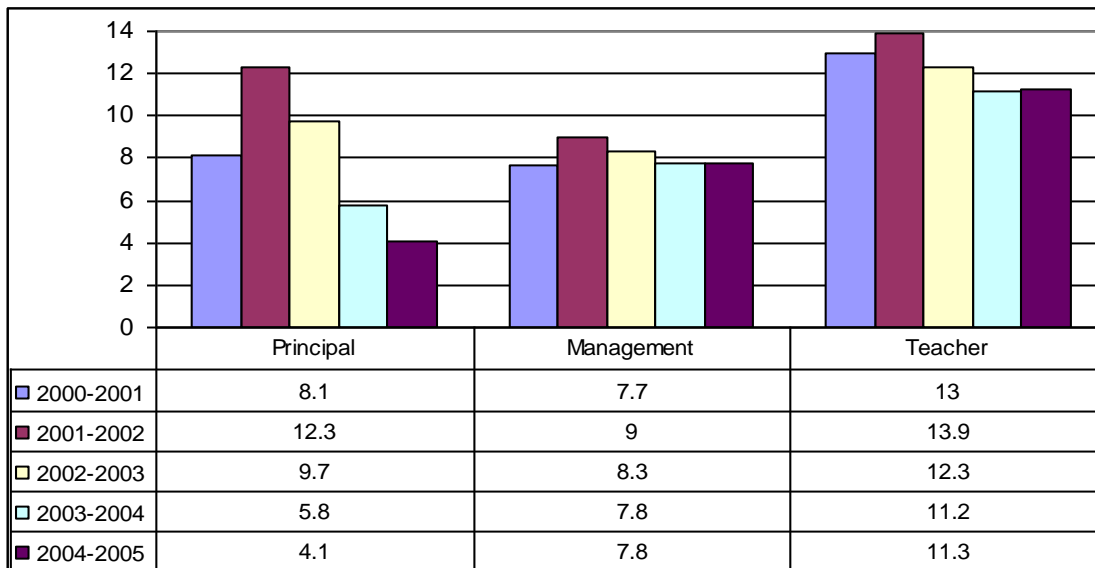


\*A loss rate is the number of losses (including leave without pay and maternity leave) of permanent teachers in the May to May period divided by the total number of permanent teachers at the 1<sup>st</sup> May. Source: Demographic and Statistical Analysis Unit, Ministry of Education.

### Secondary schools

225. Figure 6 shows that the loss rate of principals from secondary schools has decreased considerably since 2001-2002.

Figure 6: Secondary teacher loss rate\* by designation May 2001/2002 – May 2004/2005



\*A loss rate is the number of losses (including leave without pay and maternity leave) of permanent teachers in the May to May period divided by the total number of permanent teachers at the 1<sup>st</sup> May. Source: Demographic and Statistical Analysis Unit, Ministry of Education.

### 5.3 Number and composition of school leaders

#### *Number and gender of school leaders*

226. The number of school leaders has remained virtually constant since 1998. The gender balance of leaders has changed from women comprising 53% of school leaders in 1998, to women comprising 58% of leaders in 2006 (Table 5).

**Table 5: Number of state and state integrated school leaders\* by gender**

	1998	1999	2000	2001	2002	2003	2004	2005	2006
Female	6,715	6,637	6,505	7,095	7,023	7,299	7,426	7,510	7,483
Male	6,058	5,785	5,705	5,735	5,474	5,494	5,419	5,399	5,316
<b>Total</b>	<b>12,773</b>	<b>12,422</b>	<b>12,210</b>	<b>12,830</b>	<b>12,497</b>	<b>12,793</b>	<b>12,845</b>	<b>12,909</b>	<b>12,799</b>

\* Includes Principals and management designations.  
Source: Teacher Payroll Data Warehouse, Ministry of Education.

#### *Age of school leaders*

227. In 1998 64% of school leaders were aged between 40 and 54, and 17% were over 55. By 2006 these percentage had changed to 52% of leaders aged between 40 and 54, and 31% over 55. (Table 6)

**Table 6 Percentage of state and state integrated school leaders\* by age group**

	1998	1999	2000	2001	2002	2003	2004	2005	2006
20-24	0.1%	0.1%	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	0.1%
25-29	2.8%	2.2%	1.8%	1.8%	1.8%	2.1%	2.2%	2.3%	2.0%
30-34	5.2%	4.6%	4.8%	5.7%	5.8%	6.5%	6.6%	6.8%	6.5%
35-39	10.6%	9.9%	8.6%	8.0%	7.3%	7.4%	7.7%	8.1%	8.7%
40-44	18.6%	17.2%	16.5%	15.4%	14.5%	13.6%	12.7%	11.8%	11.0%
45-49	25.1%	24.9%	24.0%	23.1%	22.0%	21.2%	20.0%	19.1%	18.4%
50-54	20.7%	21.9%	23.8%	24.5%	25.1%	24.4%	23.7%	23.4%	22.7%
55-59	12.6%	14.0%	14.7%	14.8%	16.0%	17.1%	18.1%	19.0%	20.1%
60-64	4.0%	4.7%	5.2%	5.9%	6.5%	6.7%	7.7%	8.1%	8.6%
65+	0.4%	0.5%	0.6%	0.8%	0.9%	1.0%	1.2%	1.4%	1.9%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

\* Includes Principals and management designations.

Percentages exclude unknowns.

Source: Teacher Payroll Data Warehouse, Ministry of Education.

### *Ethnicity of school leaders*

228. School leaders have become slightly more ethnically diverse from 1998 to 2006. In 1998, 90% were of European ethnic origin, 7% were Māori and 3% were of other ethnicities. In 2006, 86% were of European origin, 9% were Māori and 5% were of other ethnic origin. (Table 7)

**Table 7: Percentage of state and state integrated school leaders\* by ethnicity**

	1998	1999	2000	2001	2002	2003	2004	2005	2006
European/Pakeha	90.0%	90.0%	90.0%	89.1%	88.4%	87.5%	87.3%	86.8%	86.3%
NZ Maori	7.4%	7.3%	7.3%	8.0%	8.4%	8.8%	8.9%	9.1%	9.2%
Pasifika	1.2%	1.2%	1.3%	1.4%	1.5%	1.7%	1.7%	1.8%	1.9%
Asian	1.1%	1.1%	1.1%	1.2%	1.3%	1.4%	1.6%	1.7%	1.8%
Other	0.3%	0.4%	0.4%	0.4%	0.4%	0.7%	0.6%	0.7%	0.8%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

\* Includes Principals and management designations.

Percentages exclude unknowns.

Source: Teacher Payroll Data Warehouse, Ministry of Education.

## **5.4 Disincentives to school leadership**

229. *Stress and wellbeing among New Zealand principals*, a 2005 report to the New Zealand Principals' Federation (NZPF), focused on stress among New Zealand principals in state and state-integrated schools, and the factors associated with it. 1523 principals (61%) responded to the electronic survey. Responses were representative of the national profile of schools in terms of school decile and location. Primary principals were over-represented; secondary principals, those of larger schools, and principals of schools where students learn in Māori language were under-represented. 40% of respondents described their current stress level as high or extremely high. Stress levels were higher for women or Māori or non New Zealand European. There were no marked differences related to school characteristics. Principals appeared healthier on the whole than the general population (using age-weighted comparisons), and had fewer risk behaviours, but they exercised less. 90% worked 50 hours or more a week, and 42% worked 60 hours or more. Just under half experienced constant tiredness, and half reported problems with sleep. Many experienced some frustration, impatience or anger. However, 70% were optimistic about their life and job as a school principal. Most thought that their staff and board of trustees valued the work they did. Notwithstanding long hours and stress from their role, the majority reported great satisfaction from their work. 36% strongly agreed with the statement 'Your job gives you great satisfaction', and 49% agreed with it. The main stressors stemmed from balancing the teaching and managing aspects of their role, paperwork, and workload. Most thought they spent more time on management rather than

leadership. Principals of small schools, and rural schools, and also those of schools with fluctuating or declining rolls, and to a lesser extent those of low decile schools, were more likely to find aspects of their role stressful. However, the research found that most of the variance in principals' well-being was accounted for by workload and role balance, not school or individual characteristics (Hodgen and Wylie, 2005).

230. A 2005 study of secondary teacher workload found middle managers in secondary schools more negative about the manageability of their jobs than either senior managers or teachers. While they enjoyed the aspects of their work that involved leading and mentoring other teachers, they said lack of time and the pressing nature of other responsibilities such as resource management and accountability requirements for national qualifications meant they were unable to lead others as well as they believed themselves capable of given their knowledge, experience and expertise. The report concluded by saying:

*It is also likely that educational leadership will need to become more distributed in schools, and that managers will need to assume increased responsibility for leading others in the initiation and implementation of change. The researchers' discussions with competent managers and aspiring managers in schools during the fieldwork phase of this project suggested that these people, as professional workers, would welcome these challenges, but they will not be able to undertake the necessary work unless and until conditions in schools permit them to do so (Ingvarson et al, 2005).*

## **5.5 Candidates for school leadership**

231. Research conducted in 2003 by the New Zealand Council for Educational Research (NZCER) indicated that only 8% of secondary teachers were interested in becoming principals in the future, and a further 8% were unsure about their degree of interest, leaving 83% of secondary teachers who had no interest in becoming principals. The level of interest among primary teachers was higher, with 13% of those surveyed in 2003 interested in becoming principals (an increase on the 8% interested in 1999 and 9% in 1996), and 14% unsure of their degree of interest (Hipkins and Hodgen, 2003, Wylie 1999). Nevertheless, the turnover rate for secondary principals is decreasing and most schools are reporting few difficulties in replacing principals.

## **5.6 Processes for filling school leadership positions**

232. Should a principal's position become vacant, a school's board of trustees is responsible for appointing a new principal. Within the constraints of relevant legislation - the Employment Relations Act (2000), the Human Rights Act (1993), the Privacy Act (1993) and the State Sector Act (2005) - the board has considerable discretion about how it manages the appointment process. The New Zealand School Trustees Association has prepared and distributed guidelines for boards of trustees which recommend a planned and thorough process led by an appropriately constituted panel (NZSTA, 2005). As normal practice is that an outgoing incumbent is not involved in the selection of his or her replacement, school boards which are largely made up of parent trustees do run the risk of having no one within the appointment team who can test the professional competence of applicants. Boards are encouraged to recognise this risk and to use appropriate consultants or professional advisors in the appointment process. Vacancies must be publicly advertised, although internal applications and appointments are acceptable. Individuals are able to apply as they see fit. Other than teacher registration, there are no formal requirements for school leaders, although in the information given to applicants, schools will indicate the knowledge, skills and experience they seek. The appointment process would usually involve a written application, personal interview and referee checks with current and past employers. There are no formal processes for ensuring an equitable distribution of school leaders.

233. Recent research into primary school principal appointments found that even when boards followed an appropriate appointments process, appointment decisions indicated that boards have a strong preference for appointing male principals, even though women make up 81% of the primary school workforce (Brooking, 2005).
234. A school's board and management have the power to determine the configuration of other leadership positions within the school, and the appointment process used for filling those positions. How the appointment process is managed and who is involved will depend on the delegations negotiated between the board and the management of the school. Typically, a board is more likely to be involved in senior appointments, with the appointment of middle managers, classroom teachers and other staff being delegated to the principal.

### **5.7 Employment agreements**

235. The New Zealand teacher workforce is highly unionised with most teachers, principals and other school leaders covered by collective employment agreements negotiated by their unions. These agreements determine pay scales and conditions of service. Teachers and principals of private schools are free to negotiate individual employment agreements with a school, generally based on the terms and conditions of the relevant collective agreements, and teachers in state schools. If a board wishes to pay above the rates agreed in the collective agreement it must first seek concurrence from the Ministry of Education. Most teaching staff and school leaders in state schools have permanent tenure. School leaders in private schools are on fixed-term contracts (often four or five years) which are frequently renewed when they expire.

### **5.8 Evaluation of school leaders**

236. School leaders are evaluated in two main ways. Every three years the Education Review Office (ERO) reviews each school and evaluates the quality of teaching and learning and the extent to which the school is meeting all its other responsibilities. Among the areas they evaluate, the ERO considers the quality of school governance, management and professional leadership. In addition, every board is required to appraise the performance of a school's principal each year. As principals and other school leaders have security of tenure, neither of these evaluative processes includes a discussion of employment renewal.
237. The ERO evaluates school leadership by gathering evidence which is used to measure the performance of the school against a range of indicators. The governance and management indicators, attached as Appendix 5, are grouped into the following domains:
- professional leadership
  - day-to-day management
  - school-wide planning; review and development
  - resource management
  - personnel management.
238. In describing the governance and management indicators, the ERO says:

*A school that is well managed and led will have clarity of purpose, use information on student achievement to underpin its processes of planning and self review, and direct its resources towards the desired goals of improving student achievement. A school that is well managed and led is more likely to succeed in matching its teaching and learning programmes with the needs of students in a way that enhances student engagement and leads to higher levels of student achievement. The quality of a school's leadership and management is likely to affect its performance against all other indicators. Where performance against other*

*indicators is below what can be expected, it may be necessary to investigate the quality of management and leadership to find out the reasons why. The relationship between indicators in this domain and student achievement is a complex and indirect one. Good performance against these indicators does not in itself lead to high levels of student achievement; however, poor performance is likely to be correlated with lower than expected levels of achievement (ERO website).*

239. Annual principal appraisal is the responsibility of each school board. Boards must manage the process and can choose whether they conduct the appraisal internally, or whether they contract an external consultant to undertake the appraisal. Boards have considerable discretion over how they manage the process, although in 1998 the Government introduced a mandatory requirement that professional standards for Principals be included as part of the criteria for assessing a principal's performance. Guidelines to help boards with principal performance management and appraisal are available from NZSTA, ERO and the Ministry of Education. All the guidelines emphasise the need for appraisal to:
- be part of an ongoing performance management system
  - be based on a clear and current documentation of expectations usually by way of a job description and an annual performance agreement (including the professional standards)
  - follow an agreed process
  - gather evidence from a range of sources
  - be managed confidentially by a board sub-committee but with the outcomes formally reported to the full board (in a part of the board meeting from which the public are excluded).
240. If an ERO review finds evidence of risk to the operation of a school, or to the welfare or educational performance of its students, the Minister of Education or the Secretary for Education may apply statutory intervention as described in 3.5. The appointment of a commissioner to replace the board of trustees reflects the highest level of risk.
241. If principal appraisal identifies serious concerns about a principal's performance the board must manage the problem. Other than for serious misconduct a principal or other school leader can only be dismissed after a board has followed a competency process as outlined in the relevant collective agreement. A board would usually seek the assistance of an industrial relations advisor before initiating a competency process. Principals can also have their own adviser or union representative. Such a process involves a robust performance appraisal, followed by the provision of appropriate assistance and personal guidance to help the principal address areas of poor performance. If this fails to remedy the situation the principal must be advised in writing of the specific matters causing concern, of the corrective action required, and of the timeframe within which improvement must be demonstrated. If this fails to resolve the matter the board may dismiss the principal. Dismissal of principals or other school leaders is rare in New Zealand.

## **5.9 Salary scales**

### ***Principals***

242. Primary and secondary principals are on the same salary scale. Schools are graded according to size, with Grade U1 being the smallest schools and Grade U14 the largest. A principal's base salary is determined by the size of the school. In schools with 13 or more teachers, the base salary is supplemented by an additional sum to reflect responsibility for staff. A further payment is made to principals of schools in decile 1-4, with the largest additional payments (approximately 5% of base salary) going to the principals of large, low decile schools.



**Table 8: Principals' annual salary**

<b>Principals' annual salary</b>	
<b>With effect from</b>	
<b>U Grade</b>	<b>19/07/2006</b>
1	\$65,897
2	\$73,129
3	\$79,201
4	\$85,407
5	\$91,613
6	\$95,160
7	\$98,853
8	\$102,548
9	\$105,060
10	\$107,571
11	\$111,236
12	\$114,901
13	\$118,328
14	\$121,756

Source: Primary Principals Collective Agreement 2004-2007: (Adapted from Table p9)

243. Since July 2006, primary and area school principals who have three years continuous service at their current U Grade or higher and have been attested to have met the professional standards have been entitled to receive additional remuneration (\$2,000 per annum) in recognition of experience and sound performance. Beyond this, each board of trustees may recognise additional responsibility with additional remuneration provided that concurrence is sought, and provided by the Ministry of Education.

244. Private schools can reward school leaders as they deem appropriate.

***Deputy and assistant principals***

245. In secondary schools, associate, deputy and assistant principals are allocated permanent or fixed term 'management units' which have a financial value in recognition of their responsibilities (see 3.8). The number of management units allocated to a position will reflect the range and nature of the responsibilities of the position as well as the management structure of the school. A similar system operates in primary schools, with additional provision in the collective agreement that teachers designated 'deputy principal' or 'assistant principal' can progress immediately beyond their qualification maxima to either the top step or penultimate step of the salary scale (depending on their qualifications).

**5.10 Comparison of salaries, financial and non-financial rewards with other professions**

246. Financial rewards within the education sector increased relative to other sectors between 1996 and 2004. Table 9 shows that in 1996 hourly earnings within the education sector – which include support staff earnings as well as professional staff earnings – were 7% above the average for all industry groups for which data was collected. By 2004, hourly earnings within education were 25% above the average for all industry groups. Education also gained ground over this period against the broader 'government administration and defence' group. In 1996, hourly earnings within education were 91% of those in the government administration and defence sector. By 2004, average hourly earnings within the education sector were 99% those of the government administration and defence sector.

**Table 9: Average total hourly earning by industry\*, 1996 and 2004 (NZ\$)**

<b>Industry division</b>	<b>1996</b>	<b>2004</b>
Forestry and mining	16.33	21.13
Manufacturing	15.09	19.06
Electricity, gas and water supply	18.18	27.05
Construction	14.01	17.62
Wholesale trade	16.70	20.63
Retail trade	11.42	13.97
Accommodation, cafes and restaurants	11.41	13.16
Transport, storage and communication services	16.56	19.17
Finance and insurance	20.20	27.79
Property and business services	17.90	22.68
Government administration and defence	18.50	25.22
Education	16.84	24.89
Health and community services	16.42	20.12
Cultural and recreational services	16.18	20.88
Personal and other services	16.25	18.68
<b>Mean</b>	<b>15.72</b>	<b>19.85</b>

Note: The data relates to the pay week ending on, or immediately before, the 20th of the middle month of the quarter

\*Australian and New Zealand Standard Industrial Classification, 1996

Source: Quarterly Employment Survey

### 5.11 Duration of tenure

247. There is no information available on whether those who become school leaders view this as a long-term career commitment or a short-term assignment. However, a study of secondary principals leaving the profession found that most commonly, respondents had been principals for between 11 and 15 years (Monagle, 2004).
248. The Ministry of Education reports that teacher turnover is a combination of loss from the profession and movements to other positions. Loss and movement are determined by comparing permanent teachers in one pay run with teachers in the same pay run the following year. Losses capture those who have actually left the state school system as well as those on leave without pay. Movements capture all permanent teachers from the first pay run who are at another school in the second pay run (whether permanent or limited term).
249. Principals and management designations have lower turnover and loss rates than teachers overall, which suggests that these designations are more stable than classroom teachers. (See Figure 6 in 5.2)

### 5.12 Retention

250. In March 2003, a Secondary Principals' Remuneration Working Party recommended a study of principals leaving the profession to determine why they leave and what they leave to do. In 2004 a postal survey was distributed to 110 secondary principals who had left the profession in the previous four years; 66 completed surveys were returned. (In 2004 there were 315 secondary principals in New Zealand, 70% were male and 70% were over 50 years old.) The survey found that 78% of respondents who left the profession from 2000-2004 were male, and 83% were aged over 50. 60% of the response had worked in the school sector for between 30-40 years, and most commonly had been principals for between 11 and 15 years. When asked to select what had influenced their choice to leave the profession, retirement was most frequently mentioned. In order, other reasons given for leaving were workload, personal reasons, enjoyment, health reasons, and lastly, salary. A third also mentioned feeling that it was time for a change or wanting to take up a new opportunity. While numbers were too small

to sustain extensive analysis the findings did suggest that workload figured more highly in the decision to leave made by principals of rural schools and smaller secondary schools (Monagle, 2004).

251. The Ministry of Education gathers data on all teacher resignations from state schools, including school leaders. Loss rates for school leaders peaked in 2001 and 2002 before returning to be at 2000/2001 levels in 2005/2006 (Table 10).

**Table 10: Losses of school leaders from state schools by designation 2000-2006**

	Loss period (May to May)					
	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006
Principal	200	218	187	173	181	172
Management	652	810	819	761	803	704
Total - principal & management	852	1028	1006	934	984	876

Source: Ministry of Education

### 5.13 Retirement age

252. Under the Human Rights Act (1993), compulsory retirement at a specified age was abolished in New Zealand from 1999. It is no longer lawful to retire employees because they have reached a certain age or, with some exceptions, to attempt to enforce retirement age provisions in employment agreements. Current principals' collective agreements contain no retirement provisions beyond the Teachers' Retirement Savings Scheme.

253. Table 11 shows that the median age of school leaders who leave to retirement is about 61.

**Table 11: Median age of school leaders and other teachers in the state sector who leave to retire**

	Losses May - May			
	2001-2002	2002-2003	2003-2004	2004-2005
Median age of school leaders	60	61	61	62
Median age of other designations	60	61	61	62

Source: Ministry of Education

### 5.14 Succession

254. There are no instituted processes for leadership succession in New Zealand schools (see 5.1).

### 5.15 Policy initiatives to support recruitment and retention

#### *Aspiring and potential principals' programme*

255. In 2003, the University of Waikato's Educational Leadership Centre was contracted by the Ministry of Education to deliver a pilot programme for developing aspiring and potential principals. The programme was especially targeted at aspirants interested in taking up 'hard-to-fill' principals' positions. The programme recognised that each participant had unique needs and adopted a flexible design that could be adapted to assist each participant develop the necessary knowledge and skills to become a principal. The programme was designed to support participants to:

- gain a deeper and broader understanding about the nature of principalship and the role of the principal
- have their perceptions about the role of the principal enhanced
- explore current theoretical and practical aspects of school leadership

- understand the range of qualification and career pathways that can lead to obtaining a principal's position
  - become familiar with what being a principal means in a range of school contexts
  - feel that, at the end of the programme, the learning and experiences they have undertaken have moved them professionally and personally further along their career pathway.
256. Participants worked with a mentor/coach to develop an individual action plan for their development. All participants attended three weekend-long meetings. On top of this, and tailored to each individual, was a mix of research, theory and practice through school visits, targeted readings, ongoing e-conversations, peer tutoring, academic study and personal leadership projects. An action research project sat alongside the programme, for which the underpinning research question was 'What factors influence the professional development of aspirant principals?' The research project produced the following recommendations for the future:
- Establish further pre-entry and application criteria to any future programme
  - Consider having a more in-depth selection process to identify and ensure the aspirants entering the programme are at a stage of their career where principalship is an immediate goal
  - Carefully consider the elements of the programme and the timing of content placement and seek feedback from the participating group
  - Clarify which capability framework the course content should be based on and refer to it often throughout the programme
  - Revise the funding approach to the programme to avoid situations where resource personnel were not recompensed, participants had to meet some of their own expenses, and programme content was restricted
  - Consider offering the programme in school term time - this would place a high value on participation and afford status and importance to nurturing and developing future professional leaders
  - Establish the course as a credentialed programme that contributes to the qualifications of participants
  - Develop a specified role for the continued involvement of mentor/coaches. (University of Waikato, 2005)

### **5.16 Future policy planned to support recruitment and retention**

257. Research carried out in 2003 suggests that to recruit high quality talent, principals' positions must be made more attractive to women applicants. At that time, the chances of becoming a primary school principal were six times greater for men than for women. Women made up 80% of the teaching population but only 40% of principals were women. Although the number of women principals is rising, men are appointed in disproportion to their numbers in the profession. (Gusscott 2006). Brooking (2005) suggests that in future central government may need to intervene in the principal appointment process more than it has in the past if this inequity is to be redressed. The government plan of action on pay and employment equity requires a review of remuneration and employment practices to examine whether inexplicable differentiation is based on gender and whether there are barriers for women in their employment. The findings will be reported in 2008.
258. The aspiring principals pilot project (University of Waikato, 2005) identified small rural primary schools with high Māori student numbers as currently among the hardest schools to staff. Boards of larger urban schools are now typically appointing deputy principals to the principal's role, rather than considering those with rural principal experience. Brooking's research (2005) confirms that urban boards generally do not value rural experience when making principal appointments. Thus, rural schools are now seen by some principals as more of a career stop than a career step.

259. As teaching principals' positions in a rural setting appear less attractive as a career move, ways of making such positions more appealing in future might need to be considered. The Education Review Office (2001) supported this notion, commenting, "one way of increasing the supply of principals to these schools would be for the Government to take a more active role in identifying routes for promotion and in enhancing the promotional opportunities for teachers who have gained experience in small rural schools" (quoted in Gusscott, 2006, p6).
260. A range of possibilities for again making rural principalship more attractive as a career step are being considered by the Ministry of Education. Solutions need to consider how to incentivise rural principalship so that it is seen as a valid career step, as well as ensuring that selection processes better match personal capability to school demands.
261. The Ministry of Education is currently working to explore a range of policy options for strengthening the preparation of principals. These options include processes for identifying and developing aspirant principals. Central to this work is the identification of the knowledge, skills and attributes required to enter principalship and ways in which aspirant principals can demonstrate their existence.

## CHAPTER SIX- TRAINING AND PROFESSIONAL DEVELOPMENT OF SCHOOL LEADERS

### 6.1 Policy concerns

262. Before the 1989 reforms a common path to school leadership was through middle management or small school principalship to larger school principalship, with a strong element of on-the-job learning. There had been a 'country service' requirement that needed to be met before teachers had access to the top steps on the salary scale. Many primary teachers met this requirement by becoming a teaching principal after 3 or 4 years teaching.
263. The country service requirement was abolished as part of the 1989 reforms. Between 1989 and 1999 it was left largely to each school's board and principal to decide what professional development the principal or those aspiring to principalship needed.
264. By 2000, individual principals and principals' associations were raising concerns about principal preparation and development. This aligned with the Ministry of Education's recognition of the critical role of principals in determining school effectiveness in a self-managing situation, and a growth in commitment to supporting principals and other school leaders in their roles.
265. A 2001 Ministry of Education stocktake showed what professional development opportunities existed and were planned for leaders at each stage of their careers. Following the stocktake, an evaluation of the extent, nature and experience of principals' participation in professional development activities and a review of overseas models and trends in school leader professional development found that:
- the approach to principals' professional development in New Zealand was unstructured and ad hoc
  - the professional development available did not always have sufficient depth or practical relevance to meet principals' needs
  - the timing of available professional development did not always match well the needs of principals, particularly of first-time principals
  - principals sometimes felt they were 'reinventing the wheel' in managing the school, and believed access to information or more experienced colleagues would reduce this inefficiency
  - the availability of some forms of leadership professional development varied by region and locality
  - individual principals did not always access the leadership professional development that would make the most difference to their effectiveness and were not always aware of what development might be most beneficial
  - boards and principals could not always get sound information on the range of professional development options available. (Ministry of Education, 2002)
266. Many primary schools now have flattened management structures, decreasing opportunities for middle management experience, and boards no longer see rural or small school principalship as desirable experience in applicants for principals' positions in urban schools. The evaluation of the First Time Principals programme (FTP) - see 6.12 - found that some of the most seriously challenged participants were those from small schools who had minimal previous teaching and managerial experience. Turnover in these positions was considerably higher than for other positions. (Cameron et al, 2004)
267. There is currently no formal preparation for school leadership in New Zealand, though following the 2001 Ministry of Education stocktake and evaluation outlined above, the Ministry initiated the policy initiatives outlined in 6.10. Participation in all current initiatives is voluntary.

## 6.2 Pathways to school leadership

### *Professional leadership*

268. All principals in New Zealand are registered teachers and almost all become principals following a career in teaching. In a few small rural primary schools with only one or two teachers there are examples of principals who have taken leadership roles while still provisionally registered teachers, usually because the positions have not attracted any suitable, more experienced candidates. (Personal communication, NZEI)
269. A recent study of the career paths of primary principals in New Zealand's largest city described three pathways to principalship:
- upward mobility from teacher to senior teacher, to deputy or assistant principal and then to principal
  - horizontal movement from teacher to teaching principal of a small one or two teacher school through to principal of successively larger schools
  - a combination of the two.
270. The study found that all principals in the sample under the age of 39 had followed the upward mobility pathway, suggesting to the researcher that once the requirement for 'country service' was abolished rural principalship was no longer attractive to city teachers. All the principals in the study had experience of a variety of schools through a number of positions, but the study also noted that it was possible since the 1989 reforms for teachers to achieve principalship without gaining experience in more than one school. The study found that the opportunity to gain experience in a variety of schools allowed the principals interviewed to understand the cultural differences between schools and the need to provide appropriate leadership according to each school's culture. If principals do not have enough experience across schools they run the risk of their approach becoming insular (Gusscott, 2006). Another recent study has found that it is currently relatively easy to win a teaching principal's position but hard to progress from that to a non-teaching principal position, even if highly successful in the former role (Collins, 2006).
271. The Primary Principals Collective Agreement includes an agreement about the implementation of a work programme which contains a work stream for development of career pathways for teaching principalship and other school leadership roles. There is agreement that new career pathways will be developed for teachers which recognise, for example, professional and educational leadership, teacher induction processes and teacher mentoring. There is a commitment to examining current career pathways in the primary sector including:
- middle management including professional and educational leadership
  - career pathways for teachers who trained prior to teaching becoming a degreed profession
  - tutor and associate teachers and other supports for student teachers and provisionally registered teachers
  - professional and educational leadership in new school initiatives
  - the changing demographic profile of the primary teaching workforce and its impact on career pathways. (Primary Principals Collective Agreement 2004-2007 p53)
272. In 2006, the NZEI and the Ministry of Education commissioned a report from the NZCER on career paths in the primary school sector. The study was designed to identify principal and teacher views of career paths in practice in primary schools. The findings, based on responses from 60% of 369 schools surveyed, showed that teachers perceived opportunities for advancement in primary schools to be very limited. If they did not aspire to be a deputy or assistant principal they saw their careers as static once they had reached the top of the salary scale. For those who did aspire to deputy or assistant principal roles, advancement was limited

by the number of positions and by the low turnover of incumbents. The limited number of management units available to primary schools results in unit holders having to carry a range of responsibilities, precluding others with relevant skills from taking on some of these responsibilities. The authors concluded that more management units would support more distributed leadership in primary schools. However, teachers also perceived that opportunities for contributing to leadership and management roles within their schools were largely at the discretion of the principal, which suggests that the provision of more management units may not help to develop leaders if decisions about their allocation are seen to be arbitrary. (Cameron and Dingle, 2006)

### *School trustees*

273. School trustees, other than the principal, staff representative and student representative, are elected from members of a school's community or wider community. There are few formal eligibility criteria, and most members of the community are eligible for election. Each board elects its own chair, who must be a layperson. Beyond this there are no requirements for this leadership position.

### *Alternative pathways*

274. There are no alternative pathways to professional leadership within the New Zealand education system. This is true for private schools as well as state and state integrated schools.

## **6.3 Requirement for school leadership**

275. The only formal requirement for professional leadership is that candidates are registered teachers. In a self-managing environment this gives schools considerable flexibility to determine the skills and experience they seek in school leaders.

## **6.4 Regulatory framework and legislation for school leadership preparation**

276. There are currently no pre-service school leadership preparation programmes.

277. There is no clear regulatory framework for school leadership preparation. However, the state has an overall interest in system capability and so supplements self-managing schools at key strategic points where it gauges that intervention will have maximum effect. Currently, the Ministry of Education funds the First Time Principals programme (FTP) - see 6.6 - the Principals' Development Planning Centre (PDPC) - see 4.12 - and LeadSpace (4.12). The Ministry of Education also co-ordinates the work of six regional teams of Leadership and Management Advisors who work in schools facilitating school development. The Ministry of Education also supports the Principal Professional Learning Communities programme organized by the New Zealand Principal and Leadership Centre. This involves small groups (three to five) of principals who meet once a term for reflective discussion and support (Ministry of Education, 2006c). All Ministry funded initiatives are currently voluntary.

## **6.5 Agencies and organisations involved in the regulatory framework**

278. There is no single formal regulatory framework for leadership development or mechanisms and criteria to assess and assure the quality of school leadership preparation programmes. There are currently a number of frameworks of professional performance that guide programme content in different initiatives. In 2005 the Ministry of Education prepared a draft Principal Leadership Framework to inform its professional learning initiatives.



## 6.6 Support and induction

### *First time principals induction programme*

279. The 2006 First Time Principals (FTP) induction programme is a nation-wide, 18-month programme for newly appointed, first-time principals from all types of schools. The programme began in 2002, and approximately 700 first-time principals have participated in the programme since then. The induction programme has been delivered for the Ministry of Education by Auckland University since its inception. The programme is designed to meet the individual needs of first-time principals by developing their professional and personal skills and capabilities so that they can work effectively with their colleagues and communities to further improve teaching and learning in New Zealand's schools. The programme emphasises approaches to leadership that promote personal and organisational learning focused on the improvement of outcomes for students. It has three main components: nine days of residential sessions held in the school holidays; on-going mentoring on site, including unlimited phone and email contact; and a confidential website. (FTP website; Cameron et al, 2004)
280. An evaluation of the FTP programme was commissioned to provide information on principals' perceptions of the relative strengths of the different components of the programme, the extent to which it catered for their differing needs, and how it fostered the development of principal leadership. It gathered data from principals who took part in the programme in 2003. A key finding of the evaluation was the diversity of the sample, both in terms of previous professional learning and backgrounds in leadership positions. A number of principals brought little knowledge and relevant leadership experience to their new roles, while others had spent several years preparing for the position, both professionally and academically. Principals also came from widely different school types, from very small rural schools to large urban secondary schools. Principals appeared to have grasped the importance of leadership for learning, although a number were constrained by particular school contexts and the match between their current abilities and leadership requirements. Overall, the evaluation concluded that the 2003 programme was well conceptualised, well delivered, and well aligned with Ministry of Education goals to improve outcomes for students, and reduce disparities in achievement in New Zealand schools. The evaluation found that the FTP programme appears to be an initiative with the potential to impact significantly over time on principals' knowledge and approaches to learning-focused school leadership. (Cameron et al, 2004)

### *School leaders' and teachers' perceptions*

281. A 2006 report on career paths in the primary school sector canvassed teachers' and principals' views on support available to those newly appointed to school leadership/management roles. Teachers reported that there was patchy professional guidance and support available to them when they first undertook new leadership or management roles, although few reported that there was no help available. While 84% of principals who responded indicated they offered mentoring to newly appointed deputy and assistant principals, only a third of teachers believed this to be the case. This finding was illustrative of a gap between principals' perceptions of the professional learning opportunities and support available in their schools and the reality experienced by teachers. The study also found that teachers who aspire to, or are new to management positions, are seeking both mentoring and on-going professional learning opportunities. (Cameron et al, 2006)

## 6.7 Professional development options

282. In 1997 the educationalist and academic David Stewart became the founding director of the New Zealand Principal and Leadership Centre. In his 2000 book, *Tomorrow's Principals Today*, Stewart claimed that principalship is mainly 'headwork', and the best way to change ideas and improve headwork is for learners to compare perceptions in a non-threatening small

group situation. Stewart reviewed a number of the formats of principal education that he had been engaged in over the previous decade and reflected upon their relative effectiveness for creating quality leadership learning. He concluded that:

- An 'intimate' residential retreat for principals, held out of school terms, had been extremely popular with participants and in follow-up research was found to have had a generally positive effect, but in comparison to the other options this was a time and resource intensive format, and accessed by relatively few principals. Also, this option failed to provide appropriate 'follow-up' in the participant's own school.
- Different online learning options were rated as useful by those who had experienced them, but were adopted on a continuing basis by relatively few principals. There were also significant financial implications for schools considering this option. As more affordable and user-friendly technology became available, Stewart was optimistic that online learning would play a significant part in the overall mix of desirable options.
- A programme of mentorship, linking between two and four less experienced principals with a more senior principal, offered theoretical understandings for principals' practical problems, and both individual and group support. Evaluations highlighted the critical role and skills of the mentor principal in the success of the trial.
- The principal digital portfolio which used reflective annotation of selected items was also found to have a positive impact, especially if introduced in conjunction with a face-to-face component demonstrating the format and its potential.

283. Stewart's overall conclusions in 2000 were that:

- principal learning is better initiated by the individual than imposed by regulation
- the first three or four years of school leadership are a crucial time for principal learning and support
- on-the-job learning at this time is most effectively strengthened by the link between the principal-learner (or a very small group of principal-learners) and an outside school leader, sharing the experiences of critical reflection and on-going professional dialogue. In establishing this link, the principal portfolio is a practical, non-threatening and cost-effective tool to structure the initial reflection and dialogue. (Stewart 2000)

284. Following the success of a pilot mentorship programme (Mentor 2000), Stewart was instrumental in establishing the Principal Professional Learning Communities programme, described in 4.12, run in association with the New Zealand Principal and Leadership Centre. A range of other professional development options for school leaders have been initiated in recent years by the Ministry of Education. These are described in 4.12 and 6.6.

### ***Support and induction for school trustees***

285. In addition to the principal initiatives, the Ministry of Education funds trustee training which is contracted out to training providers. Trustees are encouraged but not required to attend training, and some training providers also offer tailored training and support services to boards which strike difficulties.

## **6.8 Professional development requirements**

286. Self-managing schools create a demand for strong professional leadership at the school level. Any board fulfilling their responsibilities to a reasonable standard will require their principal to undertake professional development. Participation in professional development is expected for the renewal of a principal's practicing certificate as a teacher. Under the collective employment agreement there is a financial incentive to improve qualifications.

## **6.9 Features of school leadership preparation and development**

287. There is some evidence-based on published research about the content, methods, and structure that school leadership preparation and development programmes should have to be effective. The research undertaken by the Hay Group (see 3.13), commissioned by the Ministry of Education, identified the skills and competencies required of first time principals. This work has been used extensively to inform principal development initiatives including the First Time Principals (FTP) induction programme (see 6.6).
288. The project team responsible for the FTP has developed the Self Assessment of Leadership of Teaching and Learning (SALTAL) to assess principals' current capability as leaders of teaching and learning. It has been designed to provide clear benchmarks to new principals for what is meant by good practice in leading teaching and learning, and to provide each principal with an opportunity for systematic reflection about how well they currently lead teaching and learning. The completed self-assessment provides the basis for principals, in discussion with a mentor, to write an individual development plan. SALTAL also provides information to the project team and the Ministry of Education about the development needs of principals. (Robinson et al, 2006)
289. A comprehensive evaluation of the FTP programme (see 6.6) analysed the relative effectiveness and impact of the three strands of the programme – a residential component, mentoring and online learning. The evaluation found that the online component had little impact on principals' learning and behaviour, but that the residential and mentoring components contributed more to principals' understandings of the importance of pedagogical leadership and the commitment to ensuring and improving the learning outcomes for all students in their school. (Cameron et al, 2004)

### **6.10 Policy initiatives to improve the quality of school leadership preparation**

290. Since the reforms of 1989 there has been a range of policy initiatives to improve the quality of school leadership. Following the reforms, a Principals' Implementation Task Force was established to plan and organise a series of seminars around the country to train principals of the day in the key skills and understandings required of their new role in the administrative framework. In 1996, new accountability requirements for the appraisal of teachers emerged as a single prescription for all teachers, including principals. In 1998 'professional standards' were added, with separate standards and assessment processes for principals, from those for other teachers. (Collins, 2003)
291. Following the research done by the Hay Group (2001) - described in 3.13 - a three tier strategy was adopted for leadership development:
- development of aspiring principals and principal appointment – left to the individual aspirant and board of trustees
  - for first year principals – a state sponsored and controlled, but not mandatory, programme
  - for principals from year two onwards – a relatively undefined programme to assist principals and boards continue the process of principal development throughout a principal's career, based largely (at least initially) on information communication technology. (Collins, 2003)
292. To implement this strategy, a package of four principals' development initiatives was announced as part of government's 2001 budget. These were:
- an induction programme for first-time principals (FTP, see 6.6)
  - an electronic network for principals (LeadSpace, see 4.12)
  - development centres for existing principals (PDPC, see 4.12)
  - guidelines for boards of trustees and principals on professional development for principals. (Ministry of Education, 2002)

## 6.11 Priorities for future policy development

293. The major priority for future policy development for school leaders is in the area of what Pounder and Crow (2005) call the 'Leadership Pipeline'. All current leadership initiatives focus on principalship and provide support for existing principals. There are no programmes as yet for aspiring and potential school leaders or middle leaders. A Ministry of Education paper is being developed which explores how aspiring principals might be better supported into principalship. The Minister will be presented with policy options in this area before the end of 2007. Significant progress is being made in work with the primary teacher union to better define career pathways for New Zealand teachers, and to create new incentives for those seeking alternative school leadership pathways to teaching and professional leadership. Development of new roles in secondary schools has been a feature of collaborative work between the Ministry, PPTA, and the New Zealand School Trustees Association within the Longer Term Work Programme. The Minister has indicated that he wishes to see those new and current initiatives leading to principalship and contributing to principal development brought together under what he has called Kiwi Leadership for Principals.

## 6.12 Recent innovations

294. Many leadership development initiatives are recent innovations. The First Time Principals (FTP) programme (see 4.10 and 6.6), LeadSpace (4.10), Principals Development and Planning Centre (4.10), and Kiwi Leadership for Principals (6.11) are all innovations of the last five years. Many of the details of the initiatives have been adjusted in recent years in response to feedback from participants or independent evaluations. All of these initiatives reflect a strong partnership between government and external providers. This approach is central to the New Zealand way of working. The timelines below outline some of the key changes in programme details.

### *First Time Principals*

- 2001 – induction programme plan developed by Universities of Waikato and Massey, based on Hay Group competencies
- 2002 – first offering of FTP induction programme, delivered by University of Auckland, under contract to Ministry of Education
- 2002-2003 – FTP programme 12 months long
- 2004-2006 – following NZCER evaluation, FTP programme extended to an 18-month long programme
- 2005-2006 FTP trials and then implements the SALTAL: tool.
- 2006 (June) – approximately 700 FTP 'graduates' have successfully completed the programme.

### *LeadSpace*

- 2002-2003 – laptops distributed in batches to all principals
- 2002 (April) – LeadSpace goes live to NZ principals
- 2002 – first LeadSpace facilitators appointed, with a nationally co-ordinated function by Ministry of Education
- 2006 – LeadSpace facilitators assume a regional role following a Massey University evaluation of the project.

### *Principals Development and Planning Centre*

- 2003-2004 – first two PDPC pilots held
- 2005 (May) – PDPC permanently established, within Ministry of Education oversight, following feedback from the pilots
- 2006 (June) – approximately 160 PDPC 'graduates' have completed the programme.

### ***Kiwi Leadership for Principals***

- 2005 – Ministry of Education prepares a draft Principal Leadership Framework to underpin all leadership development work
- 2006 (May) – Ministry calls a two-day long national meeting of all providers and interest groups to explore the notion of the principal as an educational leader
- 2007 – a draft Kiwi Leadership for Principals publication will be circulated for consultation with local and regional principal groups.

### ***Health of the System Framework***

- A health of the system framework is being developed as a part of the work associated with the Educational Leadership BES. The framework provides a basis for system analysis across the broad dimensions of system coherence and system capability.

## CHAPTER SEVEN – CONCLUSIONS

### 7.1 Strengths and weaknesses of current policy

295. New Zealand's education policy must be understood within the context of self-managing schools created under the Education Act (1989). New Zealand continues to work with the impact and implications of the self-managing schools policy reform upon the development of system coherence and system capability (draft health of the system framework). Many of the tensions, issues, and opportunities within the New Zealand education system spring directly from this major policy reform.
296. This final chapter examines the strengths and weaknesses of current policy, and anticipated trends and changes in policy development, through the lens of system coherence and capability.
297. System coherence refers to the goals of the system and how the central agencies and stakeholders align their efforts to achieve them. System capability refers mainly to the people working within the system, and their levels of preparation and support. It also refers to the system's ability to learn, adjust and improve through knowledge creation and distribution.

#### *Strengths in developing system coherence*

298. Government goals focus on transforming society to ensure New Zealand has the collective knowledge, skills and attributes to perform well in a post-industrial world. A regulatory framework for schools supports these broad government goals by ensuring that schools concentrate on raising achievement and reducing disparity. There is a strong emphasis on literacy and numeracy, and improving Māori achievement.
299. The Ministry of Education has worked with sector stakeholders to develop a Schooling Strategy. The Strategy has strong links to the early childhood and tertiary strategies, and defines system goals for the next 3 – 5 years. It focuses on effective teaching, evidence-based practice, and engaging families and communities.
300. New Zealand is a small country and mechanisms for consultation within the school sector are in place and working. Education sector groups are consulted on issues affecting the sector, and are actively involved in the development of policy to improve school leadership. The small size of the country, and of the Ministry leading education policy development, makes it possible to develop both formal and informal relationships with the sector and support meaningful consultation.
301. Education policy in New Zealand is increasingly evidence-based. The programme of Best Evidence Syntheses (BES) funded by the Ministry of Education indicates the level of this commitment. One of the six priorities for education providers over the period from 2006-2011, indicated in the Ministry of Education's Statement of Intent for that period, is *'continuous improvement through the collection, analysis and sharing of good quality information'*. (Ministry of Education, 2006b)
302. The BES on improving school leadership is currently being completed. This BES examines links between learning and leadership. It also evaluates what is known about the impact of leadership development initiatives on learning outcomes. Its findings will be incorporated into the Kiwi Leadership for Principals work, 6.11. This is confirmation of a strong commitment to working in an evidence-based way at a policy level.
303. The government is committed to the evaluation of new initiatives across all sectors. LeadSpace and the First Time Principals induction programme have been externally evaluated, and both programmes have been modified and strengthened as a result. The

government is also committed to using the results of such evaluations to inform future policy development.

304. There are strong and public accountability mechanisms in place for schools. These have been gradually refined over recent years to focus more tightly on holding schools accountable for students' learning outcomes. This means that school boards are more likely to seek professional development opportunities for principals which are strongly linked to improving students' learning. In an environment where school leaders are not compelled to participate in professional development, the current emphasis of leadership development policy on the school leader as the leader of learning matches these accountability goals.
305. The New Zealand Teachers Council has a key role in providing strong professional leadership to the teaching profession. This leadership is being expressed through the development of a set of standards which inform teacher registration, the maintenance of practising certificates, and the application of standards for qualifications leading to teacher registration.

### ***Strengths in developing system capability***

306. New Zealand spends proportionally more of its GDP on education than the mean for OECD countries.
307. One of the strengths of self-management in relation to improving school leadership is that it places the principal at the heart of the school's operations, and so affirms the importance of leadership. The model gives school leaders, both boards of trustees and professional leaders, substantial power and within some parameters allows them to exercise leadership as they see fit.
308. Research indicates that this ability to exercise school leadership is one of the main attractions for aspirants to principalship in New Zealand. This also means that ideas and new practices gained through leadership development initiatives can be immediately applied in schools.
309. The self-managing schools model has the potential to strengthen community partnerships and enhance local decision-making. It provides schools with the flexibility to respond to local needs and draw on local and regional resources.
310. The education system provides opportunities for schools to align their planning, reporting, self-review, and appraisal processes to improve student outcomes. Each board of trustees works with the school community to produce a charter that has explicit goals and targets for improving student achievement. Many schools also choose to align their appraisal systems with the school's goals and targets.
311. Due to its geographical configuration, New Zealand has a high ratio of schools to total population. Many of these schools are small. This means that primary teachers aspiring to school leadership can win principal positions relatively easily, because of the large number of principal positions advertised in a typical year.
312. Since 2001, the New Zealand Government has expressed commitment to professional learning for principals. This commitment is currently evident in the full funding provided to those opting for beginning principals' induction, and for refreshment of experienced principals. The Ministry of Education's Statement of Intent 2006-2011 identifies *'further developing effective leadership across all levels of the system and its support for effective teaching'* as one of six priorities for education providers over the next five years.

### *Weaknesses in developing system coherence*

313. Just as school self-management gives support to leadership development policy by structurally affirming the importance of school leadership, it also creates a challenge. Autonomy and flexibility are high within the self-managing model, and these are much valued by school leaders. On the other hand, the mechanisms to ensure consistency and equity across schools are weaker, which creates challenges to improving the leadership of school leaders who are in need of development. If school leaders themselves, or their employing boards of trustees, do not recognize the need for leaders to undertake development, the system has no strong levers to require it of them.
314. Although a schooling strategy has been developed in consultation with the sector, further work is required to ensure collective commitment to its priorities.
315. There is a range of standards for developing and assessing school leaders. Boards use at least two sets of standards when appraising teaching principals (those for teachers and those for principals). In addition, each of the national principal development initiatives has its own statement of required competencies.
316. School leaders have multiple accountabilities – to their communities, the Ministry of Education, ERO and NZQA. There has been a significant increase in administration tasks and workload as a whole since the 1989 education reforms. Commentators argue that school leaders are under increasing pressures as rolls for many schools fall, community expectations rise, financial constraints tighten, curriculum changes and student diversity increases. Both middle leadership and principalship appear to have become less desirable occupations as the complexity and workload demands of these roles have increased.

### *Weaknesses in developing system capability*

317. Within a self-managing model, expectations of boards of trustees are high. Not all boards have the capability to meet these expectations nor are they necessarily fully aware of their responsibilities as employers to encourage their professional leaders to undertake development. Some support is available for boards including training delivered through the New Zealand School Trustees Association.
318. Although schools are required to have planning, reporting, self-review and appraisal processes in place, there are few mechanisms for ensuring that these are effective and aligned. There is wide variance across schools in the effectiveness of these systems individually and collectively.
319. Each school is charged with developing its own systems and processes to ensure that the school complies with a variety of regulations. These administrative requirements contribute to the 'system overload' which is often spoken about by principals. A consequence is that principals are not always spending the time required to function effectively in their role as a professional leader.
320. New Zealand has many rich sources of student achievement data. However, there are few mechanisms for bringing this data together in a meaningful way for policy development purposes. There is also no national data on key human resource issues (i.e. number and quality of applicants for school leadership positions, including principals).
321. The age profile for principals may suggest a need for a greater rate of recruitment in the next decade. The reported lack of enthusiasm for school leadership more generally among New Zealand's teachers may signal a challenge for leadership development policy.



322. New Zealand's boards of trustees and principals are responsible for the management of school finances, property, staff and resources. The principal is the board's chief executive to whom the responsibilities are largely delegated. The principal is also the educational leader in the school. Principals' organisations report their members feel pressured by the increasing complexity and breadth of the role, as well as rising expectations.
323. With many small schools employing teaching principals, those filling these positions face a constant demand to balance teaching and management responsibilities. Role conflict in these positions becomes heightened in times of both curriculum reform and increasing accountability. This double demand of the teaching principal position reduces the attractiveness of small school principalship to potential applicants.
324. Many appointees to primary school principalship, particularly in rural areas, have little previous leadership or management experience. Some struggle to develop these skills in the early months in the job. In cities, there is an expectation that principals have strong management skills. There is also a reluctance by boards to appoint anyone who has not had experience in larger schools. Many small school principals have difficulty winning non-teaching principal positions in urban areas. Thus, small school principalship today is regarded as more of a career stop than the career step it has traditionally been viewed.
325. The challenge this creates for policy development is that any response is likely to require initiatives which are tailored to the specific needs of urban and rural schools. Policy must also address the future supply challenges which are anticipated for kura / wharekura and schools which are rural, isolated or with a high Māori population.
326. Within primary schools career structures are unclear. In these schools, teachers feel there is little opportunity for leadership outside the formal positions of principal, and her/his deputy(ies). In secondary schools, the workload of heads of department is such that there is a decreasing pool of applicants for middle leadership. Government and the New Zealand School Trustees Association are currently in discussion with both primary and secondary teacher unions about developing a framework for in-school professional support and better articulated career structures.
327. New Zealand has no programme for aspiring principals yet, despite running a pilot over 2004 and 2005. Nor does it have a nationally consistent programme for middle leadership development. The lack of proper preparation for those assuming the first step into principalship may be another disincentive for teachers to begin on a career path towards school leadership.
328. Principal appointment and appraisal approaches are the responsibility of boards of trustees. In making appointments boards will prioritize their own school interest, rather than the interest of the wider network. The Ministry of Education has little capacity to strengthen regional networks of schools, unless there is clear evidence that individual schools in the network are consistently failing.

## **7.2 System coherence and capability: anticipated trends and changes in policy development**

### ***System Coherence Priorities***

329. In 2007, the Minister of Education launched a strategy focused upon personalizing learning. Personalizing learning aims to ensure that students are equipped with the knowledge, skills and attributes to contribute and participate in a knowledge society. The personalizing learning agenda will also integrate and align aspects of the Ministry's work, including the focus upon strengthening school leadership.

330. The Best Evidence Synthesis (BES) on educational leadership is due to be released late in 2007. An outcome of this BES is the development of a 'health of the system' model. This model will provide a basis for further analysis of system coherence and system capability, and an initial analysis of how our education system supports pedagogical leadership. Findings from this analysis are expected to improve policy development, system design, and inform all stakeholders.
331. The Ministry is working with the sector to gain agreement around a Kiwi Leader for Principals (KLP) initiative. The KLP highlights the distinctive characteristics of school leadership in a range of New Zealand settings. It aims to build agreement around how the profession of principalship might be grown and sustained more effectively in the future. The KLP will also integrate the threads of practitioner experience, policy and research evidence.
332. A revised English medium national curriculum is being developed and should be released in the second half of 2007. The curriculum provides a national vision for what young people should learn, while expecting local schools to design school-based curricula which builds off local resources and meets the needs of their students.

### *System Capability Priorities*

333. Government is committed to self-managing schools. The Ministry of Education is preparing to review policy arrangements and support structures surrounding self-managing schools. The review will look at the strengths and weaknesses of the current self-management system, and provide recommendations for its improvement.
334. New Zealand principals spend significantly more time on administrative tasks than principals of other OECD countries. The Ministry of Education is working to reduce compliance activities and costs for schools. This will allow school leaders to be more focused upon their school's core activity of teaching and learning.
335. The Ministry of Education is seeking to improve support for aspiring principals. The purpose of this support would be to better prepare teachers for principalship, so that student learning outcomes are enhanced by ensuring that every school can appoint a quality principal from a pool of well prepared applicants. It will also strengthen the career pathways for teachers by introducing a clear stepping stone between teaching and principalship.
336. In early 2006 the New Zealand Ministry of Education invited all its current principal development providers and the representatives of key stakeholder groups to a National Leadership 'Hui' (extended meeting). This was the first meeting of all providers and stakeholders. The purpose of the hui was to create better alignment across the work of the different initiatives for principal support and development. A key outcome was a commitment to develop regional networks amongst providers, principal groups and regional ministry personnel. In late 2006 and early 2007 these regional networks have been used as 'Think Tanks' to help develop the draft document to be used as the basis for the Kiwi Leadership for Principals initiative.
337. The Longer Term Work Programme is a collaboration among the Ministry of Education, teacher unions and New Zealand School Trustees Association. Among other things, this programme seeks to establish clear career pathways for those who remain in or contribute to classroom teaching and/or management. A major focus of the programme is the strengthening of the knowledge, skills and attributes of the teachers and school leaders to improve the quality of and support for teaching, and learning outcomes of all students.
338. The Ministry of Education is currently working with sector groups to review the funding made available to schools in their operations grants. Key outcomes from this review are likely to

impact upon schools purchasing of ICT, the employment of teachers aides, and further support for the administration of principals.

## GLOSSARY

ACE	Adult and Community Education
BES	Best Evidence Synthesis
CEC	Collective Employment Contact
CRT	Classroom release time
EHSAS	Extending High Standards Across Schools
ERO	Education Review Office
FTP	First Time Principals (Programme)
FTTE	Full Time Teacher Equivalent
ICT	Information and Communication Technology
NAGS	National Administration Guidelines
NCEA	National Certificate of Educational Achievement
NEGS	National Education Goals
NEMP	National Education Monitoring Project
NZCER	New Zealand Council for Educational Research
NZEI	New Zealand Educational Institute
NZPF	New Zealand Principals' Federation
NZQA	New Zealand Qualifications Authority
NZSTA	New Zealand School Trustees Association
PDPC	Principals' Development and Planning Centre
PPTA	Post Primary Teachers' Association
SALTAL	Self Assessment for Leadership of Teaching and Learning
SCT	Specialist Classroom Teacher
SEA	School Entry Assessment
SPANZ	Secondary Principals Association of New Zealand

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LeadSpace

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MOE

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Statistics New Zealand

[www.stats.govt.nz](http://www.stats.govt.nz)

TEC

[www.tec.govt.nz](http://www.tec.govt.nz)



## APPENDIX 1 – ADDITIONAL TABLES (CHAPTER 2)

### Number of students by school type, 1994 and 2000-2004

School Type	1994	2000	2001	2002	2003	2004
Primary						
State full primary	146 682	170 070	169 654	171 121	172 200	169 839
State contributing	199 850	215 509	213 213	212 291	213 959	212 360
State intermediate	55 492	58 852	60 382	63 507	64 517	61 908
Independent primary and intermediate	6 520	5 773	6 242	6 327	6 106	6 089
Subtotal	408 544	450 204	449 491	453 246	456 782	450 196
Composite						
State composite	11 468	21 084	21 861	22 534	22 974	24 452
Correspondence	10 513	8 119	8 839	9 135	7 872	7 996
Independent composite	11 531	11 734	12 004	12 767	13 936	14 816
Subtotal	33 512	40 937	42 704	44 436	44 782	47 264
Secondary						
State Year 9–15	188 927	189 979	191 983	198 725	206 337	210 650
State Year 7–15	33 239	39 871	39 997	40 770	42 431	45 627
Independent Year 7–15 and Year 9–15	6 279	6 585	7 501	8 498	8 818	8 245
Subtotal	228 445	236 435	239 481	247 993	257 586	264 522
Special						
State special	1 816	2 010	2 215	2 379	2 574	2 646
Independent special	81					
Other Vote Education	173	103	33	30	31	26
Subtotal	2 070	2 113	2 248	2 409	2 605	2 672
<b>Total</b>	<b>672 571</b>	<b>729 689</b>	<b>733 924</b>	<b>748 084</b>	<b>761 755</b>	<b>764 654</b>

### Number of students by ethnicity, July 2004

Ethnicity	2004	2000–2004
		% Change
European/Pākehā	453 473	-3.1
New Zealand Māori	160 732	9.4
Samoan	30 330	9.6
Cook Islands Māori	10 117	13.2
Tongan	12 843	22.7
Niuean	3 902	8.1
Fijian	2 704	27.9
Tokelauan	1 525	28.7
Other Pasifika	2 700	12.3
Subtotal - Pasifika	64 121	13.7
South East Asian	7 848	18.3
Indian	17 517	62.9
Chinese	17 684	29.7
Other Asian	15 688	38.3
Subtotal - Asian	58 737	38.6
Other	13 048	52.5
NZAID* & FFP**	14 543	94.9
<b>Total</b>	<b>764 654</b>	<b>4.8</b>

\*New Zealand Agency for International Development Scholarship

\*\* Foreign fee-paying students

**Number of students by age 1994, and 2000-2004**

<b>Age in Years</b>	<b>1994</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
5	57 076	56 510	55 229	55 087	56 818	55 508
6	56 314	58 351	58 143	57 692	57 754	58 442
7	53 593	59 509	58 338	58 880	58 568	58 205
8	52 662	60 317	59 434	59 068	59 886	58 984
9	51 842	62 166	60 478	60 398	60 228	60 369
10	51 506	60 889	62 329	61 653	62 124	60 874
11	50 310	58 705	60 849	63 204	62 471	61 936
12	50 270	57 822	59 009	61 937	64 046	62 822
13	51 259	55 086	57 790	59 337	62 388	64 260
14	51 483	53 942	55 043	58 325	59 991	62 490
15	50 377	51 466	52 187	53 929	56 847	58 138
16	43 204	44 364	43 871	44 697	46 821	48 860
17	32 135	32 460	32 132	32 659	33 738	35 412
18	8 733	8 649	8 735	9 625	9 803	9 251
19 and over	11 713	9 453	10 357	11 593	10 272	9 103
under 5*	94					
<b>Total</b>	<b>672 571</b>	<b>729 689</b>	<b>733 924</b>	<b>748 084</b>	<b>761 755</b>	<b>764 654</b>

\* Children aged less than 5 at special schools prior to 1996.

**Actual staff (FTE\*) at state schools by school type and gender 2000-2004**

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>		
					Male	Female	Total
Primary	23 095	23 362	23 358	23 616	4 586	18 991	23 577
Composite	1 418	1 485	1 572	1 691	610	1 185	1 795
Correspondence	298	318	290	290	72	213	286
Secondary	15 219	15 374	15 596	16 485	7 657	9 622	17 279
Special	661	743	764	799	168	666	835
<b>Total</b>	<b>40 691</b>	<b>41 282</b>	<b>41 579</b>	<b>42 881</b>	<b>13 093</b>	<b>30 678</b>	<b>43 771</b>

\* Full-time teacher equivalent

\*\* Totals may not add due to rounding.

**Ratio of students to teaching staff at state schools 2000-2004**

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Overall ratio*</b>					
Primary/intermediate	19.4	19.0	19.1	19.1	18.8
Composite	14.8	14.3	14.0	13.5	13.4
Secondary	15.5	15.5	15.7	15.4	15.2
<b>General classroom ratio</b>					
Primary/intermediate	22.5	22.5	22.5	22.7	23.1
Composite	18.4	18.2	18.2	17.6	16.7
Secondary	18.3	18.4	18.8	18.6	18.4

Note: The primary and intermediate ratios are based on July rolls while secondary and composite ratios are based on March rolls.

\* Includes management, special education teachers and other teachers.

## APPENDIX 2 – PROFESSIONAL STANDARDS PRINCIPALS

### (i) Interim professional standards for primary principals

<b>Dimension</b>	<b>Standards</b>
<b><i>Professional leadership</i></b>	<ul style="list-style-type: none"> <li>• demonstrates a thorough understanding of current approaches to effective teaching and learning across the curriculum</li> <li>• provides professional direction to the work of others by encouraging vision and innovation in classroom practice and school organisation</li> <li>• analyses and makes effective, timely responses to school self-review, external audits, and outcomes of student learning</li> <li>• understands, and applies where appropriate, current practices for effective management from both within and beyond education</li> <li>• fulfils the role of chief executive to the board as outlined in the performance agreement</li> <li>• reflects on own performance appraisal and demonstrates a commitment to own ongoing learning in order to improve performance</li> </ul>
<b><i>Strategic management</i></b>	<ul style="list-style-type: none"> <li>• understands the implications of New Zealand's changing cultural, social and economic context and ensures that these changes are reflected in the school's strategic planning</li> <li>• actively works towards the development of a shared vision for the future of the school, which identifies priorities and targets for:               <ul style="list-style-type: none"> <li>• addressing barriers to learning</li> <li>• fostering high achievement of students</li> <li>• employing teachers of the highest quality available</li> <li>• focusing the school on continued improvement</li> </ul> </li> <li>• makes progress towards achieving the vision through the effective management of available resources</li> </ul>
<b><i>Staff management</i></b>	<ul style="list-style-type: none"> <li>• staffs the school to support effective delivery of the curriculum, the implementation of the charter and improved learning outcomes for students</li> <li>• establishes procedures and practices to maintain and improve staff effectiveness through appropriate recruitment, supervision, performance management, provision of professional development and encouragement of self-development</li> <li>• motivates and supports staff to improve the quality of teaching and learning</li> </ul>
<b><i>Relationship management</i></b>	<ul style="list-style-type: none"> <li>• fosters relationships between the school and its community</li> <li>• demonstrates an understanding of, and is responsive to, the diverse concerns and needs of students, parents, staff, board, community, government and non-government agencies</li> <li>• communicates effectively both orally and in writing to a range of audiences</li> <li>• manages conflict effectively and actively works to achieve solutions</li> <li>• represents the school and acts to achieve its objectives</li> </ul>
<b><i>Financial and asset management</i></b>	<ul style="list-style-type: none"> <li>• effectively and efficiently uses available financial resources and assets to support improved student learning outcomes</li> <li>• operates an effective budget planning system and works within available resources</li> <li>• works effectively and efficiently with the board of trustees in controlling, monitoring and reporting on the use of finances and assets</li> </ul>
<b><i>Statutory and reporting requirements</i></b>	<ul style="list-style-type: none"> <li>• complies with all relevant statutes and regulations, and with monitoring and reporting requirements.</li> </ul>

(ii) **Revised professional standards for secondary and area school principals**

<b><i>Professional leadership</i></b>	<ul style="list-style-type: none"><li>• demonstrates a thorough understanding of current approaches to effective teaching and learning</li><li>• provides professional direction to the work of others by encouraging vision and innovation in classroom practice and school organisation</li><li>• analyses and makes effective, timely responses to school self-review, external audits, and outcomes of student learning</li><li>• understands, and applies where appropriate, current practices for effective management from both within and beyond education</li><li>• fulfils the role of chief executive to the board as outlined in the performance agreement</li><li>• reflects on own performance appraisal and demonstrates a commitment to own ongoing learning in order to improve performance</li></ul>
<b><i>Strategic management</i></b>	<ul style="list-style-type: none"><li>• understands the implications of the changing cultural, social and economic context of the school's community and ensures that these changes are reflected in the school's strategic planning</li><li>• actively works towards the development of a shared vision for the future of the school, which identifies priorities and targets for:<ul style="list-style-type: none"><li>• addressing barriers to learning</li><li>• fostering high achievement of students</li><li>• employing teachers of the highest quality available</li><li>• focusing the school on continued improvement</li><li>• makes progress towards achieving the vision through the effective management of available resources</li></ul></li></ul>
<b><i>Staff management</i></b>	<ul style="list-style-type: none"><li>• manages the staff of the school, within available resources to support effective delivery of the curriculum, the implementation of the charter and improved learning outcomes for students</li><li>• establishes procedures and practices to maintain and improve staff effectiveness through appropriate recruitment, supervision, performance management, provision of professional development and encouragement of self-development</li><li>• motivates and supports staff to improve the quality of teaching and learning</li></ul>

<b>Dimension</b>	<b>Standards</b>
<i>Relationship management</i>	<ul style="list-style-type: none"> <li>• fosters relationships between the school and its community</li> <li>• creates a teaching and learning environment that is perceived as safe and supportive by students, teachers, parents, boards of trustees and the community</li> <li>• demonstrates an understanding of, and is responsive to, the diverse concerns and needs of students, parents, staff, board of trustees and the community, and the policies of the Government</li> <li>• communicates effectively both orally and in writing to a range of audiences</li> <li>• manages conflict effectively and actively works to achieve solutions</li> <li>• represents the school and acts to achieve its objectives</li> </ul>
<i>Financial and asset management</i>	<ul style="list-style-type: none"> <li>• effectively and efficiently uses available financial resources and assets to support improved student learning outcomes</li> <li>• manages an effective budget planning system, in association with the board of trustees, and works within available resources</li> <li>• works effectively and efficiently with the board of trustees in controlling, monitoring and reporting on the use of finances and assets</li> </ul>
<i>Statutory and reporting requirements</i>	<ul style="list-style-type: none"> <li>• works with the board to ensure compliance with all relevant statutes and regulations, and with monitoring and reporting requirements.</li> </ul>

### APPENDIX 3 – NATIONAL EDUCATION GOALS

- 1 The highest standards of achievement, through programmes which enable all students to realise their full potential as individuals, and to develop the values needed to become full members of New Zealand's society.
- 2 Equality of educational opportunity for all New Zealanders, by identifying and removing barriers to achievement.
- 3 Development of the knowledge, understanding and skills needed by New Zealanders to compete successfully in the modern, ever-changing world.
- 4 A sound foundation in the early years for future learning and achievement through programmes which include support for parents in their vital role as their children's first teachers.
- 5 A broad education through a balanced curriculum covering essential learning areas. Priority should be given to the development of high levels of competence (knowledge and skills) in literacy and numeracy, science and technology and physical activity.
- 6 Excellence achieved through the establishment of clear learning objectives, monitoring student performance against those objectives, and programmes to meet individual need.
- 7 Success in their learning for those with special needs by ensuring that they are identified and receive appropriate support.
- 8 Access for students to a nationally and internationally recognised qualifications system to encourage a high level of participation in post-school education in New Zealand.
- 9 Increased participation and success by Māori through the advancement of Māori education initiatives, including education in Te Reo Māori, consistent with the principles of the Treaty of Waitangi.
- 10 Respect for the diverse ethnic and cultural heritage of New Zealand people, with acknowledgment of the unique place of Māori, and New Zealand's role in the Pacific and as a member of the international community of nations.

## APPENDIX 4 – NATIONAL ADMINISTRATION GUIDELINES

### NAG 1

Each Board, through the principal and staff, is required to:

- (i) develop and implement teaching and learning programmes:
  - (a) to provide all students in years 1-10 with opportunities to achieve for success in all the essential learning and skill areas of the New Zealand curriculum;
  - (b) giving priority to student achievement in literacy and numeracy, especially in years 1-4;
  - (c) giving priority to regular quality physical activity that develops movement skills for all students, especially in years 1-6;
- (ii) through a range of assessment practices, gather information that is sufficiently comprehensive to enable the progress and achievement of students to be evaluated; giving priority first to:
  - (a) student achievement in literacy and numeracy, especially in years 1-4; and then to:
  - (b) breadth and depth of learning related to the needs, abilities and interests of students, the nature of the school's curriculum, and the scope of the New Zealand curriculum (as expressed in the National Curriculum Statements);
- (iii) on the basis of good quality assessment information, identify students and groups of students;
  - (a) who are not achieving;
  - (b) who are at risk of not achieving;
  - (c) who have special needs<sup>3</sup>, and
  - (d) aspects of the curriculum which require particular attention;
- (iv) develop and implement teaching and learning strategies to address the needs of students and aspects of the curriculum identified in (iii) above;
- (v) in consultation with the school's Māori community, develop and make known to the school's community policies, plans and targets for improving the achievement of Māori students;
- (vi) provide appropriate career education and guidance for all students in year 7 and above, with a particular emphasis on specific career guidance for those students who have been identified by the school as being at risk of leaving school unprepared for the transition to the workplace or further education/training.

### NAG 2

Each Board of Trustees, with the principal and teaching staff, is required to:

- (i) develop a strategic plan which documents how they are giving effect to the National Education Guidelines through their policies, plans and programmes, including those for curriculum, assessment and staff professional development;
- (ii) maintain an on-going programme of self-review in relation to the above policies, plans and programmes, including evaluation of information on student achievement;
- (iii) report to students and their parents on the achievement of individual students, and to the school's community on the achievement of students as a whole and of groups (identified through 1(iii) above) including the achievement of Māori students against the plans and targets referred to in 1(v) above.

### NAG 3

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<sup>3</sup> Including gifted and talented students

According to the legislation on employment and personnel matters, each Board of Trustees is required in particular to:

- (i) develop and implement personnel and industrial policies, within policy and procedural frameworks set by the Government from time to time, which promote high levels of staff performance, use educational resources effectively and recognise the needs of students;
- (ii) be a good employer as defined in the State Sector Act 1988 and comply with the conditions contained in employment contracts applying to teaching and non-teaching staff.

#### NAG 4

According to legislation on financial and property matters, each Board of Trustees is also required in particular to:

- (i) allocate funds to reflect the school's priorities as stated in the charter;
- (ii) monitor and control school expenditure, and ensure that annual accounts are prepared and audited as required by the Public Finance Act 1989 and the Education Act 1989;
- (iii) comply with the negotiated conditions of any current asset management agreement, and implement a maintenance programme to ensure that the school's buildings and facilities provide a safe, healthy learning environment for students.

#### NAG 5

Each Board of Trustees is also required to:

- (i) provide a safe physical and emotional environment for students;
- (ii) comply in full with any legislation currently in force or that may be developed to ensure the safety of students and employees.

#### NAG 6

Each Board of Trustees is also expected to comply with all general legislation concerning requirements such as attendance, the length of the school day, and the length of the school year.



**APPENDIX FIVE- EDUCATION REVIEW OFFICE INDICATORS**  
**Governing and Managing the School (Process indicators)**

<i>Indicator</i>	<i>Rationale</i>	<i>Evidence could include</i>	<i>Research information</i>
Professional leadership	Effective leaders can play a key role in articulating a vision and direction for the school. Professional leadership is not the role of the principal alone: leadership roles occur school-wide and contribute to school performance	<p>Professional leadership is focused on learning, including the use of assessment data to improve teaching.</p> <p>There is an alignment of resources, policies and practices to ensure quality teaching in classrooms across the school.</p> <p>The school has an inclusive culture and partnerships for learning with parents.</p> <p>The school has collaborative decision-making processes within a culture of ongoing learning.</p> <p>Leadership is monitored and evaluated effectively and the results are used for overall improvement and staff development.</p> <p>The board provides access to effective and well-targeted professional development that balances the needs of the national curriculum, the school as a whole, and the needs of the people in leadership roles.</p>	<p>Links have been made (Lingard &amp; Mills, 2002) between effective schools and leadership that:</p> <ul style="list-style-type: none"> <li>• is supportive of teachers and students;</li> <li>• encourages innovation and risk taking; and</li> <li>• maintains a strong focus on student learning.</li> </ul> <p>Evidence from many school effectiveness studies demonstrates that strong, positive leadership is an important contributory factor to school effectiveness (Harris, 1999).</p> <p>While there has been a substantial focus on effective leadership in the effective schools research literature, this is not always linked to student achievement.</p> <p>In the 1991 IEA Reading Literacy study, students achieved significantly more highly when their school principals were involved in the evaluation and development of their teachers' teaching of reading.</p>

<p>Day-to-day management</p>	<p>A school that is well managed is likely to use resources more effectively in support of its goals.</p>	<p>Day-to-day management is efficient and appropriately delegated.</p> <p>Māori staff have the opportunity to be involved in day-to-day management, especially issues relating to Māori families.</p> <p>Where the size of the school permits, those with high level strategic responsibilities are not diverted by excessive involvement in day-to-day matters.</p> <p>There is appropriate and well-targeted use of technology in supporting robust day-to-day management practices.</p> <p>The management of the school has good processes for maintaining effective relationships with other agencies and community groups that enable the school to draw on external resources and expertise where appropriate.</p>	
<p>School-wide planning</p>	<p>Effective planning helps to provide overall directions for the school, and ensure that school activities are carried out in support of these directions.</p> <p>New planning and reporting requirements for schools have recently been introduced in the Education Act.</p>	<p>Strategic and other planning is based on the evaluation and use of student achievement data.</p> <p>The board and management have a robust and consultative process for developing a strategic intent and this process is followed through.</p> <p>The board and management have a process for planning the deployment of resources on an annual basis in a way that is compatible with the broader strategic intent.</p> <p>There are processes for assessing likely future changes and trends and incorporating these assessments into the planning process.</p>	<p>Research has shown that planning can lead to improved performance and service quality (La Vigna, Willis, Shaull, Abedi &amp; Sweitzer, 1994).</p>

		<p>The school's planning includes goals and targets relating to Māori students.</p> <p>There is a process for assessing and managing risks, especially health and safety risks.</p> <p>There are processes for making timely decisions on long lead-time projects, such as the provision of teaching accommodation.</p>	
Review and development	Self review is a key mechanism through which schools can gather and analyse information on the effectiveness of what they do and use the results to improve the quality of their policies and programmes	<p>The school uses student achievement data (including separated Māori and Pacific student achievement data) as an explicit basis for its self review, and analyses changes over time. Other relevant data such as student and parent perceptions of the usefulness of what is taught, and student retention and destination data are also used where appropriate.</p> <p>The school collects, analyses and uses valid and reliable information for self-review purposes.</p> <p>The school adopts a coherent approach to self review that focuses on strategic planning, and incorporates review of policies, plans and programmes, curriculum review and staff appraisal.</p> <p>The school uses the results of self review to feed into the planning process and contribute to educational improvement.</p>	McBeath, Boyd, Rand & Bell (1996) found that there are considerable benefits to be gained from schools evaluating their own experiences, successes and priorities for future development.
Resource management	This indicator contributes to the efficient use of resources for well-targeted programmes.	<p>The board complies with required financial management processes (ERO's processes for checking these are set out in the Board Assurance Statement).</p> <p>The board has a robust process for well targeted budgeting.</p>	Research has found that effective schools tend to manage their resources to the advantage of the whole school and to the advantage of all students (Harris, Jamieson & Russ, 1995).

		Resources are allocated appropriately to meet the identified needs of Māori students and to support the promotion of the bicultural development of all students.	
Personnel management	The quality of teaching has a key role in influencing student achievement. The quality of a school's personnel management is likely to influence positively the recruitment, retention and development of high quality teachers.	<p>The board complies with required personnel management processes (ERO's processes for checking these are set out in the Board Assurance Statement).</p> <p>Teaching throughout the school is effectively evaluated and monitored and the results are used for overall improvement and staff development.</p> <p>The board provides access to effective and well-targeted professional development programmes that balance the needs of the national curriculum, the school as a whole and the individual teacher</p> <p>The school has capabilities and competencies among staff that are appropriate to the needs of Māori students.</p> <p>The board's appointment procedures are robust and fair.</p> <p>The school's induction procedures are of high quality.</p>	<p>Teacher professional development can vary widely in effectiveness. Evaluative evidence about the impact on junior students' achievement of professional development in the Numeracy Project and the 'Picking up the Pace' flexible literacy approach has shown marked and dramatic impacts on student achievement (Phillips, McNaughton &amp; MacDonald, 2001).</p> <p>Research on professional development has identified that the characteristics of robust programmes are:</p> <ul style="list-style-type: none"> <li>• systematic identification of needs;</li> <li>• a focus on the reality of the classroom;</li> <li>• links to the gathering of high quality assessment data;</li> <li>• the use of action research (ie the embedding of professional development into normal practice);</li> <li>• a school-based approach fostering collaborative practice;</li> <li>• good facilitation;</li> <li>• the involvement of school leadership;</li> <li>• involvement of the wider community; and</li> <li>• rigorous evaluation of programme effectiveness.</li> </ul>