



New Zealand

Education for All 2015 National Review

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New Zealand Report

on the

National Education For All 2015 Review

Please note: This report is based on data available up to August 2014

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Acronyms and abbreviations

ALL	Adult Literacy and Life Skills Survey
ECE	Early Childhood Education
EDUCANZ	Education Council of Aotearoa New Zealand
EFA	Education For All
ENZ	Education New Zealand
ERO	Education Review Office
ESOL	English for Speakers of Other Languages
EPF	Engaging Priority Families
IALS	International Adult Literacy Survey
Ministry	Ministry of Education
NCEA	National Certificate of Educational Achievement
NZC	The New Zealand Curriculum
NZSL	New Zealand Sign Language
NZQA	New Zealand Qualifications Authority
NZQF	New Zealand Qualifications Framework
NZTC	New Zealand Teachers Council
ORS	Ongoing Resourcing Scheme
PACT	Progress and Consistency Tool
PB4L	Positive Behaviour for Learning
PAI	Public Achievement Information
PIRLS	Progress in International Reading Literacy Study
PISA	Programme for International Student Assessment
RTLB	Resource Teacher: Learning and Behaviour
SAF	Student Achievement Function
TAP	Targeted Assistance for Provision
TEC	Tertiary Education Commission

Glossary

<i>A'oga Amata</i>	Pacific Island language learning settings for children of early childhood education age
<i>Aotearoa</i>	Māori language term for New Zealand
<i>Hapū</i>	subtribe, or clan, functions as the basic political unit within Māori society
<i>Iwi</i>	Descriptor for a network of people with shared genealogy/ancestry, culture and language/dialect (tribe)
<i>Ka Hikitia</i>	The Ministry of Education's Māori Education Strategy
<i>Kaiako</i>	Māori language term for teacher
<i>Kōhanga Reo</i>	Māori language learning settings for children of early childhood education age
<i>Kura</i>	Māori language immersion school. This includes <i>Kura Kaupapa</i> , <i>Kura Tuakana</i> , <i>Kura Teina</i> , <i>Kura Tuatahi</i> , <i>Kura Arongatahi</i> , and <i>Kura ā-Iwi</i>
<i>Kura Hourua</i>	Partnership Schools
<i>Māori</i>	The indigenous people of New Zealand
<i>Mātauranga Māori</i>	Indigenous knowledge
<i>Ngā Whanaketanga Rumaki Māori</i>	Set of progressions aligned to the curriculum for literacy (matatini) and numeracy (pāngarau) and introduced in the Māori-medium sector for primary education (Years 1 to 8)
<i>Pākehā</i>	Māori language term for New Zealanders who are of 'European descent'
<i>Pasifika</i>	'Umbrella' term used by the Ministry of Education to refer to Pacific peoples. These peoples are generally taken to include indigenous people from South Pacific Islands such as the Cook Islands, Fiji, Kiribati, New Caledonia, Niue, Tokelau, Tonga, Samoa, the Solomon Islands, and Vanuatu
<i>Priority learners</i>	The Ministry refers to priority learners as Māori and Pasifika students, students from low socio-economic backgrounds, and students with special education needs
<i>Te Marautanga o Aotearoa</i>	The curriculum used in Māori-medium settings since 2008

<i>Tamariki</i>	Māori language term for children
<i>Te Aho o Te Kura Pounamu (or Te Kura)</i>	The New Zealand Correspondence School
<i>Te Reo Māori</i>	The study of the Māori language, both oral and written
<i>Te Whāriki</i>	Early Childhood Education Curriculum, 'whāriki' meaning 'the woven mat'
<i>Tiriti o Waitangi</i>	Treaty of Waitangi - signed in 1840 by representatives of the British Crown and certain Māori chiefs, it is considered a founding document of New Zealand. The Treaty acknowledges Māori as the indigenous people and commits the Crown to protecting Māori language, values and cultural practices.
<i>Wānanga</i>	A publicly owned tertiary institution that provides education in a Māori cultural context
<i>Whānau</i>	Term used to describe a family unit linked by genealogy/ancestry, culture and language/dialect, and groups of people who share a common purpose

1. Introduction

New Zealand is pleased to present its contribution to the National Education For All (EFA) 2015 Review in Asia-Pacific. This report is based on data available up to August 2014.

This is the first EFA report submitted by New Zealand and it considers the extent to which the six EFA goals have been achieved since the year 2000, with an emphasis on most recent data and initiatives, and changes over the past few years. The report has been prepared by the Ministry of Education, by reviewing available data, programmes and initiatives relative to suggested indicators for each EFA goal.

This report has been developed in line with the *Education For All National EFA 2015 Review Guidelines* and is presented in five parts, describing New Zealand's key challenges in achieving quality education for all; its education priorities; and improvements made in the areas of the six goals. It also identifies key focus areas and prospects for a post-2015 education agenda.

New Zealand's commitment to Education For All

New Zealand is a member state of UNESCO and as such is committed to Education For All, UNESCO's priority in the field of education. The New Zealand Government endorsed the 2000 Dakar Framework for Action which proposed 12 major strategies and set six major goals to achieve quality education for all by 2015. Strategy number eleven of the Framework suggests countries '*systematically monitor progress towards EFA goals and strategies at the national, regional and international level*'.

The EFA goals (Appendix 1) were further enhanced in September 2000 when 189 nations, including New Zealand, came together at the United Nations Millennium Summit and endorsed the Millennium Declaration which set out the eight Millennium Development Goals (MDGs) (Appendix 2). The Millennium Development Goals 2 and 3 - achieve universal primary education, and promote gender equality and empower women – are directly related to EFA and share the same target date of 2015.

New Zealand's education system is intended to provide equitable opportunities for all people regardless of gender, ethnicity, or social and economic background, and to reflect its unique and diverse society. This intention is supported by specific policies aimed at lifting the achievement of particular vulnerable groups. While New Zealand does not have a stand-alone EFA plan, the principles underpinning the goals are reflected in both law and policy in New Zealand.

2. Key challenges, education priorities, and focus of the report

This section of the report provides the context for and focus of New Zealand's reporting on EFA. It highlights key challenges and education priorities, and discusses key policies, strategies, and programmes that aim to ensure the education system caters for all learners. These are referenced in Section 3, where progress towards the EFA goals is described.

New Zealand is committed to ensuring that every child receives a quality education through early childhood education (ECE) services, schools, and tertiary providers. The 1989 Education Act (the Act) provides for free education at primary and secondary schools for students aged from 5-19, and attendance is compulsory from ages 6 until 16.

The Ministry of Education's (the Ministry) role is to lead advice to Government on the education system, and work with the education sector to ensure that the education system delivers for all New Zealanders. This means having an education system that provides every learner with the opportunity to gain skills and knowledge to realise their unique potential and succeed in their lives. Te Tiriti o Waitangi/the Treaty of Waitangi (the Treaty), as a founding document of New Zealand, is a crucial driver for the way the Ministry acts and engages with significant stakeholders including iwi/tribe. In education, it provides legal protection for Māori learners' rights to achieve true citizenship as descendants of their iwi/tribe through gaining a range of vital skills and knowledge, as well as protecting te reo Māori (the Māori language). It is one of the principles of *The New Zealand Curriculum* (discussed on page 9 of this Section).

Although the New Zealand education system performs above average internationally, it has an unacceptably wide spread of achievement. Outcomes overall are poorer for Māori students, Pasifika students, and students from low socio-economic backgrounds. Statistics show clear and persistent overrepresentation of these learners in some of the critical negative educational indicators such as low levels of literacy and numeracy achievement, truancy, early exit from schooling and leaving with no or low school qualifications. Students with special education needs are over-represented among those students that the system has struggled to support.

This is a system issue that the Ministry is working to address. The education system must meet the needs of these students, and deliver education in ways that reflect and affirm their identity, language and culture. It is known that engaging parents, whānau/families and the communities around these students in education in positive and affirming ways makes a significant difference to student achievement.

Improved outcomes for Māori students, Pasifika students, students from low socio-economic backgrounds, and students with special education needs is one of two priorities in the Ministry's 2013-2018 Statement of Intent, and a focus of this report. The second priority is to maximise the contribution of education to the economy. It is through improved outcomes for these priority learners that overall system performance will improve, and education's contribution to the economy will be strengthened.

The Ministry's priorities are strongly inter-linked with the Government's Better Public Service Targets to improve outcomes for New Zealanders, which were announced in 2012. Three out of 10 were concerned with educational goals:

- Increasing participation in ECE to 98% by 2016

- Increasing the proportion of 18 year olds achieving NCEA Level 2¹ or an equivalent qualification to 85% in 2017
- Increasing the proportion of 25 to 34 year olds with advanced trade qualifications, diplomas and degrees (at NZQF Level 4² or above) to 55% in 2017.

These are described in more detail in Section 3 (and an overview of schooling in New Zealand and the New Zealand Qualifications Framework can be found in Appendices 3 and 4 of this report). They drive the Ministry's activities that will directly contribute to achievement of these targets and deliver improved outcomes.

An education system overview

New Zealand's education system has three levels – early childhood education, schooling, and tertiary education – across which students can follow a variety of flexible pathways.

The education system is designed to recognise different abilities, religious beliefs, ethnic groups, income levels, ideas about teaching and learning, and allows education providers to develop their own special characters.

New Zealand has a devolved school system. The 1989 Education Act established self-managing schools as Crown entities³ and gave responsibility for the administration and management of schools, including employment of staff, to elected Boards of Trustees. These are elected by the local communities and have the discretion to run schools as they see fit within the national policy, regulatory and legal framework.

Most schools teach in English (English-medium), but some also teach partly or mainly in the Māori language (Māori-medium). Kura Kaupapa Māori and Kura ā-Iwi are schools in which the principal language of instruction is Māori and education is based on Māori culture and values.

Tertiary education is mainly offered through state tertiary institutions, such as universities and polytechnics, or private training establishments.

New Zealand has strong quality assurance systems which ensure consistent, high quality education across all levels of the education system, both public and private.

¹ The National Certificate of Educational Achievement (NCEA) is the national senior secondary school qualification and part of the New Zealand Qualifications Framework. Students are able to achieve the NCEA at three levels via a wide range of courses and subjects, both within and beyond the traditional school curriculum. For most students, the three levels of the NCEA correspond to the final three years of secondary schooling (Years 11 to 13). A Level 2 qualification is considered giving people the foundation skills they need for further education, employment, health outcomes and a better quality of life generally.

² The New Zealand Qualifications Framework (NZQF), established in July 2010 and administered by the New Zealand Qualifications Authority, contains a comprehensive list of all quality assured qualifications in New Zealand. The NZQF has ten levels. Levels are based on complexity, with level 1 the least complex and level 10 the most complex. NCEA Levels 1, 2 and 3 are Levels 1, 2 and 3 of the NZQF. Secondary school students generally study at these levels, while Levels 4 and above are usually studied after finishing school.

³ bodies established by law in which the Government has a controlling interest - for example, by owning a majority of the voting shares or through having the power to appoint and replace a majority of the governing members - but which are legally separate from the Crown.

The education agency landscape

Seven government agencies collectively work towards the vision of a world-leading education system that equips all New Zealanders with the knowledge, skills and values to be successful citizens in the 21st century. These agencies are:

- the Ministry of Education (the Ministry) – the Government’s lead advisor on education, with operational responsibility for ECE and schooling sectors
- the New Zealand Qualifications Authority (NZQA) – manages qualifications frameworks, administers the National Certificate of Educational Achievement (NCEA) and quality assures the non-university tertiary sector
- the New Zealand Teachers Council (NZTC) – the professional body for the teaching profession⁴
- Careers New Zealand – leads and develops the careers system to effectively connect education and training with employment
- the Tertiary Education Commission (TEC) – funds and monitors the tertiary sector
- Education New Zealand (ENZ) – leads the Government’s drive to grow international education
- the Education Review Office (ERO) – evaluates the quality of education and care in schools and ECE services, and their implementation of government education priorities.

Successfully developing students’ skills, knowledge and dispositions to learning through education is strongly linked to better social and economic outcomes for the individual and for society. Ensuring the education and social agencies (such as the Ministries of Social Development, Justice, Health, Housing and Youth Affairs) design and deliver their programmes with a whole of social and education policy focus can have a positive impact on those children at risk across a number of social, health and education factors. Complementing this, greater collaboration between education and economic agencies (such as the Ministry of Business, Innovation and Employment, Inland Revenue and Work and Income) will ensure young people are gaining the skills needed in business. This will help maximise the contribution of education to the economy.

Key policies, strategies and programmes

Te Whāriki is the national curriculum framework for the ECE sector and provides the basis for consistent high quality curriculum delivery in the diverse range of early childhood services in New Zealand.

The *National Curriculum* and *National Standards/Ngā Whanaketanga Rumaki Māori* form key parts of the national education policy framework for schools and the effort to ensure students are equipped with the knowledge, skills and values to be successful citizens in the 21st century.

The Ministry’s work in improving outcomes for priority learners is guided by three key strategies – the Māori Education Strategy *Ka Hikitia – Accelerating Success 2013-2017*, the *Pasifika Education Plan 2013-2017*, and *Success for All – Every School, Every Child* (for students with special education needs). The latest *Tertiary Education Strategy 2014-2019* seeks further strengthening of the tertiary education sector’s

⁴ Following a review of the role and functions of the NCTZ, the Government announced that NZTC will be replaced by a new body as part of its programme to lift student achievement. The new body will broaden its scope and be able to make regulatory changes. This is expected to take effect in 2014.

focus on supporting improved achievement for priority learners, particularly Māori and Pasifika learners.

The *ECE Participation Programme* (2010) focuses on increasing ECE participation in areas where children are not participating in quality ECE before starting school. The *Student Achievement Function* (2011) and *Youth Guarantee* (2009) are two programmes introduced within the last five years to help lift student achievement and support successful transitions to further study and work. *Investing in Educational Success* (IES) is the Government's newest (2014) initiative, and part of the wider *Quality Teaching Agenda*, to lift student achievement by building quality and consistency of teaching and leadership across the system.

Te Whāriki

Te Whāriki is the Ministry's early childhood curriculum framework providing for tamariki/children's early learning and development within a socio-cultural context. It emphasises the learning partnership between kaiako/teachers, parents, and whānau/families. The curriculum has been envisaged as a whāriki, or woven mat incorporating principles, strands and goals. Kaiako/teachers weave a holistic curriculum in response to tamariki/children's learning and development in the ECE setting and the wider context of the child's world. It is the first bicultural curriculum statement developed in New Zealand.

The four broad principles at the centre of *Te Whāriki* are:

- Whakamana/Empowerment – the early childhood curriculum empowers the child to learn and grow
- Kotahitanga/Holistic Development – the early childhood curriculum reflects the holistic way children learn and grow
- Whānau Tangata/Family and Community – the wider world of family and community is an integral part of the early childhood curriculum
- Ngā Hononga/Relationships – children learn through responsive and reciprocal relationships with people, places, and things.

The whāriki is woven from these four principles and from the following five strands, or essential areas of learning and development:

- Mana Atua/Well-being – the health and well-being of the child are protected and nurtured
- Mana Whenua/Belonging – children and their families feel a sense of belonging
- Mana Tangata/Contribution – opportunities for learning are equitable, and each child's contribution is valued
- Mana Reo/Communication – the languages and symbols of their own and other cultures are promoted and protected
- Mana Aotūroa/Exploration – the child learns through active exploration of the environment.

Each strand has several goals. Learning outcomes have been developed for each goal in each of the strands, so that the whāriki becomes an integrated foundation for every child's learning and development.

The curriculum assumes that the care and education for children who have special needs will be encompassed within the principles, strands, and goals set out for all children in ECE settings.

The National Curriculum

Education provision in schools is underpinned by two complementary curricula to reflect New Zealand's bicultural nature – the *New Zealand Curriculum* (NZC) for instruction through English and *Te Marautanga o Aotearoa* for instruction through te reo Māori. Together they form the *National Curriculum*.

The curricula provide a framework designed to ensure that all students, irrespective of their gender, sexuality, ethnicity, belief, ability or disability, social or cultural background, or geographical location, are equipped with the knowledge, competencies, and values they will need to be successful citizens. It is a framework for teaching and learning rather than a detailed plan. The system of self-managing schools in New Zealand allows schools to develop their own content and teaching programmes from it in a way that is tailored to their needs and circumstances.

Although both curricula come from different perspectives, each starts with a vision of young people developing the competencies they need for study, work, and lifelong learning, so they may go on to realise their potential. Together, the two documents help schools give effect to the partnership that is at the core of the Treaty of Waitangi. An effective curriculum has the support of whānau/families and communities.

The New Zealand Curriculum

The *New Zealand Curriculum* (NZC) is a statement of what we deem important in education, and forms the basis for an inclusive education experience. It takes as a starting point a vision of young people as lifelong learners who are confident, creative, connected, and actively involved. It includes a set of principles that should underpin all school decision making. It sets out values that are to be encouraged, modelled and explored. It defines five key competencies that are critical to sustained learning and effective participation in society that underline the emphasis on lifelong learning.

The principles put students at the centre of teaching and learning, asserting that they should experience a curriculum that engages and challenges them, is forward-looking and inclusive, and affirms New Zealand's unique identity. They guide how curriculum is implemented in schools and are particularly relevant to the processes of planning, prioritising and review. The eight principles are:

- High expectations – supports and empowers all students to learn and achieve personal excellence
- Treaty of Waitangi – acknowledges the bicultural foundations of Aotearoa New Zealand
- Cultural diversity – reflects New Zealand's cultural diversity
- Inclusion – ensures students' identities, languages, abilities and talents are recognised and affirmed
- Learning to learn – encourages all students to reflect on their own learning processes
- Community engagement – connects students with their wider lives, and engages the support of their families, whānau, and communities
- Coherence – offers all students a broad education
- Future focus – encourages students to look to the future by exploring such issues as sustainability, citizenship, enterprise, and globalisation.

The values are part of the every-day curriculum – to be encouraged, modelled and explored. Students are encouraged to value:

- excellence, by aiming high and by persevering in the face of difficulties
- innovation, inquiry, and curiosity, by thinking critically, creatively, and reflectively
- diversity, as found in our different cultures, languages, and heritages
- equity, through fairness and social justice
- community and participation for the common good
- ecological sustainability, which includes care for the environment
- integrity, which involves being honest, responsible, accountable and acting ethically, and respecting themselves, others, and human rights.

Five key competencies are designed to develop students' skills and understandings for effective participation in diverse contexts and with diverse peoples. The key competencies are:

- Relating to Others
- Participating and Contributing
- Managing Self
- Using Language Symbols and Texts
- Thinking.

The curriculum specifies eight learning areas:

- English
- The arts
- Health and physical education
- Learning languages
- Mathematics and statistics
- Science
- Social sciences
- Technology.

English, Te Reo Māori and New Zealand Sign Language (NZSL) are official languages of New Zealand. For these reasons, these three languages have special mention in the NZC. All three may be studied as first or additional languages and may be the medium for teaching across all learning areas.

Te Marautanga o Aotearoa

The curriculum for Māori-medium schools, *Te Marautanga o Aotearoa*, was launched in 2008. It gives flexibility and guidance for kura (schools) to work closely with whānau/families, hapū/sub-tribe and iwi/tribe to develop a school-based curriculum for their communities.

Te Marautanga o Aotearoa is not a translation of the NZC – it is a document written in Māori, from a Māori perspective, giving effect to the principles of the Treaty of Waitangi. *Te Marautanga o Aotearoa* is founded on the aspiration to develop successful, confident learners who are effective communicators in the Māori world and who are healthy and secure in their identity and sense of belonging. All learners will have the opportunity to acquire knowledge in all learning areas and to develop key competencies. Through this approach, they will be able to reach their full potential, and participate effectively and positively in the Māori community and globally.

In alignment with the NZC *Te Marautanga o Aotearoa* specifies nine learning areas:

- English
- The arts
- Health and physical education
- Learning languages
- Mathematics and statistics
- Science
- Social sciences
- Technology
- Te Reo Māori

As noted, Māori language is an official language of New Zealand and this curriculum acknowledges that those who use it will conduct their teaching and learning programmes using the Māori language. Students learning through the Māori language are also required to have opportunities to learn English hence the inclusion of an additional learning area in this curriculum.

National Standards/Ngā Whanaketanga Rumaki Māori

The Government's *National Standards* policy came into effect in 2010 and is about raising the literacy and numeracy of all students in English-medium schools in Years 1-8 (aged 5-13). It is designed to help schools measure and compare the literacy and numeracy skills of all children against national benchmarks, to identify those who are falling behind, and to keep parents informed about their children's progress. Literacy and numeracy skills will ensure that students are able to access the full breadth of the *New Zealand Curriculum* in all subjects and acquire the skills they need to succeed in the 21st century.

Ngā Whanaketanga Rumaki Māori are the literacy and numeracy progressions for kura and Māori-medium education settings which use *Te Marautanga o Aotearoa* to guide their teaching and learning programmes. They have been developed by Māori-medium leaders in te reo matatini (literacy) and pāngarau (numeracy) to show the ongoing progress of tamariki/children in Years 1 to 8.

The Māori Education Strategy

Over the past 15 years, the Government has maintained a focus on creating conditions for Māori learners to enjoy education success as Māori. This spans early childhood through to tertiary education by focusing on:

- developing and implementing a range of changes to the education system
- working in cooperation with Māori organisations, iwi/tribe and whānau/families to grow their contribution to achieving positive education outcomes for Māori students, and
- identifying ways to improve education experiences for Māori learners.

These dimensions all form part of the Māori Education Strategy. The first Strategy was launched in 1999, republished in 2005, and succeeded in 2008 by the Māori Education Strategy: *Ka Hikitia – Managing for Success 2008-2012*.

A review of progress in 2011 found incremental improvements in Māori learner results across a number of key indicators had been achieved, and some pockets of success were occurring in individual ECE services and schools. Overall progress, however, had been unacceptably slow and a plan for accelerating the pace was designed.

The current Māori Education Strategy *Ka Hikitia – Accelerating Success 2013-2017* builds on the principles, priorities and foundations for change contained in the previous strategy, and is the next phase of the journey to ensuring that every Māori student achieves their potential as Māori. It provides a framework for action by all who have a role in raising education system performance for Māori students – supporting ‘local solutions for local change, by local communities’.

The strategy includes actions to improve two factors essential to the educational success of Māori children and young people:

- quality provision, leadership, teaching and learning supported by effective governance
- strong engagement and contribution from parents, whānau/families, hapū/sub-tribe, iwi/tribe, Māori organisations, communities and businesses.

The high level targets for Māori education are:

- increased participation in quality ECE (to 98% in 2016)
- 85% of ECE services working to some extent or to a high extent in partnership with Māori whānau by 2017
- continued improvement in literacy and numeracy achievement across all levels of education (by 2017, 85% will be achieving at or above their appropriate *National Standard/Ngā Whanaketanga Rumaki Māori*)
- 85% of 18 year old learners in 2017 achieving NCEA Level 2 or an equivalent qualification
- improved participation in Māori language in education (22% by 2015)
- Māori school leavers achieving University Entrance on par with non-Māori school leavers (by 2017)
- increased proportion of Māori attaining a NZQF Level 4 or above qualification by age 25
- improved employment outcomes for Māori
- increased number of people who participate in, and complete, Māori language qualifications
- increased number of people who complete immersion or bilingual initial teacher education.

The Pasifika Education Plan

Pasifika communities have an important presence in New Zealand (7% of the population in 2013) and Pasifika education is a priority area of work for the Government.

The Ministry has developed Pasifika Education Plans over the past 10 years to ensure a strong and continued focus on improving educational results for Pasifika children, students and young people.

Previous plans prioritised lifting Pasifika achievement, and asked the sector to concentrate on building strong learning foundations, lifting literacy and numeracy and increasing the number of Pasifika students achieving school-level qualifications. While improvements were made in all sectors, significant challenges remained:

- Pasifika participation in ECE remained lower than for any other ethnic group, despite strong increases in recent years
- Pasifika students experienced disparities in literacy and numeracy achievement compared with students of other ethnicities
- Disparities in achievement levels for Pasifika students were significant at NCEA level and widened further at higher qualification levels, restricting

opportunities for Pasifika students to progress in education and compete for the best employment opportunities

- Although tertiary participation and completion rates for Pasifika students had increased, there was still a way to go in terms of achieving parity of outcomes.

The current *Pasifika Education Plan 2013-2017* builds on previous efforts. Its vision is to see ‘*Five out of five Pasifika learners participating, engaging and achieving in education, secure in their identities, languages, and cultures and contributing fully to Aotearoa New Zealand’s social, cultural and economic wellbeing*’. It adopts a ‘Pasifika’ way of working with the community and educational agencies, recognising the importance of collective partnerships, relationships and responsibilities.

The high level targets for Pasifika education are:

- increased participation in quality ECE (to 98% in 2016)
- continued improvement in literacy and numeracy achievement across all levels of education
- 85% of learners achieving NCEA Level 2 or an equivalent qualification by 2017, increased to 100% by 2023
- improved attendance as a foundation for engagement in learning
- emphasis on the importance of Pasifika identities, languages and cultures
- full implementation of *Youth Guarantee* (see explanation below) for Pasifika learners and creating pathways for success
- Pasifika learners acquiring skills essential to the future workforce.

Success for All – Every School, Every Child

Special education means the provision of extra assistance, adapted programmes or learning environments, specialised equipment or materials to support young children and school students with accessing the curriculum in a range of settings.

The Government reviewed special education in 2010 and launched *Success for All – Every School, Every Child*, a vision to create a fully inclusive education system of confident schools, confident children and confident parents. Inclusive schools and positive attitudes sit at the heart of this.

Success for All is underpinned by the 1989 Education Act (section 8), which provides that people who have special educational needs (whether because of disability or otherwise) have the same rights to enrol and receive education as people who do not. It is also informed by the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy.

The 2010 review found 50% of schools surveyed were fully inclusive, 30% partially inclusive and 20% not inclusive. *Success for All* set a target of 100% of schools demonstrating inclusive practice for learners with special education needs by 2014 and established a programme of activities to support the improvement of practices, systems and support.

Positive Behaviour for Learning (PB4L) is part of this programme of activities and represents a shift in managing disruptive behaviour by students in the education system. PB4L programmes and initiatives, delivered by the Ministry in partnership with non-governmental organisations, early childhood sector organisations and

Resource Teachers: Learning and Behaviour (RTLB)⁵, help parents, teachers and schools address problem behaviour, improve children's well-being and increase educational achievement. They include:

- the *Incredible Years* training programme for parents and teachers of children aged 3 to 8 with disruptive behaviour, aims to help develop strategies to turn disruptive behaviour around and create more positive learning environments for these students
- *PB4L School Wide*, is a long-term, whole-school approach to help schools develop a social culture that supports learning and positive behaviour
- the *Intensive Wrap Around Service* (IWS) provides support for the small number of children and young people with highly complex and challenging behaviour, social or education needs, including those with an intellectual difficulty.

In addition, a number of new mentoring and behaviour programmes are currently being piloted in schools.

Tertiary Education Strategy 2014-2019

Since 2002, the Government has set out its expectations and priorities for tertiary education in successive national Tertiary Education Strategies. Education agencies, including TEC and NZQA are required to give effect to the strategy and it is reflected in plans developed by education providers.

In 2014 the Government released its *2014-2019 Tertiary Education Strategy*. The new strategy has six priorities:

1. Delivering skills for industry
2. Getting at-risk young people into a career
3. Boosting achievement for Māori and Pasifika
4. Improving adult literacy and numeracy
5. Strengthening research-based institutions
6. Growing international linkages.

It builds on the gains already made and will encourage the tertiary system to be more outward facing and engaged, with stronger links to industry, community and the global economy.

The new strategy emphasises priorities aligned with Education For All, especially in its focus on addressing disparities in access, participation and achievement for groups with poorer education outcomes including Māori and Pasifika learners, adults with low literacy and numeracy and at-risk youth.

ECE Participation Programme

Through its *ECE Participation Programme*, since 2010 the Ministry has targeted areas with the largest numbers of children not participating in ECE and who would benefit the most.

Activities within the programme largely focus on Māori and Pasifika children, and children from low socio-economic backgrounds. They support children, families and whānau to participate in ECE, and address barriers to participation, such as

⁵ RTLB are experienced kaiako/teachers trained to support the needs of students whose achievement in learning and behaviour is not fully being realised and to support their kura/school and kaiako/teacher. RTLB practitioners work across a number of schools within a geographical area.

affordability, access, the fit of provision with family needs and values, whether families are interested, and fit with parenting, work and study.

The programme comprises six initiatives:

- Engaging Priority Families — intensive support for 3 and 4 year-olds and their families, aimed at leading to enrolment and regular participation in ECE, support for learning at home and successful transition to school
- Supported Playgroups — certificated playgroups, with regular support from a playgroup educator in areas with low participation
- Flexible and Responsive Home-based Services — aim to either expand existing services and community agencies into home-based ECE delivery or to transition informal care arrangements into licensed and certificated ECE environments
- Identity, Language, Culture and Community Engagement — support packages providing identity, language and culture professional support for clusters of services which have child spaces available but are not sufficiently responsive to their community
- Intensive Community Participation Programme — community-led projects established to address specific reasons children are not participating in ECE
- Targeted Assistance for Participation — grants, incentives and partnership opportunities to help establish new services and child spaces in communities where new capacity is needed most and is not being created quickly enough.

These initiatives contribute to achieving the Government's Better Public Service goal that in 2016, 98% of children starting school will have participated in quality ECE.

The Student Achievement Function

The *Student Achievement Function* (SAF), established in 2011, focuses on lifting overall student achievement. It aims to do this by directly supporting schools to better understand their students' needs, and to adapt their practices and systems to support their students' achievement, with a particular focus on priority learners.

50 SAF Practitioners work with approximately 600 schools and kura annually in both English and Māori-medium settings, to develop a plan to strengthen a school or kura's ability to lift achievement. They provide additional support, including access to resources such as professional development, if these are required.

The Practitioners seek to strengthen understanding of the role that identity, language and culture play in student success, especially for Māori and Pasifika, and students with special education needs. The SAF process involves the school and kura leaders in conjunction with the practitioner, using an inquiry-based model to evaluate their performance in the following five capabilities:

- a) Organisational
- b) Evaluative
- c) Educationally powerful connections with parents, family and whānau
- d) Instructional
- e) Cultural and linguistic intelligence.

Focusing on these areas of capability, they create a plan for sustainable change to:

- accelerate achievement levels of priority learners
- increase their capability in at least one of the five key areas
- implement an inquiry based approach to drive sustainable changes in their school and kura

- contribute to the *Ka Hikitia* goal of 85% of 18 year olds achieving NCEA Level 2 by 2017
- contribute to the *Pasifika Education Plan* goal of having 85% of year 1-10 Pasifika students meeting literacy and numeracy expectations, including achieving at or above in national standards (Years 1–8)
- contribute to the *Success for All* target of having 100% of schools and kura demonstrating highly inclusive practices.

The SAF is part of a broader plan to focus more directly on the needs and aspirations of individual students, and to support schools, kura and teachers to do this. By using an inquiry-based change management approach, school and kura leadership teams are able to carry out their own evaluations on their capability in the five capability areas and work on implementing sustainable change programmes.

Youth Guarantee, Vocational Pathways and Foundation Education

The New Zealand Government's *Youth Guarantee* programme provides young people with more choices, ways and places to achieve NCEA Level 2 or an equivalent tertiary qualification on the NZQF.

It aims to increase retention and achievement and the effectiveness of transitions to further education, training and work. It is focused on the 70% of young people who do not progress to degree level education with a particular focus on priority learners.

Youth Guarantee includes a range of programmes including Vocational Pathways⁶, Secondary-Tertiary Programmes (including Trades Academies⁷ and Service Academies⁸) and Fees-free places in tertiary education. In 2014, eligibility for the *Youth Guarantee* was extended from 16-17 year olds, to 16-19 year olds.

Vocational Pathways

- The Vocational Pathways were industry-initiated and developed in partnership by government, education providers and industry. They provide a flexible road map of easy-to-understand pathways to the workplace in 6 sectors of industry
- They enable students and teachers to understand what standards, skills and competencies are valued in these sectors, to understand the career options in each, and to shape their learning programmes accordingly. They help employers to see if students have the key skills and competencies relevant to their sector, to identify students' strengths and interests, and to be confident students are achieving a foundation education that provides the necessary skills for work and further learning.
- The six vocational pathways cover:
 - Primary Industries
 - Construction and Infrastructure
 - Manufacturing and Technology

⁶ Vocational Pathways provide a flexible road map that provides easy to understand pathways that lead to 6 industries, which represent the workplace.

⁷ Trades Academies focus on delivering trades and technology programmes to secondary students based on partnerships between schools, tertiary institutions, industry training organisations (ITOs) and employers. ITOs are established by particular industries and are responsible for setting national skill standards for their industry, providing information and advice to trainees and their employers, and arranging for the delivery of on and off-job training, the assessment of trainees, and the monitoring of quality training.

⁸ Service academies are military-style programmes delivered within schools for Year 12 and 13 students. They encourage students to stay engaged in learning by providing a motivating and disciplined programme to gain foundation level qualifications, and be able to participate in further education and training or move into the workforce.

- Social and Community Services
- Service Industries
- Creative Industries.

Secondary-Tertiary Programmes

- Secondary-tertiary partnerships enable young people to combine school and tertiary study while still at school. They focus on achieving NCEA Level 2 qualifications and credits towards industry-set Level 2 National Certificates.
- The most common secondary-tertiary programme is Trades Academies. By March 2014, 264 secondary schools were involved in 22 Trades Academies, offering 4,500 student places (up from 624 places in 2011, 2,600 in 2012 and 3,695 places in 2013).

Fees-Free Tertiary Education for Foundation Learning

- Fees-free tertiary education is available for young people who decide school is no longer appropriate for them to achieve NCEA Level 2 or an equivalent qualification in a tertiary environment. Students undertake full-time study in programmes which are typically vocationally focused. In 2012/13, there were 8,500 fees-free places, up from 2,000 in 2010. This will increase to 10,500 places in 2014 and beyond.
- From 2014, all foundation level (Level 1 and 2) provider-based tertiary education is fees-free for students under 25 years of age.

The Quality Teaching Agenda

The *Quality Teaching Agenda*, announced in 2013, is a package of initiatives designed to lift the quality of teaching and strengthen the teaching profession. It is based on the understanding that high-quality teaching and leadership, effective student evaluation, the professional development of education leaders and the retention of great teachers, are all crucial to raising education achievement, and especially so with respect to the most disadvantaged students.

The *Agenda* will be progressed through the following activities over a four year period:

- support the transition to a more effective professional body for teachers as identified in a recent Ministerial review of the New Zealand Teachers Council
- lift the entry standards and quality of initial teacher education, including Māori medium programmes, the quality of practicum support for trainee teachers and coaching and mentoring for beginning teachers
- improve principal and teacher appraisal linked to professional learning and development opportunities through a focus on evidence-based approaches and provision of targeted intervention and support for principals, teachers and schools
- develop a framework for promoting and supporting potential professional leaders of teaching practice
- implement a strategy to strengthen the value and raise the status of teaching by exploring the nature of teaching in the 21st century. This strategy will also deliver a sustained, more effective approach to teacher supply issues while increasing diversity in the profession

- implement and support the use of PACT (Progress and Consistency Tool)⁹ in schools.

In 2014, the Government announced *Investing in Educational Success* (IES), a \$359 million package to support teachers in pursuit of excellent practice, and therefore lift student achievement.

IES is a major initiative under the wider *Quality Teaching Agenda*, and aims to build more of the professional skills essential to raising student achievement in all schools. IES has three main proposals which the Ministry is currently working on with the education sector. These are:

- Communities of Schools, a collective of schools that can set common goals and share expertise, as well as access inquiry-time funding
- new roles in schools designed to incentivise teachers and principals to keep teaching, while at the same time giving exemplary practitioners the opportunity to concentrate on sharing and encouraging excellent practice, and
- the establishment of a teacher-led innovation fund.

The first new roles in schools under the IES will be appointed in 2015 and the model fully adopted in 2017.

⁹ PACT is designed to support teachers make more consistent and reliable professional judgements in reading, writing and mathematics, to ensure they know how their students are progressing and what they might do next to support each student. It is being introduced over 2013/2014 with full implementation expected in 2015.

3. Reporting against the Goals

This section of the Report addresses the six Education For All goals and describes progress made and challenges that remain towards achieving each goal, using suggested indicators and guiding questions where they are relevant to New Zealand.

Goal 1	<i>Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.</i>
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This part of the report sets out the legal basis for ECE provision in New Zealand and efforts made to ensure that all children, and in particular those learners not well served by the system, have access to and benefit from quality ECE. Teacher/Child ratios and public expenditure on ECE are considered under this goal.

There are a wide range of ECE services available in New Zealand, including teacher-led services such as kindergartens, centre or home-based ECE, and parent-led services such as playgroups and playcentre. Some services are culturally oriented, such as Te Kōhanga Reo (Māori language nests) or A'oga Amata (Pacific Island language nests).

The legal basis for ECE is set out in Part 26 of the 1989 Education Act. This:

- a) requires the licensing of service providers who operate early childhood education and care centres
- b) allows, but does not require, the licensing of service providers who provide a home-based education and care service or a hospital-based education and care service
- c) allows, but does not require, playgroups to be certified; and
- d) provides the funding for licensed early childhood services and certified playgroups
- e) provides for the regulation of licensed early childhood services and certified playgroups
- f) provides for other matters relating to the sector, including administration, curriculum, Police vetting of employees, powers of entry, and offences.

As noted in Section 2 of this report, the Government has set 10 result areas for better public services and a sector that responds more effectively to the needs and expectations of New Zealanders. Within this framework, one target is that in 2016, 98% of children starting school will have participated in quality ECE. It remains a high priority for the Government to ensure Māori and Pasifika children and children from lower socio-economic backgrounds participate in quality ECE.

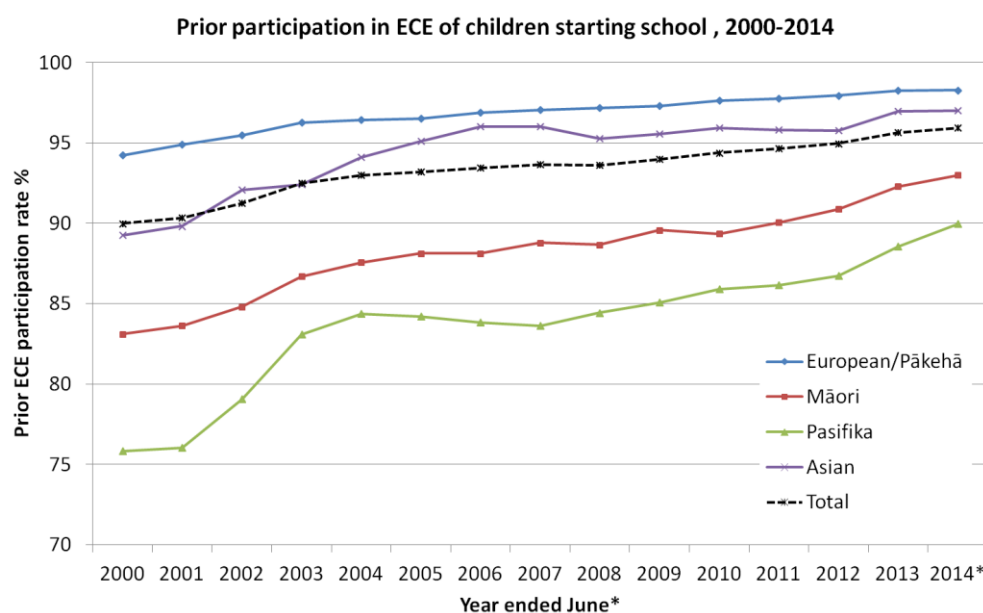
Research shows that children who are involved in quality ECE benefit in many ways, and that these benefits also extend to their whānau/families and the wider community. Regular participation significantly increases a child's likelihood of future success in education, particularly for children from vulnerable families. However, ECE is not compulsory and participation is through parental choice. Ensuring that all children and their parents and families have access to high-quality provision that meets their needs and supports their identity, language and culture is therefore a key focus.

ECE Participation

Participation in ECE is high and has been increasing. The *20 Hours ECE* scheme means that parents of 3, 4 and 5 year olds are not charged fees for up to 20 hours ECE per week. Grass roots social change is critical to ensure families continue to demand and engage with early learning, and the Government has established an *Early Learning Taskforce*¹⁰ to drive this change.

For the year to March 2014, 96% of children starting school had previously participated in ECE (an increase from 90% in 2000). Growth in participation has been highest for Māori and Pasifika children: by March 2014, nearly 90% of Pasifika and 93% of Māori children had participated in ECE before starting school, compared with 76% and 83% respectively in 2000. The prior participation rate for New Zealand European/Pākehā children was 98% in March 2014. The participation rate for girls and boys was approximately the same.

Figure 1: Prior participation in ECE of children starting school, 2000-2014



* 2014 is year-ended March

Source: Ministry of Education

Children from low-socio economic backgrounds are less likely than other children to have participated in ECE by the time they start school. For the year to March 2014, 91% of students enrolled in schools with the highest proportion of students from low socio-economic communities had participated in ECE compared to 98% of students enrolled in schools with the lowest proportion of these students.

Since 2010, the *ECE Participation Programme* has focused on improving participation in ECE by targeting specific local areas where participation is low. The Government has many initiatives in place to support participation in ECE for children less likely to participate. Two examples of these are *Engaging Priority Families* (EPF) and *Targeted Assistance for Provision* (TAP).

¹⁰ The Taskforce collaborates and forms connections with communities, early learning providers, iwi, Māori organisations, and Pasifika churches, underpinned by the concept of "local intelligence, plus local people, equals solutions".

In March 2013, there were 30 EPF initiatives across New Zealand, and 4,413 new child places had been created in areas with the highest need between 2000 and 2013 through 119 TAP grants.

In March 2014, 94% of children in the programme came from target groups (53% were Māori children and 41% were Pasifika children).

Participation of children in ECE in New Zealand is in the top third of OECD countries. Around 85% of 3 year olds and 95% of 4 year olds were enrolled in ECE in 2011. This was above the OECD average of 67% and 82% for 3 and 4 year olds respectively.

Special Education

The Ministry is providing early intervention services to between 11,000 and 13,000 children attending ECE centres, including early intervention teachers, support workers and specialists to work alongside ECE services to help improve the way children are included and participate in ECE.

By June 2013, 6,134 teachers had participated in the *Positive Behaviour for Learning Incredible Years* training programme since its inception in 2009, of which 48% were ECE teachers. Nearly 10,000 parents had participated in the programme, with a plan to double this number by 2017. An evaluation of this programme showed clear evidence of positive behaviour change in children and parents in the majority of cases.

Participation of children with disabilities in ECE is very high. Some barriers to participation exist in small pockets but the wider work (engaging priority families) is supporting increased participation for disabled children.

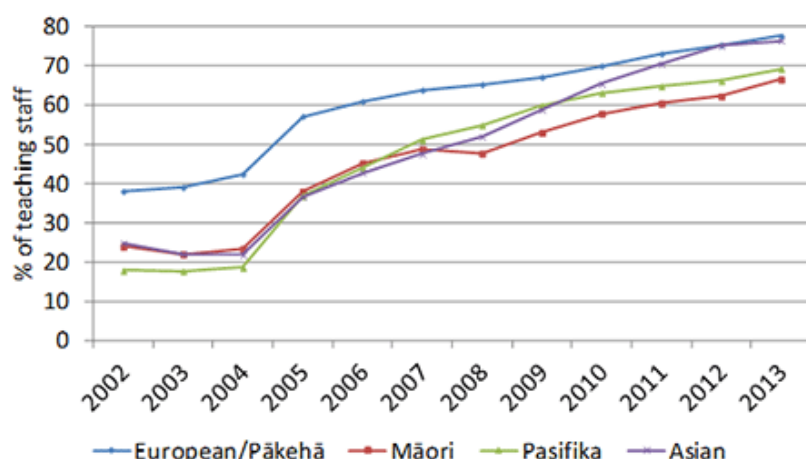
Registered teachers

Before teaching staff can become registered with the New Zealand Teachers' Council, they must hold a qualification approved by the Council. Once qualified, teachers can then apply for provisional registration with the Council as long as they are of good character and are fit to be teachers. In 2013, 76% of ECE teachers were qualified and 75% were registered. The proportion of teachers that are registered with the Council has increased from 35% in 2003 to 75% in 2013 due to the combined impact of:

- the requirement that all 'Persons Responsible' in ECE services must be registered
- additional funding incentives given to ECE services with more registered teachers
- teacher registration targets implemented in 2007.

There has been a significant increase in the number of registered Pasifika teaching staff, up from 18% in 2002 to 69% in 2013. In comparison, 77% of New Zealand European/Pākehā teaching staff were registered in ECE, 76% of Asian teaching staff, and 66% of Māori teaching staff.

Figure 2: Percentage of registered teachers by ethnic group (2002 to 2013)



Source: Ministry of Education

Teacher-to-child ratios

At 1:7.2, New Zealand has a low (i.e. good) child to teacher ratio for 3 and 4 year olds, in comparison with an OECD average of 1:12.2 in 2011. We have the fourth lowest ratio of full-time equivalent children to ECE teachers among OECD countries.

Across all centre-based teacher-led services, there was an average of 1 teacher for every 6 children in 2013. This ranged from an average of 1:3 for children under two years old, to 1:13 for sessional kindergartens who usually enrol children aged from 3 years to school age.

Public expenditure allocated to ECE

In 2013, the Government prioritised new investment of \$172.5 million in ECE, including \$80 million for costs to increase the participation rate to 98%, and a further \$41 million to support ECE services working with children from vulnerable communities.

An extra \$155.7 million was allocated to ECE in 2014, including \$53.6 million to increase ECE funding rates. This means Government spending on ECE almost doubled from over \$800 million in 2007/08 to \$1.5 billion in 2013/14. This will help meet the target of 98% of children participating in ECE before starting school.

New Zealand ranks in the top seven countries in terms of the percentage of public expenditure allocated to ECE (at 1.5%), and public expenditure on ECE as a proportion of GDP is above the OECD average (in 2010)¹¹. As compared to OECD countries, New Zealand had the second highest combined public and private expenditure per full-time equivalent child in ECE.

New Zealand has a high level of privately-owned ECE provision at 98%, although all receive government funding. Overall, 85% of expenditure is from public sources, which was above the OECD average of 82% in 2010.

¹¹ 2010/11 financial year in New Zealand

Goal 2

Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.

This part of the report sets out the legal basis for compulsory education in New Zealand, and discusses measures to ensure equal access to quality education. The attendance and engagement of students at school is considered as a foundation for student achievement.

Access to Primary Education

School education is available free for all children in New Zealand regardless of gender, ethnicity, or social and economic background from the age of 5 to 19, and is compulsory between 6 and 16. Section 3 of the 1989 Education Act states that all people share equal rights to access publicly funded education:

Every person who is not an international student is entitled to free enrolment and free education at any State school or partnership kura hourua during the period beginning on the person's fifth birthday and ending on the 1 January after the person's 19th birthday (Section 3 of the Act).

Section 20 (1) states that education is compulsory

...during the period beginning on the person's sixth birthday and ending on the person's 16th birthday.

Section 8 (1) of the Act states that:

...people who have special educational needs (whether because of disability or otherwise) have the same rights to enrol and receive education at State schools as people who do not.

Legally, therefore, no pupil should be denied access to a State school.

Government funds school transport, such as school buses, to help students access publicly funded education. Regular schools provide support for the majority of children with special education needs and the Government funds schools directly to provide this. If a child has high or very high needs, a school can call on additional support, which can be in the form of additional funding or help from specialists.

Te Aho o Te Kura Pounamu or Te Kura, the New Zealand Correspondence School, provides distance education for students from early childhood to secondary level who cannot attend a school to access face-to-face education because they live in remote or inaccessible areas, because they are overseas, because they are transient, or because of illness or other special reasons. The Ministry also subsidises boarding school hostel fees for students who cannot access face-to-face education because of their geographic isolation.

The schools' funding system is designed to promote equal access. A component of schools' operational funding is calculated on the basis of pupil numbers and a socio-economic decile rating for the school which reflects the community from which its

students are drawn. This helps Government deliver extra support to communities that face the greatest barriers to educational achievement. The lower a school's decile rating (1-10), the more funding it gets.

Financial assistance can be provided to parents in need if they are unable to meet the voluntary financial contribution requested annually by schools. There are also benefits available through Work and Income that support education. These include the Child Care Subsidy, and ad hoc grants for school-related costs such as uniforms.

In July 2013, a total of 478,615 (245,056 male and 233,559 female) children were enrolled in Years 1-8. Of these 24% were of Māori and 10% of Pasifika ethnicity.

Although most Māori students remain within the mainstream education system, some take advantage of opportunities in Māori medium education. In the school sector these include kura kaupapa (Māori-medium schools) and kura reorua (bilingual and Māori language immersion classes in mainstream schools). In July 2013, there were 283 schools with students enrolled in Māori medium and 1,030 schools offered Māori language in English medium. 14,465 students (3% of all primary students) were participating in Māori-medium at primary level and an additional 119,251 (27%) were learning Māori language in English-medium settings.

Children with special education needs who choose not to enrol in regular state schools can, with the agreement of the Secretary of Education, enrol in special schools. In 2013, a total of 1,435 Year 1-8 students were enrolled in special schools.

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. In July 2013, there were 5,521 home-schooled students. These students belonged to 2,789 families and represented nearly 1% of total school enrolments. 74% were aged 13 or under (Years 1-8). New Zealand European/Pākehā students are more likely to be home-schooled than any other ethnic group.

Access to education for students who are unlawfully¹² in the country

In late 2010, the Ministry made provision for a number of school age children living unlawfully in New Zealand to be added to the list of students treated as domestic. Further amendments and clarifications were published in early 2011, 2012 and 2013. The formal Notice sets out the eligibility criteria that the children of long-stay (over 6 months) migrants must meet in order to enrol and be funded as domestic students.

Information is provided by the Ministry to help families apply for this access. No fees are charged and information remains confidential.

Children or young people aged 5 to 19 years old who fulfil the criteria are given approval to attend school as a domestic student for a period of up to 2 years, renewable if they still meet the criteria. All other children who are living unlawfully in New Zealand may only be enrolled as international fee paying students.

¹² Unlawfully means a person who is in New Zealand with an expired immigration visa, or who has not been granted entry permission under the Immigration Act 2009, or a child born in NZ on or after 1 January 2006 (who is not a NZ citizen) and where the parent or parents recorded on the child's original birth record are unlawfully in NZ.

Student Attendance and Engagement

'Engagement' in education means the extent to which young people participate and become involved in their schooling. It is the fundamental foundation for student achievement. It encompasses attendance at school, a sense of belonging, being happy at school, and enjoying the subjects being studied.

A regular Ministry attendance survey estimates the number of students frequently absent from school and the number of students absent from school each day for justified or unjustified reasons. Frequent truants are students who were unjustifiably absent at least three times during the surveyed period.

The latest survey showed that unjustified absence rates, or truancy rates, have not significantly changed since 2004 and remain substantially higher among Māori and Pasifika students, and students from low socio-economic backgrounds.

In 2013, the truancy rate for Year 1-8 students was 2%, compared to 7% for Year 9-15 students. More students were absent in higher than in lower year levels at secondary school.

Special schools had the lowest unjustified absence rate of all school types at 1%. However, the justified rate at special schools was the highest at 10%, compared to a national justified absence rate of 6%.

Māori and Pasifika students are more than twice as likely to be unjustifiably absent from school, and the truancy rate for schools with high proportions of students from low socio-economic backgrounds (decile 1 and 2 schools) is 4 times higher than the rate for schools with high proportions of students from high socio-economic backgrounds (decile 9 and 10 schools).

The frequent truancy rate is nearly four times higher in low decile schools when compared to high decile schools. Improving attendance plays an important part in ensuring ongoing engagement in learning and achievement. One of the Ministry's Statement of Intent performance targets is to reduce the frequent truant rate of students in Years 9 and 10, which are also highest for Māori and Pasifika students.

The Ministry provides guidance for schools on managing non-attendance and the prosecution process. Since 2013, the Ministry has funded the Attendance Service Application (ASA), which records unjustified absences and non-enrolment notifications. Once lodged, the referral is sent directly to an Attendance Service Provider who allocates the referral to an Advisor for action. This case-management system aims to support schools to reduce unjustified absences and non-enrolments.

Attendance and engagement are fundamental foundations for student achievement. Levels of stand-downs¹³, suspensions¹⁴, exclusions¹⁵ and expulsions¹⁶ help indicate where engagement in productive learning may be absent and behavioural issues may be present.

¹³ A "stand-down" can total no more than 5 school days in a term, or 10 days in a school year, and students return automatically to school following a stand-down. Stand-downs allow more rapid reintegration into the learning environment than more severe interventions.

¹⁴ suspension from school means that a child is temporarily banned from school for a period of time

¹⁵ exclusion from school means removal of a student from school for an extensive period of time

¹⁶ expulsion from school means permanent removal of a child from school, which occurs only for 16 year olds and above

In 2013, age standardised stand-down rates (the number of stand-downs per 1,000 students enrolled) fell for the seventh consecutive year, and age-standardised stand-down, suspension, exclusion and expulsion rates are now their lowest in 14 years of recorded data.

Schools continue to stand-down, suspend, and exclude more Māori learners than any other ethnic group, and Pasifika students had the highest expulsion rate in 2013. Overall, male students are more than twice as likely to receive a stand-down, suspension or exclusion, and over three times more likely to be expelled than their female counterparts. Students with the highest degree of socio-economic disadvantage are over five times more likely to be stood-down, suspended and excluded from school than students with low socio-economic disadvantage.

Positive Behaviour for Learning (PB4L): School-Wide is currently being implemented in 349 primary and intermediate schools and 166 secondary schools in New Zealand to address disruptive behaviour. Priority is given to low-decile schools with high numbers of Māori and Pasifika students on their roll, as part of the initiative for lifting achievement of priority learners. Schools can also be part of a School-Wide cluster.

Indications are that participating schools are experiencing improvements in student retention and NCEA Level 1 achievement rates, and decreasing stand-down rates. An evaluation of schools that started *PB4L: School-Wide* in 2010 showed that stand-down rates decreased and the gap in stand-down rates closed between those schools and a matched sample not involved in the scheme. In 2009 (pre-implementation) *PB4L: School-Wide* schools had a 60% higher rate of stand-downs than comparison schools. Two years later, the difference had narrowed to 20%.

To help ensure its programmes are responsive to Māori, the Ministry is committed to making sure that:

- skilled Māori staff work with Māori tamariki/children and whānau/families
- staff are responsive to Māori in terms of interventions, assessments, practices and initiatives that are culturally intelligent
- quality services are provided that are responsive to Māori.

Expenditure allocated to Primary Education

New Zealand's total (public and private) expenditure on primary and lower secondary education¹⁷ as a percentage of GDP is above the OECD average at 3.2% compared to 2.6% in 2010.

New Zealand spends below average amounts per student in primary education, but when measured as spending per student relative to GDP per capita, its performance is at the OECD average of 23% in 2010.

New Zealand spends an above average proportion of its GDP on education (7% in 2010 compared to the OECD average of 6%), and has one of the highest proportions of total public expenditure allocated to education (20% in 2010). Expenditure per student below tertiary level increased by 19% between 2005 and 2010, while the OECD average was 17%.

¹⁷ Available comparative data does not break down into public expenditure allocated to primary education only. Data is available for total (public + private) expenditure on primary and lower secondary education, or public expenditure on primary, secondary, post-secondary, and non-tertiary education, which is also above the OECD average at 13.1%, compared to 8.6% in 2010.

Goal 3

Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

This part of the report discusses the educational achievement of students at secondary and tertiary level, with a particular focus on programmes and initiatives that cater for the diverse learner population in New Zealand.

Secondary Education

Within five years, the Government wants to see 85% of 18 year olds achieve NCEA Level 2 or an equivalent qualification. This can be achieved in a variety of settings, including:

- Secondary schools
- Trades Academies
- Service Academies/Industry Training Providers
- Tertiary Providers.

In 2013, 79% of 18 year olds achieved NCEA Level 2 or an equivalent qualification (compared with 77% in 2012 and 74% in 2011). Less Māori and Pasifika students achieved NCEA Level 2 or an equivalent qualification (63% and 71% respectively) than non-Māori/Pasifika but their achievement rates both rose at a faster rate than the overall achievement increase between 2012 and 2013.

Achieving the target will require a significant improvement in achievement for all learners and particularly for priority learners who are currently underserved by the system. Particular attention is being placed on the performance of students in secondary education, secondary-tertiary programmes and *Youth Guarantee* tertiary providers, and re-engaging young people at risk of dropping out of the education system.

Since the introduction of NCEA in 2002, more students have left school with qualifications than in previous years. After close to 20 years of little change, the proportion of students leaving school with little or no formal attainment dropped from 18% to 6% between 2002 and 2013.

The proportion of all students leaving school with at least NCEA Level 2 has increased from 48% in 2002 to 74% in 2013. Nearly half of all students (49% in 2013) now leave school having met the requirements for university entrance, compared to only about one third (27%) in 2002.

During 2012-13, the Ministry worked with NZQA to implement the *NCEA and the Whānau* and *NCEA ma le Pasifika* programmes. These programmes inform parents, families and whānau about NCEA so they can better support their children to gain the qualification. A total of 85 champions were trained to deliver *NCEA and the Whānau*, and 44 navigators were trained to deliver *NCEA ma le Pasifika*. By mid 2013:

- 4,254 whānau/families had taken part in a NCEA and the Whānau workshop
- 2,037 Pasifika families had taken part in an NCEA ma le Pasifika workshop.

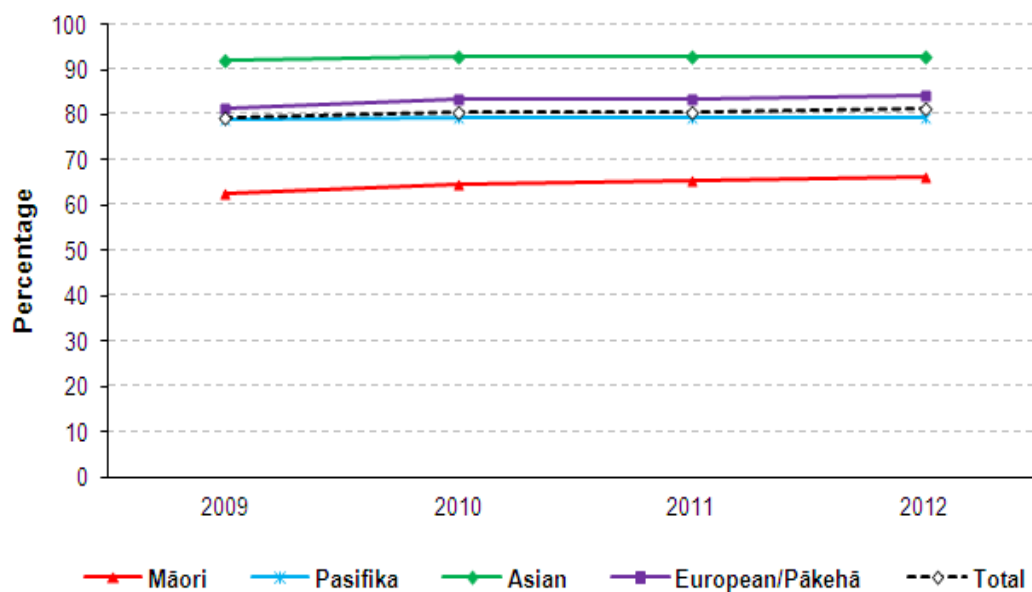
Scaling up a 2012 pilot, in 2014 the Ministry is working in partnership with up to 258 secondary schools to identify young people at risk of not achieving NCEA Level 2, with a particular focus on Māori and Pasifika students. The Ministry assists schools to

build a system to mentor and identify these students and helps schools make better use of data to pinpoint problem areas.

To date, 1,506 students who were not on track to achieve NCEA Level 2 have done so as a result of the extra support they have received under this initiative.

The statistics show that in 2013, 83% of students remained at school until their 17th birthday and that retention rates have been gradually increasing since 2009. However, differences remain between girls and boys, and Māori and non-Māori.

Figure 3: Percentage of school leavers aged 17 or above (2009 to 2013)



Notes:

1. Where a learner has reported multiple ethnic groups they are counted once under each group.
2. Total is a count of all individual learners. It includes all students including those in ethnic groups other than those listed.

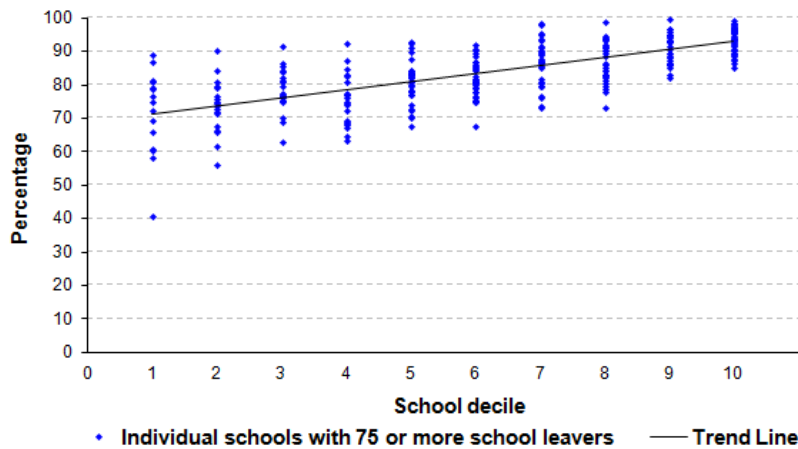
Source: Ministry of Education

Girls are more likely to stay at school until age 17 than boys (85% compared to 80%). However, this gender gap narrowed in 2013 because of an increase in the number of 17 year old boys remaining at school, and no change in the number of girls.

While there was a 6% increase in the proportion of 17 year old Māori learners remaining at school from 2009 to 68% in 2013, the gap between Māori and non-Māori has remained similar for the last 4 years.

Students from schools in the highest decile (9 and 10) are almost one and a half times more likely to remain at school until the age of 17 than students from the lowest decile (1 and 2).

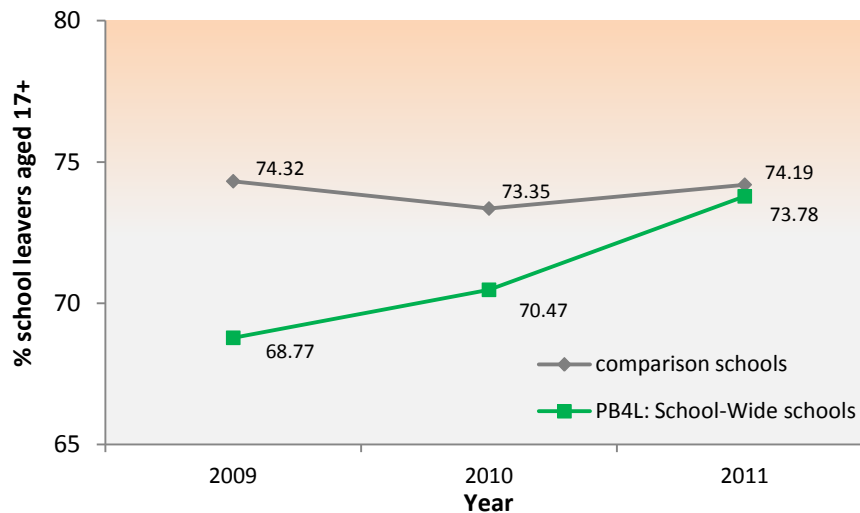
Figure 4: Percentage of students who were retained at school to the age of 17, by school decile (2013)



Source: Ministry of Education

It is worth noting that student retention rates have increased significantly in participating *PB4L: School-Wide* schools, discussed in Section 2, during the first two years of implementation, and the gap between student retention in these schools and comparison schools closed considerably between 2009 and 2011.

Figure 5: Retention rates for Positive Behaviour for Learning: School-Wide and comparison schools, 2009-2011



Source: Ministry of Education

Youth Guarantee

As mentioned in Section 2 of this report, the *Youth Guarantee* is a key programme in delivering on the Government’s Better Public Service Target of having 85% of young people achieving NCEA Level 2 in 2017. It provides new opportunities and choices for learners about how and where they study, and improve the transition from secondary to tertiary education and work.

In March 2014:

- 67% of participants in these programmes were male and 33% were female
- 35% were Māori, 48% were New Zealand European/Pākehā, 11% were Pasifika and 6% other
- 264 schools were participating in secondary-tertiary programmes, a 15% increase from March 2013, and 38% increase from March 2012.

Alternative education options

Alternative Education

The Ministry recognises that some students do become marginalised from school, and Alternative Education (AE) is one of a range of responses to ensure that all students engage and succeed in education. AE programmes are available for all 13 to 15 year olds and aim to provide a constructive alternative, in a nurturing environment with high expectations of student potential. There are 1,888 AE places nationwide. The Ministry contracts schools to manage alternative education in the community, and they often organise community providers to deliver education programmes to the students.

Partnership Schools

Partnership Schools/Kura Hourua are a new type of school in the system, bringing together education, the business sector and community groups to provide new opportunities for students to achieve educationally. The Government is rolling out a small number of Partnership Schools in areas of significant educational challenge and underachievement over the next two years. The first Partnership School opened in 2014.

These schools have greater freedom and flexibility to innovate and engage with their students in return for stronger accountability for improving educational outcomes. They focus on Government's priority learners, helping all students to reach their potential.

Teen parent education options

There is a range of educational opportunities available to teenage learners who are pregnant or already parents in addition to their education in English or Māori medium schools. These include *Youth Guarantee* and *Te Kura* (the Correspondence School), which are education settings available for a range of learners, as well Teen Parent Units (TPUs).

TPUs are attached to state secondary schools and designed to ensure:

- a learning environment with access to suitable facilities for changing and feeding babies and young children
- a specialised approach to curriculum delivery, including an individual education plan for each learner
- availability of suitable buildings for both learners and babies/children of learners
- ongoing guidance and support
- staff who are empathetic to the needs of learners who are balancing study with child commitments
- easy access to an existing ECE centre, in close proximity, or direct provision of a sustainable ECE service

- peer support from other young parents who are continuing their schooling
- a site for the delivery of social support e.g. Plunket¹⁸, budgeting, domestic violence services.

There are currently 22 TPUs in areas of identified need. Each has a roll of 15 to 50 students. Students are almost always female, although parenting fathers can also attend. In some areas where there is no TPU there is a pilot programme to support up to 100 students in the mainstream environment.

Tertiary Education

New Zealand has a high proportion of tertiary qualified adults. In 2013, 48% of the population aged 25 to 64 years held a vocational certificate or higher qualification (Levels 4 or higher on the NZQF). In the case of younger people – those aged 25 to 34 years – 54% had a vocational certificate or higher qualification in 2013. The proportion of New Zealanders aged 25 to 64 years with a bachelors or higher qualification has increased from 15% in 2003 to 26% in 2013.

Increasing the proportion of the population aged 25 to 34 years with a Level 4 or higher qualification to 55% by 2017 to meet the Government's target is likely to be achieved. From 2011 to 2013, the proportion increased from 52% to 54%.

During 2013, there was an increase in net migration of people aged 25 to 34 years. This will contribute to the proportion of this age group with a Level 4 or higher qualification, as fewer qualified people leave the country, while those who arrive are likely to have higher educational attainment.

Ongoing improvements to tertiary education performance and completion rates will also help achieve the target.

Other actions being undertaken to achieve this target include increasing enrolments in younger age groups at Level 4 and above, improving educational quality and achievement – especially through clearer pathways with a focus on employment – and providing better information on educational performance and outcomes.

In 2013, NZQA approved the award of *Vocational Pathways* (explained under Section 2), as part of the NZQF, from 2014. That is, when students achieve the NCEA with enough credits from the standards recommended in the pathways, this will be reflected on their record of achievement held by the NZQA. This means that *Vocational Pathways* are recognised as a part of the qualification system, helping to clarify pathways for learners.

In 2013, there were 418,000 students (including international students) enrolled in provider-based formal tertiary education (study towards a qualification of more than one week's duration on the NZQF). This was a decline compared to 2012, due mainly to fewer non-degree enrolments by students aged 25 years and over, while enrolments in bachelors and higher qualifications by younger students increased. This upward trend in higher-level enrolments aligns with the Government's tertiary education priority of having more young people achieve qualifications at Level 4 and above. It also reflects increasing school achievement, with more young people qualified to study at higher tertiary education levels.

¹⁸ a major provider of well child health services in NZ

Tertiary education enrolments by people aged under 18 years increased in 2013 for the first time since 2005. In part, this is likely to be due to increases in the number of *Youth Guarantee* fees-free places which aim to:

- increase the educational achievement of targeted 16 to 19 year-olds by providing them with fees-free access to tertiary education towards Level 1 to 3 qualifications on the NZQF, and
- improve the transitions from school to tertiary education and work, via the establishment of secondary-tertiary programmes based on partnerships between training providers, industry and employers.

Of the students in provider-based formal tertiary study in 2013, 48,000 were international students, 9,860 were in *Youth Guarantee* fees-free places, and 8,760 were in Foundation-Focused Training Opportunities. There were also 4,080 senior secondary students studying via trades academies in 2013. Of the students in formal tertiary study 13,700 were in the Secondary-Tertiary Alignment Resource (STAR) programme, which engages at-risk students in upper secondary education by giving them the opportunity to attend tuition-fee free courses, and 7,490 students were in other short courses.

Participation of Māori and Pasifika students aged 18 to 24 years in bachelors (Level 7) and higher qualifications increased slightly between 2011 and 2013, from 11% to 12% for Māori, and 14% to 16% for Pasifika. The participation rate of this age group at Level 4 and higher was 22% for Māori, and 27% for Pasifika, and compares to 31% for all domestic students aged 18 to 24 years.

Government funding for tertiary education organisations is linked to a set of education performance indicators, and information on all organisations' performance is published annually. The indicators include participation, progression and completion of courses and whole qualifications, with a particular focus on measures for priority learners, and learners under 25 years of age.

Significant improvements in performance have been seen in recent years, especially with a larger proportion of students completing qualifications below degree level, and completing qualifications more quickly.

Student Loans and Allowances

The availability of student loans for payment of tuition fees, course costs, and living costs through the New Zealand Student Loan Scheme has meant that students who do not have the resources can access the Scheme for funds to enrol in tertiary education.

In 2013, 192,000 students borrowed from the loan scheme (74% of eligible students). In mid June 2013, 721,000 people had a student loan and the projected average repayment time for those who left study in 2009 and remained in New Zealand was almost 7 years.

64% of active borrowers identified themselves as New Zealand European/Pākehā, 20% as Māori, 14% as Asian and 10% as Pasifika.

The New Zealand Student Allowance is a grant paid to full-time students who are on an approved study course at a recognised New Zealand tertiary education provider. The student allowance plays an important role as supplementary support to the Student Loan Scheme and is provided for students from low-income families and those most in financial need, ensuring that they can overcome financial barriers to

tertiary education. Student allowances also play an important role in reducing barriers for those with low prior educational achievement, and those who may not recognise the future benefits of study, by supporting them to gain initial qualifications.

Workplace-based learners

There were 138,000 industry trainees in 2013, including 37,500 apprentices.

Following reviews of industry training, conducted in 2011 and 2012, the Government announced changes to the system in January 2013. The most significant change was the introduction of New Zealand Apprenticeships from January 2014. This scheme combined a number of types of existing apprentice training, and provides the same level of support to all apprentices regardless of their age. New Zealand Apprenticeships are programmes of 120 credits or more at Level 4 on the NZQF that provide entry into an occupation or industry.

In March 2013, the Government launched the Apprenticeships Re-boot to increase the number of apprentices, particularly for the expected construction boom associated with the 2010 and 2011 Christchurch earthquakes¹⁹. Most of these changes to the industry training system also came into effect from January 2014, including:

- increased funding rates for industry training
- increased performance expectations of industry training organisations to improve the quality of training, and
- allowing employers direct access to industry training funding.

Special Education

Approximately 96% of children and young people with special education needs attend regular schools and every school receives a special education grant as part of its operational funding.

Each year up to 70,000 students receive special education support. The Ministry employs around 800 frontline specialist staff, including speech therapists, psychologists and physiotherapists, to support these students. These staff complement more than 900 specialist teachers who work across clusters of schools to support students with special needs. Ministry staff work with another 1,000 full time equivalent teachers and teachers' aides who provide classroom based support with the highest level of disability-related needs under an Ongoing Resourcing Scheme (ORS).

ORS provides support for students with the highest level of need for special education to join in and learn alongside other students at school. It does this by providing resources to schools who enrol eligible students. Resources include additional teacher time, specialist input, paraprofessional (teacher's aide) time and a grant for consumable items which enables eligible students to be present and participate at school.

In 2013, there were approximately 8,000 students receiving ORS funding, representing 1% of the total school population. Boys made up 65% of these students, and the ethnic distribution matched that of the general schooling population. There

¹⁹ Christchurch and surrounding areas in the South Island of New Zealand experienced major earthquakes in 2010 and 2011. 185 people were killed during the February 2011 earthquake and there was major damage to Christchurch land, buildings and infrastructure.

were 5,850 students (74%) funded at High Need, 1,778 students (22%) funded at Very High Need, and 310 students (4%) funded under the extension category of ORS. In Budget 2014, the Government increased the operating funding over four years to provide additional teacher aide support for students with high health needs to safely attend school.

27% of students receiving support under the ORS achieved NCEA Level 1 or above, 17% achieved NCEA Level 2 or above, and 8% achieved University Entrance Standard in 2012 (this compared to 85%, 74% and 49% respectively for all students in 2012).

Table 1: Ongoing Resourcing Scheme (ORS) school leavers at each level of achievement (2009-2012)

ORS school leavers achieving NCEA Level 1 or above						
Qualification	Sum of Total	year				Grand Total
		2009	2010	2011	2012	
Below NCEA Level 1		285	355	383	380	1403
NCEA Level 1 or Above		105	150	138	141	534
Grand Total		390	505	521	521	1937
% achieving		27	30	27	27	28
ORS school leavers achieving NCEA Level 2 or above						
Qualification	Sum of Total	year				Grand Total
		2009	2010	2011	2012	
Below NCEA Level 2		323	409	426	432	1590
NCEA Level 2 or Above		67	96	95	89	347
Grand Total		390	505	521	521	1937
% achieving		17	19	18	17	18
ORS school leavers achieving University Entrance Standard or above						
Qualification	Sum of Total	year				Grand Total
		2009	2010	2011	2012	
Below UE Standard		356	466	471	478	1771
UE Standard		34	39	50	43	166
Grand Total		390	505	521	521	1937
% achieving		9	8	10	8	9

Source: Ministry of Education

Following the 2010 review of Special Education and the launch of *Success for All*, school Boards of Trustees have had to include evidence in their planning and reporting that they are using government resources to support the participation and achievement of students with special education needs.

Since 2011, the New Zealand Teachers Council requires teacher education providers to include a focus on inclusive education with the expectation that they will adjust their teaching curriculum to reflect this. Existing development and training

programmes for school Boards of Trustees have been revised to ensure they adequately cover expectations and requirements for education for students with disabilities. This highlights the fact that the knowledge and attitudes of principals and Boards of Trustees are important in determining how inclusive schools are.

Cross-Sector Forum on Raising Student Achievement

In 2012, the Minister of Education established a Ministerial Cross-Sector Forum on Raising Achievement. The purpose of the Forum is to provide collaborative cross-sector leadership and advice to the Minister on a quality achievement programme that will ensure every young person leaves school with the knowledge and skills they need to succeed. The aim is educational success for 5 out of 5 learners.

The Forum comprises representatives from primary and secondary schools, ECE and tertiary education sectors, area schools, unions, business, academics, and iwi/tribe, and meets regularly to consider key issues in education. It is committed to using research, collective knowledge, resources and networks to raise achievement across the system.

Education sector agencies are focused on ensuring the system delivers on Government's key goals to deliver improved outcomes for all New Zealanders, and stronger economic growth.

Goal 4 *Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.*

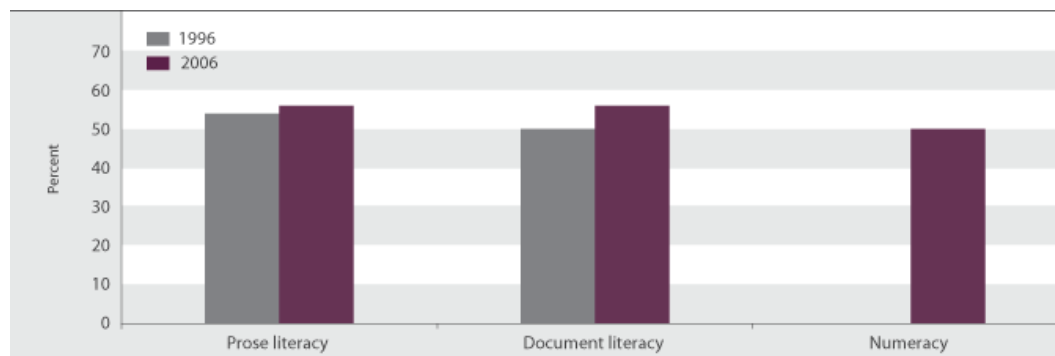
This part of the report discusses New Zealand’s adult literacy patterns, and measures to improve adult literacy and numeracy.

Adult Literacy

Literacy patterns for adults in New Zealand are comparable to those of similar English-speaking countries.

Participation in the 1996 International Adult Literacy Survey (IALS) highlighted a significant proportion of the population (16-65 years old) having literacy skills at a level below the minimum needed to cope with the demands of everyday life and work in a complex, advanced society (at Level 3 or above). This saw the start of a comprehensive and planned approach to improving adult literacy and numeracy skills with the introduction of a New Zealand Adult Literacy Strategy in 2001, followed by a range of initiatives to improve the quality of literacy and numeracy learning and access to learning opportunities. By 2006, the subpopulation with very low document literacy skills had decreased substantially (56% of the population aged 16-65 years had higher document literacy, compared to 49% in 1996), but New Zealand has relatively large subpopulations with low numeracy skills (2006 Adult Literacy and Life Skills Survey - ALL).

Figure 6: Proportion of adults aged 16–65 years with literacy skills²⁰ at Level 3 or above, International Adult Literacy Survey 1996, Adult Literacy and Life Skills Survey 2006



Source: 2010 Social Report, Ministry of Social Development
 Note: Numeracy was measured in the 2006 survey only.

In 2006, males were more likely than females to have numeracy skills at Level 3 or above, but there was no significant gender difference in higher prose literacy. The picture was mixed for document literacy. Overall, there was no significant gender difference in the proportion of adults with document literacy skills at Level 3 or above.

²⁰ Prose literacy is defined as the ability to read and understand continuous texts (such as news stories, editorials, brochures and instruction manuals). Document literacy is the ability to read and understand discontinuous texts (such as charts, maps, tables, job applications, payroll forms and timetables). Numeracy is the ability to read and process mathematical and numerical information in diverse situations.

However, among young adults aged under 25 years, a larger proportion of females than of males had document literacy skills. The pattern was reversed at ages 45 years and over, with males more likely than females to have higher document literacy skills. This is broadly consistent with the New Zealand results from the Programme for International Student Assessment (PISA), which looks at the performance of 15 year olds in reading, mathematical and scientific literacy. For example, in PISA 2012, girls performed on average significantly better than boys in PISA's reading domain, while boys perform better than girls on average in PISA's maths.

Table 2: Proportion (%) of adults with literacy skills at Level 3 or above, by age group and sex, Adult Literacy and Life Skills Survey 2006

Age group (years)	Prose literacy		Document literacy		Numeracy	
	Females	Males	Females	Males	Females	Males
16–24	49	44	54	49	40	45
25–34	59	56	60	61	49	57
35–44	63	56	61	62	52	60
45–54	63	61	57	62	45	58
55–65	51	52	43	53	34	51
Total	57	54	56	58	45	54

Source: 2010 Social Report, Ministry of Social Development

Across all three domains, a clear majority of New Zealand European/Pākehā had literacy skills at Level 3 or above. Compared to Asian adults in 2006, Māori adults had a larger proportion with prose literacy at Level 3 or above, but a smaller proportion with higher levels of document literacy and numeracy. Pacific peoples consistently had the smallest proportions with skills at Level 3 or above. Between 1996 and 2006, the proportions of New Zealand European/Pākehā, Māori and Asian adults with higher prose and document literacy skills increased, while the proportions of Pacific adults with these skills declined.

Table 3: Proportion (%) of adults with literacy skills at Level 3 or above, by ethnic group, International Adult Literacy Survey 1996, and Adult Literacy and Life Skills Survey 2006

Ethnic group	Prose literacy		Document literacy		Numeracy
	1996	2006	1996	2006	2006
New Zealand European	59	64	55	64	56
Māori	35	37	30	36	25
Pacific peoples	28	21	26	24	14
Asian	28	34	33	43	39
Total	53	56	49	57	49

Source: 2010 Social Report, Ministry of Social Development

Note: Robust statistics are not available for other ethnicities because of small numbers.

New Zealand is participating in the second round of the OECD Survey of Adult Skills (Programme for International Assessment of Adult Competencies - PIAAC), which will shed further light on progress. Results will be released in 2016.

Improving Adult Literacy and Numeracy

Basic skills in literacy and numeracy are essential to participate fully in the modern world, and they are a priority across the education system. Without these skills, adults are limited in all aspects of their lives – including finding and keeping a job, raising their children, and following instructions (e.g. for the safe use of medicines, the preparation of food, or workplace health and safety).

An improvement in literacy and numeracy skills helps not only those seeking employment, but also those already in the workforce. These skills also help people to gain further qualifications and improve their career prospects which can lead to more productive, better paid and sustainable employment. In particular, the increasingly technology-based nature of jobs and the workforce will require individuals to have stronger basic skills, especially in literacy and numeracy. This is particularly important as workplaces become more dynamic and the need to up-skill is essential to sustain careers.

To ensure that all New Zealanders gain basic skills, the Government has focused in recent years on improving the targeting, uptake and quality of study at Levels 1 and 2 on the NZQF. There have been major reviews of foundation education and changes have included requiring that literacy, language and numeracy provision is embedded in all Level 1 to 3 courses. Literacy and numeracy requirements, suitable in schools, industry and tertiary settings, have been developed for senior secondary students and must be met at each level to achieve NCEA.

A new Literacy and Numeracy for Adults Assessment Tool was introduced in 2010 to measure the literacy and numeracy of learners in adult education settings. In contrast to the ALL survey, which was intended to accurately measure the skill distribution of groups within the population, the Assessment Tool is intended for individual testing. It is designed to provide an accurate measure of the skill of each respondent that can be used by education providers to inform teaching and learning. In 2012, 101,000 learners were assessed at least once using this tool, with 254,000 individual assessments carried out across reading, writing, vocabulary and numeracy.

Reflecting the different learning needs and approaches of adult learners, support for literacy and numeracy is provided in a variety of ways. Intensive literacy and numeracy funds target learners with particularly high needs. This also includes provision of English for Speakers of Other Languages (ESOL) courses as a significant part of the workforce is made up of many people for whom English is a second language. Workplace literacy and numeracy delivers targeted job-specific literacy and numeracy for employees in the workplace.

Adult and Community Education (ACE) provides a bridge to further learning opportunities and offers a wide range of community-based activities and programmes for adults and happens in many settings – formal, informal, in an institution, at home or at work. ACE funding is available through the TEC to provide community-based education, foundation skills and pathways into other learning opportunities that meet community learning needs.

A key focus in the period from 2010 onwards has been to more carefully target resources provided for adult and community education to education that is delivering clear benefits to target learners. The three priorities of ACE funding are to:

- target learners whose initial learning was not successful
- raise foundation skills

- strengthen social cohesion, enhancing a learner's ability to participate in society and economic life.

The *Tertiary Education Strategy 2014-2019* has a target to improve adult literacy and numeracy as one of six key priorities for the tertiary education sector.

There is a need to continue to offer a diverse and flexible range of skills programmes that reflect learners' different needs and abilities, and help support their achievement. This means:

- having shorter, quick options targeting job-specific literacy, language and numeracy gaps as well as longer, more extensive options for people with more substantial learning needs
- Tertiary providers working with communities and employers to reach new learners, especially those in the workplace
- having supportive and flexible policy settings.

Goal 5 *Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.*

This part of the report discusses the legal basis for gender equality in education, and considers gender disparities that are evident in educational performance, as well as the teaching workforce.

Gender disparities

The New Zealand education system is committed to ensuring girls have full and equal access to and achievement in basic education of good quality. This objective has largely been achieved since education from ages 5 to 19 is free to all children, and because attendance is compulsory from age 6 until a person's 16th birthday (Section 3 and 20 of the 1989 Education Act) unless a student has an exemption from attendance (e.g. for the purpose of home-schooling). The 1989 Education Act, however, permits restriction of attendance at certain schools, so that boys may not be enrolled at girls' single-sex schools, nor girls enrolled at boys' single-sex schools. While all state primary and most state secondary schools are co-educational, there are some single-sex boys' and single-sex girls' secondary schools. This arrangement responds to parental choice and is not deemed to be discriminatory.

While gender parity in respect to dimensions such as participation and access has largely been achieved in the New Zealand education system, when educational performance by gender is compared, some disparities are evident mainly related to lower average achievement of boys in literacy (especially writing).

National Standards and *Ngā Whanaketanga Rumaki Māori* Achievement results show that girls perform better than boys assessed through those initiatives at primary level. This is supported by international findings (PIRLS for Year 5 students and PISA for 15 year old students in reading), suggesting that:

- there is a literacy gender gap, with boys performing less well in reading and, in particular, in writing
- large disparities exist among boys in literacy and these tend to be wider spread than those for girls
- boys are overrepresented in the lower end of the literacy results distribution.

However the data also show that:

- there has been no marked decline in the performance of boys or girls over the last decade
- many boys are succeeding at school, including Māori and Pasifika boys.

The Government is responding to the fact that boys and girls can have different achievement rates in education, and schools are required to report aggregated data on the progress and achievement of their students in relation to *National Standards/ Ngā Whanaketanga Rumaki Māori*, by gender. Where the data reveals gender disparities, this information can be used by the Ministry, as well as individual schools, to target resources and services to address the disparity.

It is important to note, that gender disparities are smaller than those associated with ethnicity and socio-economic status.

The Ministry established a reference group in 2004 (a Boys' Educational Achievement Reference Group) to undertake research and provide policy advice on matters relating to the educational achievement of boys. The group advised on actions for lifting boys' achievement at secondary school, assisting with improving the knowledge base on boys' educational achievement, and providing a forum to consider views from interested individuals or groups. The main aim was to build support for effective practice and innovation in teaching boys.

The Ministry published a report *Boys' Achievement: A synthesis of the data in 2008*, and a webpage Success for Boys²¹ was also launched.

Teaching work force

There are gender differences within the teaching workforce in New Zealand. In licensed ECE centres in 2013, there were 22,193 teaching staff, of whom 21,707 (98%) were female and 486 (2%) male (although this was an 11% increase in male teachers compared to the previous year). In the schools sector in 2012, there were 37,847 teaching staff, of whom 28,737 (76%) were female and 9,110 (24%) male.

While the number of school leaders (principals and management designations) has grown only slightly, the gender balance changed from women comprising 58% of school leaders in 2004, to women comprising 63% of leaders in 2012. There are also some differences between primary and secondary school sub-sectors. In primary and intermediate schools, 51% of principals are women, despite 86% of all primary and intermediate teachers being women. Only 31% of principals are women in secondary schools, although 61% of all secondary teachers are women.

A similar imbalance is evident in the tertiary education sector. The 2012 New Zealand Census of Women's Participation, published by the Human Rights Commission, has, however, highlighted New Zealand universities as an area making incremental progress for women. The report tracks changes in the representation of women in the central areas of public life in New Zealand. The country's eight universities reached the 20% mark overall for the first time in 2010, with women making up almost a quarter (24%) of senior academic staff in 2012.

²¹ <http://success-for-boys.tki.org.nz/>

Goal 6

Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

This part of the report examines the policy frameworks for minimum educational standards, discusses achievement measures, and recent initiatives to lift teacher quality and the status of the profession.

Minimum Educational Standards

In New Zealand minimum educational standards are set for ECE (regulations for health, comfort, care, education and safety) and schools so that all children can gain access to education of good quality.

As noted in Section 2, the Education Review Office is a government department which evaluates and reports publicly on the education and care of students in schools and ECE services. ERO's findings inform decisions and choices made by parents, teachers, managers, trustees and others, and at the national level by government policy makers.

Standards for qualifications are monitored by NZQA to ensure that the interests of students in the senior secondary and tertiary education sectors are protected, and to ensure that standards of qualifications are maintained.

Early Childhood Education

The policy framework for minimum standards for ECE services is defined in Part 26 of the 1989 Education Act. Government funding is provided only to early childhood education services that are licensed (sections 308 and 311 of the 1989 Education Act). Administrative requirements and a Curriculum Framework are specified (sections 313 and 314), and licensing and certification provisions are also set out in legislation (sections 315 - 319).

Te Whāriki, the national curriculum statement for the ECE sector, provides the basis for consistent high quality curriculum delivery in the diverse range of early childhood services in New Zealand.

Schooling

The education policy framework for minimum educational standards in schools is set out in several related parts of the Education Act 1989. The National Education Guidelines are defined by Section 60A of the Act and have five components:

1. National Education Goals, which are:
 - statements of desirable achievements by the school system or by an element of the school system, and
 - statements of government policy objectives for the school system.
2. Foundation curriculum policy statements, which are:
 - statements of policy concerning teaching, learning, and assessment that are made for the purposes of underpinning and giving direction to the way

in which curriculum and assessment responsibilities are to be managed in schools, and

- national curriculum statements and locally developed curriculum.

3. National curriculum statements, that is to say, statements of:

- the areas of knowledge and understanding to be covered by students,
- the skills to be developed by students, and
- desirable levels of knowledge, understanding, and skill, to be achieved by students during the years of schooling.

4. National Standards, which aim to lift achievement in literacy and numeracy (reading, writing, and mathematics) by being clear about what students should achieve and by when in Years 1-8.

5. National Administration Guidelines relate to school administration and may (without limitation):

- set out statements of desirable codes or principles of conduct or administration for specified kinds or descriptions of person or body, including guidelines for the purposes of section 61
- set out requirements relating to planning and reporting
- communicate the Government's policy objectives, and
- set out transitional provisions for the purposes of national administration guidelines.

Tertiary Education

The framework for minimum education standards in the tertiary education sector is set out in a separate part of the 1989 Education Act. This includes a section setting out key objectives (section 159AAA) and requiring a Tertiary Education Strategy (section 159AA). Section 161 sets out an expectation of academic freedom and gives tertiary education institutions as much independence and freedom to make academic, operational and management decisions as is consistent with the nature of the services they provide, the efficient use of national resources, the national interest, and the demands of accountability. Academic freedom and the autonomy of tertiary education institutions are to be preserved and enhanced.

The Government is committed to providing quality education and key national strategies were designed with an aim (among others) of ensuring the right of everyone to a quality education, without discrimination or exclusion. *Ka Hikitia* - the Māori Education Strategy, the *Pasifika Education Plan*, and the *Tertiary Education Strategy* have been described earlier in this report. Over the years, other key strategies have included the *Pathways to the Future: Nga Huarahi Arataki*, a 10-year strategic plan for Early Childhood Education 2002-2012, and the *Schooling Strategy 2005-2010*.

Achievement measures

The Government recognises that there is a need to improve support for all learners and has placed an emphasis on better measurement and its active use to guide teaching and policy. Achievement measures such as participation in ECE and the percentage of students gaining key NCEA qualifications by the time they leave school have been discussed under EFA goal 1 and 3 and are not repeated here.

At primary level, *National Standards/Ngā Whanaketanga Rumaki Māori*, are giving a clearer picture to parents, teachers, principals and others on how children are doing against benchmarks.

National Standards results from 2013 show that reported achievement is strongest against reading followed by mathematics and then writing. 78% of primary school students (Years 1-8) are achieving at or above the *National Standard* for reading, 75% for mathematics, and 71% for writing across all year levels. There was a slight increase in overall achievement across all three *National Standards* between 2012 and 2013. Considerable variability across year levels exists, with a general decline in the reported rate of achievement as the year level increases. In other words, reported achievement is higher in Years 1-4 than it is in Years 5-8. However, increases in achievement have been greatest for Year 5-8 students across all standards between 2012 and 2013.

There are issues of inequality across all *National Standards*, but in particular reported achievement is roughly 10-20 percentage points lower for Māori and Pasifika students than for others. 69% of Māori and 64% Pasifika students achieved at or above the *National Standard* for reading (compared to 78% for all students), 65% and 61% respectively for mathematics (compared to 75% for all students) and 61% and 58% respectively for writing (compared to 71% of all students). With regards to gender, girls' achievement is much higher than boys (except in mathematics, where achievement is similar but still higher for girls).

Although Pasifika students have the lowest rate of achievement against the *National Standards*, Pasifika achievement increased more than that of any other group between 2011 and 2013, meaning that the gap between Pasifika achievement and Māori achievement is reducing.

Ngā Whanaketanga Rumaki Māori results from 2013 show that for all students in kura and schools using *Ngā Whanaketanga Rumaki Māori*, the overall achievement is strongest against the expected outcomes set for pānui/reading (76%), followed by pāngarau/mathematics (62%), and tuhituhi/writing and kōrero/oral language (both at 61%). There has been a decrease in reported achievement from 2012 to 2013, with the exception of pāngarau/mathematics, which saw the most positive gains. Girls are achieving better than boys in all achievement areas.

As noted, it is a priority to improve education outcomes for students who are Māori and Pasifika, from low socio-economic backgrounds or with special needs. The establishment of the *Student Achievement Function* provides Ministry support and guidance to boards of trustees and school leaders in addressing achievement disparities. The evidence collected through a review of 34 of the approximately 600 schools participating shows that over 900 students were accelerated from below or well below National Standard to at or above National Standard.

The Reading Together Project, being implemented from 2012-2015, is supporting 600-700 New Zealand decile 1-3 schools with students in any of Years 1-8 to help parents and whānau/families to support their children's reading.

Around 20,000 whānau/families will engage in Reading Together workshops over the 2012-2015 period, impacting on 30,000 students attending those schools and another 30,000 children in the families. This includes a high proportion of families for whom English is an additional language, as well as migrant and refugee families.

In 2014, an expansion was announced of the Reading Together Project to include all decile 4 and up to half of decile 5 English medium schools with students in any of Years 1 to 8. This will see an additional 144 schools benefit from this programme (an additional 5625 children attending those schools will benefit directly in 2015).

Public Achievement Information (PAI) aims to incrementally improve the range, quality and use of information and contributes to what is known about New Zealand's system, schools, kura and students and, therefore, can be used to inform decision-making appropriate to improving achievement.

The Public Achievement Information Pipeline provides key statistics from early childhood education through to 18 years of age, at a national and regional level. It shows progress being made against important measures such as participation in ECE, *National Standards* and *Ngā Whanaketanga Rumaki Māori* progress and achievement, and the percentage of students gaining key NCEA qualifications by the time they leave school. It also shows where there are issues of inequity, and therefore what improvements are needed across the education system.

Lifting teacher quality and strengthening the capability of the schooling workforce

As part of the wider *Quality Teaching Agenda* discussed earlier in this report, work to lift the quality of initial teacher education (ITE) has begun with the provision of additional funding to establish a small number of exemplary postgraduate programmes. This provides an opportunity to consider changes in the nature of, and approach to, ITE provision, drawing on both New Zealand and international best practice. New postgraduate programmes feature a significantly different approach to the clinical practice/practicum components of teaching and will provide a much more integrated and collaborative approach between the ITE provider and the school.

The Ministry reviewed the qualifications for specialist teacher training in early intervention, hearing impairment, learning and behaviour, and Autism Spectrum Disorder and new qualifications were put in place for the beginning of 2011. A new domain, Complex Educational Needs, was added to the Postgraduate Diploma in Specialist Teaching in 2012.

The new professional body, the Education Council of Aotearoa New Zealand (EDUCANZ), is a cornerstone of the Government's programme to raise the status of the profession, and publicly recognise the value it contributes to New Zealand. This is the culmination of three years of consolidated review, consultation and discussion.

EDUCANZ will be established as an independent statutory body replacing the New Zealand Teachers Council (NZTC). Its scope will be broadened to invest in leadership as well as quality teaching across the early childhood education and schooling sectors.

Investing in Educational Success (IES) is a major initiative under the wider *Quality Teaching Agenda*, and aims to build more of the professional skills essential to raising student achievement in all schools. A Working Group of education sector leaders has given advice on how to progress the initiative. The Ministry will continue working with the sector to finalise the design of the IES.

Between 2000 and 2012, overall average teacher pay (salary and allowances) in state and state integrated schools increased 61%, with increases of 64% for primary school teachers and 55% for secondary school teachers. Over the same period, total

principal average salary increased 74%, with 71% increases for primary school principals and 84% for secondary school principals.

4. Implementation of national education strategies to achieve the six EFA goals – future focus

A number of national strategies and initiatives, described earlier in this report, have been developed to improve system performance for priority learners, and therefore for all learners. They are not repeated here. Rather, this section puts an emphasis on the focus areas going forward, to ensure that all learners have access to and achieve in education.

Good progress has been made in the last year towards achieving each of the Government's Better Public Service targets. The most significant progress is in early childhood education participation, with the largest annual increases in a decade.

The focus remains on improving outcomes for priority learners over the coming years. The aim is to achieve improved performance by focusing on the following areas:

- **Future focus for ECE**

The Ministry will continue to accelerate work with communities of lowest participation, supporting them to use their own resources, and boost demand for early childhood education. There will be greater targeting of government and private investment in new services and child places.

Quality early childhood education provision will be supported by a new professional development performance fund to improve support in poorly performing services. There will be improved transitions from early childhood education to school, in particular for priority learners.

- **Future focus for primary and secondary schooling**

There is a strong commitment to lifting the quality of teaching and strengthening the teaching profession through enhancing career pathways for teachers and principals, and establishing a system approach to professional learning communities within schools and across New Zealand. The Ministry will make better use of data to identify the strengths and weaknesses of student, school and system performance and improve performance at each of these levels.

There will be continuous support to schools and tertiary institutions to ensure young people achieve NCEA Level 2 or an equivalent qualification and make successful transitions to further education, training and employment.

The Ministry will continue to focus on what works well for Māori and Pasifika students and make sure that any gender issues are identified, understood and addressed.

It will continue to promote and strengthen the role of parents, family and whānau in the education of their children and provide them with the information they need to help them support their children's educational choices. It will continue to support teachers and students to respond to the challenges of learning in a digital environment.

- **Future focus for Special Education**

The Ministry will support the delivery of quality, relevant and timely special education services to the children and young people who need them, to enable them to engage and achieve in education. To achieve the inclusive education target, it will provide the initiatives, programmes, resources, tools and information schools need to be inclusive.

The Ministry will guide the development of the infrastructure, knowledge, additional support and services so that teacher-learning and learner-learning interactions maximise student achievement.

The Ministry is working closely with other government agencies to deliver more effective social services, including services for children and young people with special education needs.

It will continue to expand the range and affordability of assistive and adaptive technologies, including specialised learning software devices, to help students with special education needs to achieve at school.

- **Future focus for Tertiary Education**

The Ministry will monitor progress towards the Better Public Services target to lift the number of 25 to 34 year olds with qualifications at NZQF Level 4 or above. More information about the age cohort covered by the target, and their engagement in education and employment, will help to identify groups that may need additional support to gain higher-level qualifications.

The Ministry will work with the tertiary sector to improve the performance and value of tertiary education. The new Tertiary Education Strategy for 2014 to 2019 promotes a more outward-facing and engaged tertiary education system, with strong links to industry, community and the global economy. It also has a strong focus on outcomes for individuals, businesses and the country.

5. Prospects for a post-2015 education agenda

The New Zealand Ministry of Education is committed to raising achievement for five out of five students. Education has a vital role to play in our nation's future, and there is a shared responsibility to ensure every New Zealander has the opportunity to fulfil their potential.

New Zealand has embarked on a significant change programme to deliver better public services, which involves every agency, ministry and department. This means the way we do our work and collaborate with other agencies is changing. To better support education outcomes for all learners requires a partnership approach at a national and local level.

New Zealand is actively involved in and supports the emerging consensus on the post-2015 development framework, including a limited set of universal international development goals, applicable to all countries, with a set of targets and indicators by which to measure achievement. Within that context, we will continue efforts to ensure that every New Zealander is able to derive maximum benefits from a high quality education.

6. Appendices

Appendix 1: UNESCO Education For All Goals

“Basic learning needs ...comprise both essential learning tools...and the basic learning content ...required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning.”

*(World Declaration on Education for All,
Article 1, Paragraph 1, Dakar, Senegal, April 2000)*

The goals set out in Dakar are designed to enable individuals to realize their right to learn and to fulfill their responsibility to contribute to the development of their society.

The six EFA goals are:

- Goal 1** Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
- Goal 2** Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.
- Goal 3** Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
- Goal 4** Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
- Goal 5** Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
- Goal 6** Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Appendix 2: United Nation Millennium Development Goals (MDGs)

The 8 MDGs are:

- Goal 1** Eradicate extreme poverty and hunger
- Goal 2** Achieve universal primary education
- Goal 3** Promote gender equality and empowering women
- Goal 4** Reduce child mortality rates
- Goal 5** Improve maternal health
- Goal 6** Combat HIV/AIDS, malaria, and other diseases
- Goal 7** Ensure environmental sustainability
- Goal 8** Develop a global partnership for development

Appendix 3: Overview of schooling in New Zealand (year level, age and type)

Year (grade)	Typical age	Compulsory attendance ages	Typical Curriculum level	Typical NCEA level	National Standards	Most common types of school	
(Year 14)	18-19		Level 8 Level 7 Level 6	Level 3 Level 2 Level 1	..in Reading, Writing and Mathematics	Secondary schools: Variously known as 'High Schools', 'Colleges', and 'Grammar Schools' Co-ed or Single sex	
Year 13	17-18						
Year 12	16-17						
Year 11	15-16	16					
Year 10	14-15	15	Level 5			Intermediate Schools (mainly in towns and cities)	
Year 9	13-14	14					
Year 8	12-13	13	Level 4		8 7		
Year 7	11-12	12					
Year 6	10-11	11	Level 3		6 5		
Year 5	9-10	10					
Year 4	8-9	9	Level 2		4 3		
Year 3	7-8	8					
Year 2	6-7	7	Level 1		2 1		
Year 1	5-6	6					
(Year 0)	5						

Source: Ministry of Education

Appendix 4: Level descriptors and qualification types on the National Qualifications Framework

LEVEL	QUALIFICATION TYPES
10	Doctoral Degree
9	Master's Degree
8	Postgraduate Diplomas and Certificates, Bachelor Honours Degree
7	Bachelor's Degree, Graduate Diplomas and Certificates
6 5	Diplomas
4 3 2 1	Certificates

Source: New Zealand Qualifications Authority