We get the job done

ORGANISATION

BRIEFING TO INCOMING MINISTER

Friday 19th September 2014

This document has been proactively released and is consistent with provisions of the Official Information Act 1982.
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Guide to this document

Part 1: Our work is all about raising achievement

Part 1 outlines the approach we are taking to key education system issues we face as a ministry. It outlines our role, vision, behaviours, and the scope and scale of the Ministry’s activities. The Ministry has changed over time and we now clearly define our role as the steward of the education system. We have established a set of behaviours which describe how our staff need to deliver and which will build the culture of our organisation.

Part 1 also introduces the other government education agencies. It describes their roles and how we work across those agencies, as well as other government departments, to help deliver government’s education priorities and contribute to broader social and economic outcomes.

We introduce our staff and their roles and outline the scale of the government’s spending on education and how this funding is spent.
Part 2: We have established the foundations for change

Part 2 outlines how the Ministry has changed to improve how we work to deliver government’s goals and to be more effective in supporting sector leaders and others to raise achievement. Part 2 outlines how we have strengthened our internal leadership, embedded our behaviours and re-aligned our organisational structure to deliver our functions.

Part 2 outlines our core groups, their functions and how their focus may have changed. Our new structure offers a more strongly integrated, future-focused, evidence-driven organisation with better and more localised decision-making.

Part 3: We are building our capability to make a difference

Part 3 outlines the next steps to improve our organisational capability in:

- system-focused, experience-informed policy development
- our use of evidence, data and knowledge to inform our decisions and actions
- our work to support parents, businesses and communities
- our ability to work productively with the sector nationally and at the local level
- how we invest in services to get the best outcomes.

Working with you

This section outlines how the Ministry of Education is ready to work with you to deliver on your priorities as Minister.
Our work is all about raising achievement
Part 1: Our work is all about raising achievement

New Zealand has a strong and integrated education system. Our system is effective for most students, but there is more to be done.

Education increases the range of life choices and opportunities open to New Zealanders. Better educated people are more likely to be healthy, prosperous and satisfied with their lives. Higher educational achievement leads to higher employment rates and higher average income levels, as well as increased productivity and a more competitive economy. The more qualified people are, the more likely they are to be in paid work and to earn more. Qualified people are better able to contribute in a meaningful way to the communities we live in and are stronger in their national and cultural identity. Education is key to our well-being, social cohesion, and citizenship.

Learners of all ages are at the centre of the education system. Parents and caregivers, teachers and principals, tutors and lecturers, communities, iwi and others work with and guide children and students to generate educational success.
The system must be designed and supported to allow all these people to grow through their education, to take charge, and to move between the stages of education. It must be flexible and capable of meeting the educational needs of all learners, including those with special education needs. It must respond to the language, identity and culture of all learners.

Over many years, the New Zealand education system has been characterised by relatively high levels of disparity. At every stage, the system is less successful for Māori and Pasifika students, learners with special education needs, and people from low income families – from entering early childhood education, through the schooling system, to achievement at the highest levels of tertiary education.

There are opportunities to do better for more students, particularly to raise skill levels and ensure all learners achieve to their potential. To get the results New Zealand and its learners deserve from the system, we need to:

- improve educational leadership and the quality and relevance of teaching and learning
- engage more learners and their families in education and its results so that all learners can succeed.

The Ministry’s approach to achieving this is to:

- ensure the way the system is set up (its infrastructure, funding systems, the policies and rules which govern how it works, and the supports available) enables those in it to consistently help learners achieve their potential
- work with sector leaders and others to find system-level solutions to system-level issues and local solutions where the issues are local
- gather, analyse and make available high-quality data and information to help ensure that decisions made throughout the system are well informed.

Our role is to help others to teach and learn. We rely on the actions of children, young people and adult students, parents and communities, teachers and lecturers, early learning, school and tertiary leaders to raise achievement. Our position within the education system gives us a unique role to create the environment, resources and support to enable them to succeed.
The education system has evolved

Twenty-five years ago, Parliament passed the Education Act 1989, implementing a series of significant reforms across the education system. The reforms resulted from three key reports:

- Before Five – required early learning providers to have a charter with parents and whānau in order to receive government funding and to be licensed by the government to function. Volume-driven funding enabled the sector to grow.

- Tomorrow’s Schools – gave significant operational responsibility to school boards of trustees, making New Zealand’s schooling system the most devolved in the world.

- Learning for Life – made tertiary institutions self-governing and created a uniform, volume-driven funding system.

A number of Crown entities were established to manage various aspects of the education system. The old Department of Education was disbanded and a new department – the Ministry of Education – created.

The new Ministry’s role was primarily to provide policy advice to Ministers. Some operational responsibility remained, including the funding and management of school property.

The system has changed over time. As the reforms bedded in and became the norm, issues were identified and addressed. Changes have shifted expectations of the system, resources and financial drivers, the support required and the systems and structures to provide that support.

As the system has changed, so has the Ministry of Education. Government has added a number of services and functions to our responsibilities. This was intended to gain economies of scale and improve service quality and coordination. The establishment of the Tertiary Education Commission also reduced the Ministry’s funding and operational responsibilities in tertiary education. Other government agencies’ roles also changed over time, giving a different picture to that initially envisaged in the late 1980s.

This evolution means that the Ministry now has many functions across the education system. Policy advice remains a key part of our role, but we also have significant operational responsibilities. The education sector is diverse and varied in the support it needs. The education government agencies and the Ministry work together to deliver joined up support to the system to help it function effectively for children, young people and adult students.
<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
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<tbody>
<tr>
<td>1989</td>
<td>Education Act passed</td>
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<tr>
<td><strong>EARLY 1990s</strong></td>
<td>Ministry’s regional presence reduced</td>
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<tr>
<td>1992</td>
<td>Ministry takes responsibility for new Student Loans Scheme</td>
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<tr>
<td><strong>THROUGHOUT THE 1990s</strong></td>
<td>ERO raises concern about uneven school quality and begins publishing reports on where it sees systemic failure</td>
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<tr>
<td>1996</td>
<td>Te Whāriki, the early childhood education curriculum, published</td>
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<tr>
<td>1999</td>
<td>Student Loans Scheme transferred to Work and Income</td>
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<tr>
<td>2002</td>
<td>NZQA’s role expands with introduction of NCEA. ECE Strategic Plan increased investment in the workforce</td>
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<tr>
<td>2003</td>
<td>TEC established, removing tertiary funding responsibility from Ministry. Special Education Service absorbed into Ministry. At the same time presence in the regions increases</td>
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<tr>
<td>2005</td>
<td>New early childhood education funding system introduced</td>
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<tr>
<td>2007</td>
<td>New Zealand Curriculum revised, followed in 2008 by Te Marautanga o Aotearoa. TEC given greater role in policy advice. ECE affordability improved through 20 hours funding</td>
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<tr>
<td><strong>2008 – 2014</strong></td>
<td>Relicensing of all early childhood education providers</td>
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<tr>
<td>2010</td>
<td>ERO begins to offer more post-review assistance to schools that need it. ECE Participation Programme begins to improve participation in ECE by children from priority groups</td>
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<tr>
<td><strong>POST 2010</strong></td>
<td>Government clarifies Ministry’s role as primary tertiary policy advisor</td>
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The Ministry of Education is the steward of the education system

In the past, the Ministry has been described as the leader of the education sector. This has created some role confusion. New Zealand’s education system is highly devolved and there are leadership roles right across the sector.

We have clarified the Ministry’s role as steward of the education system, removing this confusion. This role means two key things: a focus on the long-term health and performance of the education system as a whole, and, where needed, the provision of support to enable sector leaders to raise achievement.

We are in a unique position to deliver this role. We have a view of the whole system, not just of each component part. We also have the data and evidence to identify where action and support is needed, for whom and how it needs to be delivered to make the most difference. Our stewardship role also reflects changes across the public sector. Recent changes to the State Sector Act emphasise the stewardship responsibilities of departmental chief executives.

Part of this role is about making the linkages others cannot readily make. For example, linking the different stages a learner goes through and the environments in which they learn – from parents as first teachers to formal early learning, primary and secondary schooling and into tertiary education and the workplace.

We are also in a unique position to make the strategic links between education and the community’s needs; between educational achievement, the needs of firms and industries, and New Zealand’s future economic prosperity; and between education and other social issues and the government’s social sector. We do this in our advice and at the front line, with a focus on understanding and responding to the needs of children and young people, maximising their ability to achieve in education.

Our system-level role enables us to support the sharing of best practice across the system. We do this through the provision of information and hands-on advice direct to education providers and by funding support and education programmes. This enables the sector and learners to share successes and solutions for challenges.
We need to make sure the system works for every learner, at every stage, and as a whole; and help educational leaders deliver the best outcomes for each and every child and student. To achieve this we:

- license early learning providers, to ensure they are set up appropriately to provide education and support to children
- support schools and teachers to raise achievement through advisory and support initiatives as well as learning programmes for individual students and their families or whānau
- provide special education services to children and young people, and support to early learning services and schools
- deliver direct infrastructure services to help schools function – property, transport and information technology
- administer the funding for early learning services and for schools, and hold responsibility for tertiary education funding which is administered by the Tertiary Education Commission
- gather, analyse, publish and use evidence, data and knowledge across the system
- provide advice to government across the system.

We aim to ensure that people and providers working in the education system, at all levels, have the right resources, tools, support and information to enable them to help children and students succeed. Our support does not end with those working in the sector. We also support individual students, parents, families, whānau, ‘aiga and communities. And we work with iwi, employers, government agencies and others to ensure the support the system needs is in place and the system is delivering what is required.

BRAD COLEMAN, Resourcing Officer (Wellington)

I have been with the Ministry for a year, and I work with a great team of people. I work with schools on funding and staffing queries. We are here to make it as easy as we can for schools. There can be a lot of documentation for schools to complete, and we help them to work through it. Schools need to know what funding they are eligible for, and we make sure they have all the information they need to help with this. It’s important to get this right so that schools have the resources they need for teaching and learning.
We keep our eyes on the big picture

We work in many different ways, helping the education system perform better. We also keep our eyes on the big picture of educational success. Our purpose and vision reflect this.

Our purpose

We lift aspiration and raise educational achievement for every New Zealander.

Our vision

To see all children and students succeed personally and achieve educational success.

We want every New Zealander to:

- be strong in their national and cultural identity
- aspire for themselves and their children to achieve more
- have the choice and opportunity to be the best they can be
- be an active participant and citizen in creating a strong civil society
- be productive, valued and competitive in the world.

Under the Treaty of Waitangi, we have joint responsibility with iwi, hapū and whānau to ensure the education system supports and sustains the Māori language and Māori culture. We will continue to make sure the education system provides clear learning pathways for Māori learners to which they can relate and connect. And we will support both Māori-medium education and te reo Māori as a subject in English-medium education.

My role is to support iwi to engage and contribute in our education system by connecting them across the Ministry and education institutions in their local tribal area, to get better educational outcomes for all Māori learners. Our Iwi Māori Education Relationships team works across the country with more than 70 iwi. Together we build relationships, develop strategies and implement initiatives that promote the principles of Ka Hikitia, the Māori education strategy, and improve our education system for all Māori students. It’s rewarding when the Ministry and iwi work together on a common goal, and harness the knowledge, ideas, experiences and expertise of both to achieve educational success, not only for Māori, but for all learners.

MARTIN TE MONI, Senior Partnerships Advisor (Hamilton)
We must ensure that we do this in a way that is responsive, makes their work easier and helps them succeed.

Our behaviour reflects our stewardship role

Our role is to deliver the government agenda and to support the system to raise achievement. We work with ministers, sector leaders, teachers, parents, whānau, communities, children, young people and adult students to achieve shared goals and raise achievement. We must ensure that we do this in a way that is responsive, makes their work easier and helps them succeed.

To reflect this, we have set clear expectations for how we work, in a new set of Ministry behaviours.

Our behaviours

<table>
<thead>
<tr>
<th>We get the job done</th>
<th>Ka oti i a mātou ngā mahi</th>
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</thead>
<tbody>
<tr>
<td>We are respectful, we listen, we learn</td>
<td>He rōpū manaaki, he rōpū whakarongo, he rōpū ako mātou</td>
</tr>
<tr>
<td>We back ourselves and others to win</td>
<td>Ka manawanui ki a mātou me ētahi ake kia wikitorea</td>
</tr>
<tr>
<td>We work together for maximum impact</td>
<td>Ka mahi ngātahi mo te tukinga nui tonu</td>
</tr>
<tr>
<td>Great results are our bottom line</td>
<td>Ko ngā huanga tino pai a mātou whāinga mutunga</td>
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Establishing these behaviours and embedding them in the way we work and the way we engage with others will build the Ministry’s culture. In future, what we do and how we do it will reflect our stewardship role.
Education agencies work together to make a difference

We work alongside several other government education agencies to support the education system. The other agencies provide support and advice for education providers and students, funding and operational support, and educational review and assessment. As agencies, we need to be joined up in our work to deliver coherent support. The Ministry has a key role in joining up, as the steward of the system and as the only organisation with responsibilities across all three major parts of the system – early learning, schooling and tertiary education.

The Secretary for Education has established the Education System Stewardship Forum to enable a collaborative approach across education agencies to the stewardship of the education system. Forum members ensure that their organisation’s work is aligned in achieving the government’s objectives for education and the aspirations of New Zealanders.

The Forum is comprised of the Secretary for Education and the chief executives of the Tertiary Education Commission, the New Zealand Qualifications Authority, Education New Zealand, the Education Review Office, Careers New Zealand, the New Zealand Teachers Council, and the Correspondence School – Te Aho o te Kura Pounamu.
Each education sector agency has its own role in the system

Careers New Zealand (CNZ) works to equip New Zealanders with the high-quality information, advice and resources they need to effectively manage their careers over their lifetime. CNZ plays an important role in connecting education and employment with career-related data about education, training and the labour market and by improving the quality of career programmes and services in schools and tertiary organisations.

Education New Zealand (ENZ) supports export education to implement government’s stated goals for international education. ENZ is the voice of the New Zealand international education industry, and paves the way for our industry to grow.

The Education Review Office (ERO) helps our system achieve education of the highest quality for all young New Zealanders. A government department, ERO provides regular, independent, high-quality evaluation reports on the quality of education in all schools, all early childhood services and all other forms of pre-tertiary education in New Zealand. ERO’s findings inform decisions and choices made by parents, educators, managers and others, at the individual school and early childhood service level, and by government policy-makers at the national level.

The New Zealand Qualifications Authority is the steward of New Zealand’s qualifications system. Its work extends across the secondary and tertiary sectors including: developing and maintaining the New Zealand Qualifications Framework (NZQF), administering the National Certificate of Educational Achievement (NCEA) and assuring the quality of the tertiary education sector (except for universities). NZQA also has an important role in supporting the implementation of government’s international trade and cooperation agreements.
The Ministry advises government on the work of the education Crown entities, their strategic direction and performance.

The New Zealand Teachers Council is the professional body for the teaching profession in the early childhood and schooling sectors. It has a greater level of autonomy from the Crown, which is recognised through its status as an autonomous Crown entity. The Council is responsible for setting and maintaining the standards by which teachers can gain and maintain membership of the teaching profession. The Council also engages in research and other professional projects to support the teaching profession, and support the maintenance of professional standards through managing competence and discipline processes.

The Tertiary Education Commission (TEC) has the statutory responsibility for funding and monitoring the tertiary sector to achieve the Government’s Tertiary Education Strategy. The TEC does this through investing in tertiary education organisations, and by providing information and advice to decision-makers across the tertiary system (including Ministers). The TEC also monitors public providers and has some statutory powers to intervene when needed.

The Ministry advises government on the work of the education Crown entities, their strategic direction and performance.
We work across government to support better social and economic outcomes

The education system and its constituent parts work within our broader society and economy. Reflecting this, the Ministry works with a variety of other government departments (both social and economic agencies), on factors and services affecting the education system and student achievement.

We also work with other key agencies that support achievement such as:

- the New Zealand School Trustees Association (NZSTA) and Te Rūnanga Nui o ngā Kura Kaupapa Māori o Aotearoa who are contracted to support and train boards of trustees of schools and Kura Kaupapa Māori

- universities and other providers we contract to provide professional development and other services for schools and other providers

- the Network for Learning (N4L) company which is building the managed network for learning. N4L provides safe, predictable, uncapped and fast internet connections for all schools. The managed network provides the infrastructure that enables schools to take advantage of the opportunities for learning with digital technology. N4L also manages Pond – a digital hub for teachers to share knowledge and link to resources.

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**Children’s Teams**

Our staff are core members of multi-agency Children’s Teams in various sites around the country. These teams actively support children most at risk of harm and of not achieving at school. Our staff help assess the needs of children, work with them on how best to meet those needs and put in place a holistic plan for each child. That plan may include learning supports or help for the child with curriculum choices where appropriate, to ensure their programme of learning interests and motivates them to stay in school and achieve.
Our people are passionate about improving educational outcomes

We employ around 4,170 people in around 2,610 full-time equivalent (FTE) roles. We work out of 40 locations around New Zealand, as well as our national office in Wellington. Our staff directly support educational success. They do this in a variety of ways. Around:

- 1,030 of our staff (39%) work directly with children and young people to support their learning
- 440 staff (17%) provide front-line support to early learning services and schools or work with iwi, communities and others
- 370 (14%) deliver services directly to the education sector or purchase services on their behalf – resourcing, ICT, school transport and property, professional development and other services
- 360 (14%) work on the development and provision of education data and knowledge, and provide advice to government on how to get the most out of the education system
- 410 (16%) support the rest of our staff to do their jobs.

More than two thirds of our staff (70%) directly support either children and young people, or educators and education services.
Education is a large part of government spending

The education system is a significant part of government spending and a major part of New Zealand’s infrastructure and employment. Education accounts for one dollar in every five (20%) spent by government in 2014/15 ($73.1 billion).

The government’s 2014/15 budget for education is $14.4 billion. Most of this is in two Votes administered by the Ministry of Education: Vote Education ($10.1 billion, including all the early childhood education and schooling budgets) and Vote Tertiary Education ($3.0 billion, largely managed by the Tertiary Education Commission). The cost of student loans and allowances in tertiary education accounts for $1.3 billion and is administered by the Ministry of Social Development.

Most of Vote Education (88%) is allocated directly to providers (largely based on enrolments), pays the salaries of school teaching staff, or covers the costs of managing the school property portfolio. Vote Tertiary Education is almost exclusively allocated to providers, based primarily on student numbers or research funding.

The costs of managing the school property portfolio dominate the Ministry’s operating and capital budgets. Excluding these costs, spending on running the Ministry and the services provided by the Ministry is around $500 million. This equates to roughly 4% of the two Votes we administer. Appendix 1 provides more information on education funding.
We have established the foundation for change
Part 2:
We have established the foundation for change

We have made changes to enable us to deliver our stewardship role. We have focused on leadership, embedding the behaviours to build our culture and aligning our structure with our stewardship role.

We have strengthened our leadership

We have refreshed our Leadership Team, creating new roles and bringing in new talent to help provide the leadership we need to move our organisation forward. We have also worked hard as a team to improve our leadership, deliver integrated services and ensure a clear focus and direction for the organisation.

We are also working to strengthen the Ministry’s broader leadership group. We have identified our key leaders across the organisation and formed them into a defined group – the Leadership Forum. We are working intensively with them to help lead the changes we are seeking. This includes communicating and building ownership of the future direction of the organisation and the behaviours and culture we are seeking. We also deliver hands-on training in key areas such as issues and risk management.

The Leadership Forum will also help cross-Ministry teams function by encouraging leaders to work together, share staff and resources and prioritise work that will make the most difference to achievement. This group will take a lead on identifying the most effective initiatives and stopping work that has less impact, so we can put our resources where they’ll make the most difference.

We will continue these kinds of practical activities that encourage leaders to make the greatest impact on educational achievement, rather than just focusing on the day-to-day business of the group they usually work in.

We are also investing in formal leadership development opportunities such as sponsoring staff to participate in the Australia New Zealand School of Government programmes and those provided by the Leadership Development Centre. Developing this cohort means developing our future leaders and strengthening our succession planning, as well as contributing to public sector-wide leadership development.
We are already working more closely with the sector to jointly develop advice, guidance and operational practice and will grow this in the future.

We are embedding the right behaviours to build our culture

We have set clear expectations about the behaviours we need to be effective. We will continue to embed this culture into our day-to-day operations. For example, we are promoting the behaviours and celebrating them when we see them and we are building the behaviours into our staff performance management systems. For the future, we are thinking about how the design of our office environments encourages working together for maximum impact.

We have implemented a new operating model in which our priority work is delivered by cross-Ministry, time-limited project teams, drawing together the key skills and experience we need. This approach enables whole-of-system thinking, prioritises the use of talent and focuses it where it is most needed. It also provides excellent development opportunities for our people. This approach also models what we are trying to achieve in all of our activity, helping to embed our behaviours in everyday work.

We are already working more closely with the sector to jointly develop advice, guidance and operational practice and will grow this in the future. This can involve a range of approaches – from forming a sector group to lead the process, through to bringing sector experts into the Ministry to contribute to project teams.

This approach will deliver better, more practical and responsive decisions and action. To deliver this consistently, the Ministry will build its capacity and capability to work in this way. To be successful, we also need to continuously improve our relationship with the sector and build trusting, collegial working practices.

Backing the sector to win

In 2013, we started a ‘standard’ consultative process to invite the sector’s feedback on guidelines developed by the Ministry for schools on the search and seizure of students’ property.

During this process, we turned this around and the sector took the lead on this work with support from the Ministry. As a result, the guidelines reflected the realities for schools much better than if the Ministry had taken the lead. The guidelines are high quality and are owned by the sector.
We are now better aligned to deliver our goals

Our education system and educational achievement are the envy of many. But the system doesn’t work well for everyone and every system can improve. We provide policies, systems, expertise, support, curriculum, resources and infrastructure to enable sector leaders and professionals to deliver educational achievement.

We have re-aligned the structure of our organisation to better deliver our role as steward of the education system. This alignment, along with our Leadership Forum development and new operating model, better integrates our services. This approach also drives better access to information, data, evidence and analysis to inform our decisions. As a result we can prioritise our efforts to focus on the longer-term issues facing education.

Ministry organisation design
I work with teams right across the Ministry to help them frame and commission evaluations of policies and programmes. Good evaluation has to be practical – people need to see that their work is heading in the right direction at sufficient speed, while helping them make good decisions about how to progress. One of the things I enjoy about working in the Ministry is the ability to make a difference by applying research and evaluation thinking to how people approach our whole spectrum of work – policy, design and implementation. It’s about helping people to work out the right questions they need to ask to improve the quality and outcomes of what we do as an organisation.

Our policy advice and programmes are more system-focused and evidence-driven

System stewardship means building a stronger focus on the performance of the education system as a whole, and on longer term outcomes and design. To achieve this, we have established the Education System Performance Group (Deputy Secretary, Dr Andrea Schöllmann) to undertake the necessary analysis and work with other agencies to gain a bigger picture view. This group will help us get a clearer view of the longer term issues the system will face and prepare well to respond to them practically and realistically.

The group will work across the Ministry to ensure our work reflects the needs of the system as a whole and contributes to its long term health. It will provide an integrating role, ensuring all of our policy work aligns to a clear and shared view of the future. It will also work across government to connect the education system to other sectors. We need to keep our eyes on the horizon, but we will keep our feet firmly on the ground: our advice will be practical and achievable.

We gather and hold a lot of data on the education system, how it’s performing, what’s working for whom, and what’s not. Our data is an asset and we must maintain it, and build on it. The challenge is making sense of it, making it available to inform decisions at every level of the system and using it to raise student achievement. The Evidence, Data and Knowledge Group (Deputy Secretary, Lisa Rodgers) is currently strengthening our ability to turn data into knowledge that the sector and the Ministry can act on to raise student achievement.

Creating knowledge in this way will help us invest our resources for the right people, in the right way and at the right time. To support the sector, the group is developing tools that make the data accessible at a variety of levels. In this way, education data and evidence can become the engine room that informs decision-making within the Ministry and across the sector, leading to better outcomes for students. An example of this in the tertiary area is how good information about the longer-term outcomes for graduates of different qualifications is helping students and families, providers, funders and regulators to make good choices.
Reflecting the differences in the way education is delivered in New Zealand, three core groups provide policy advice and programmes to support the education system.

The Early Learning, Parents and Whānau Group (Deputy Secretary, Rawiri Brell) provides policy advice on early learning and to boost outcomes for learners who are least effectively served by the system, particularly Māori and Pasifika children and young people. This includes the establishment and support of Ka Hikitia – Accelerating Success 2013-2017: the Māori Education Strategy and the Pasifika Education Plan 2013-17. This group also provides leadership and policy advice on the role and support of parents throughout the system.

The Student Achievement Group (Deputy Secretary, Dr Graham Stoop) delivers policy advice on raising achievement in schooling, has a focus on Māori-medium schooling and designs support for schools and kura to deliver the curriculum and improve the quality of teaching and leadership. This group also manages the payment of school operating grants and the process of industrial bargaining with education sector unions and NZSTA.

The Graduate Achievement, Vocations and Careers Group (Deputy Secretary, Claire Douglas) delivers policy advice, strategy and research on tertiary education and achievement, and secondary-tertiary transitions. It also supports schools and tertiary education providers, to improve outcomes for students studying for foundation qualifications. This group also provides advice and links to other education systems internationally, the OECD and the overseas market for education in New Zealand.

The Priority Education Assignments Group (Deputy Secretary, Apryll Parata) is a mechanism for deploying some of the Ministry’s top talent to the Minister’s and Secretary’s priority initiatives.
We work in our local communities to support children and young people to participate in excellent education so they can lead great lives. From working closely with early learning services, kōhanga reo, schools and kura, identifying programmes and initiatives that can help them address their particular education priorities, to being a voice within the community that promotes the importance of education and supports the implementation of national education intentions within a regional context – it’s all in a day’s work.

I am passionate about education. I enjoy working with children and young people, their parents, families, whānau, iwi and our professional education colleagues. I have a really firm belief that everyone has the right to a fantastic education, and to expect to be successful.

We are establishing a more responsive and supportive front-line service

The Sector Enablement and Support Group (Deputy Secretary, Katrina Casey) is the key sector-facing part of our organisation and provides a single point of contact for early learning providers and schools. We have just re-aligned this group to create a new, more locally-responsive and supportive service. Our locally based staff work closely with the sector to help the system work well for all children and young people. Their job is also to join up programmes to provide coordinated and localised responses and to help the sector implement changes in policy.

We have appointed 10 Directors of Education to this group, in new roles that lead our work across each of 10 new areas. The Directors of Education provide a decision-making and coordination role with greater authority at the front line. They lead the development of a more responsive service that starts with local needs and situations. This shift reflects the range of support and approaches needed at different times and in different ways across the country.
We aim to offer consistently excellent services to the sector

The Ministry delivers services directly to children and young people and to education providers. These direct service units have separate management lines, reflecting the different nature of their work.

The Education Infrastructure Service [Head, Kim Shannon] is a significant part of the Ministry. It is responsible for over three quarters of the Ministry’s operational funding, spending more than $1.5 billion per annum to maintain and upgrade school property, providing safe and inspiring places to learn. It is responsible for almost all of the departmental capital spend of over $600 million this year. This covers the costs of building new schools, expanding existing schools, capital maintenance and modernisation.

The group also helps provide access to education by transporting over 100,000 students to school each day through more than 1,200 daily bus routes and transport options, at a cost of over $180 million each year. Following transfer of the payroll to Education Payroll Limited, the Education Infrastructure Service will manage the service agreement with the Crown company.
I manage a team of people based around the South Island. We provide support to groups across the Ministry, delivering a range of services, from managing facilities on site to providing business information, advice and administrative support. We do the work others in the organisation can’t do. It’s about supporting the sector-facing part of the Ministry. We manage the business so they can focus on serving the sector. I have been in the public service for several years, and I enjoy the variety of work we do.

Information communication technology (ICT) is key to the future of education for New Zealand’s students. The Education Infrastructure Service is working to complete more than 2,000 upgrades of schools’ internal ICT network infrastructure by the end of 2015. This $300 million investment provides the cables, switches, modems and servers schools need to take advantage of the huge learning opportunities presented by digital technologies. This links schools to ultra-fast broadband services which are being supplied to every school in the country by the Network for Learning.
Tama is three years old and was referred to the Early Intervention Service by Plunket when he was two. He has complex learning needs and has been diagnosed with Autism Spectrum Disorder. Tama has limited play skills (he does the same thing over and over) and finds transitions between home and his early childhood education centre difficult. He does not eat independently. Tama prefers being alone and is not yet able to communicate his wants and needs.

**Specialist support – Early Intervention Service**

Tama receives both home-and centre-based support. Our Early Intervention teacher has fortnightly contact with Tama, alternating between home and early childhood education centre visits. Tama’s play skills are improving and he now tolerates peers playing alongside him for short periods. He is learning to feed himself and is beginning to look at books with an adult. Tama’s early intervention teacher works collaboratively with his parents and teachers to support their use of strategies. Tama’s teachers also receive support from an Education Support worker to implement his Individual Plan.

The Early Intervention Service provides specialist support for children, like ‘Tama’ aged 0-6 years who have delayed development, a disability, a behaviour difficulty or a communication difficulty that significantly affects their learning.

In the last year, we provided an Early Intervention Service to 13,687 children and families and whānau.

Our Early Intervention teams include early intervention teachers, educational psychologists, speech-language therapists and Advisors on Deaf Children and kaitakawaenga.

We work closely with health professionals such as audiologists, physiotherapists, paediatricians, dieticians and occupational therapists.

We invest $39 million annually in the Early Intervention Service.

One third of the Ministry’s staff (over 800 FTE) are specialist staff in our Special Education Service. These staff are based in communities and part of our Sector Enablement and Support group. They directly support children with special educational needs. Last year our specialists supported over 30,000 children and young people with needs as diverse as speech and language therapy, physical disabilities and behavioural challenges. We also support schools with resources, tools and advice to help up to a further 70,000 students per year. Each child or young person has unique needs and every support is tailored accordingly. We spend around $530 million per annum on these services.
We are increasingly providing specialist advice to schools on how they can establish an inclusive school culture, and include students with a range of special education needs in all aspects of school life. We want children and young people with special needs to live an everyday life in everyday places and to learn with their peers like others at similar stages of life.

Our Special Education Service also manages Positive Behaviour for Learning (PB4L), helping schools improve their management of the behaviour of all children and young people. PB4L is a five-year programme, developed with the sector. It delivers initiatives for parents, teachers and schools across the country to teach positive behaviour and improve behaviour through changes to school culture and approaches.

This plan draws on a number of internationally-evaluated programmes to help schools improve the management and teaching of behaviour. Since 2009, over 400,000 children are estimated to have been part of PB4L.

**We have centralised our corporate functions**

To improve our overall effectiveness, we have centralised all of our Corporate and Governance services (Deputy Secretary, Kristine Kilkelly) in a single group, with a focus on excellent service provision for our internal customers and value for money. This group provides the support, tools and systems to make it easy for our people to do their jobs well. We have also simplified and strengthened our internal governance structures and boosted external membership to bring in stronger challenge to our way of working. We have also boosted our Information Communication Technology and privacy management capability.

Our management of ministerial communications, Official Information Act requests and other ministerial servicing has been brought together to streamline this work, improve our quality assurance mechanisms and provide excellent service.
We are building our capability to make a difference
Part 3:
We are building our capability to make a difference

Our structure now reflects our stewardship role, focuses us on the most important results, and improves the integration of our work. Our new behaviours will define how we go about that work and build our organisational culture. But improving our structure and behaviours is not enough – we also need to improve our capability.

In particular, we are focused on improving our:

- policy analysis and advice
- use of data, evidence and knowledge to inform our decisions and actions
- work to support parents, businesses and communities
- ability to work productively with the sector nationally and at the local level
- investment decisions.

We are developing our policy function

The Ministry’s role as steward of the education system places a premium on policy analysis and advice that focuses on the long-term health and performance of that system. We have high-quality policy staff who advise Ministers on policy settings, ranging from early childhood to tertiary education. We need to build on this and strengthen our ability to deliver policy advice to government that is focused on the performance and outcomes of the system as a whole, beyond the performance of its individual parts.

I work on Adult Literacy and Numeracy policy, which includes Adult and Community Education and ESOL. This work has given me the opportunity to work with a number of interagency groups, including work on the refugee and migrant settlement strategies. An important part of my role is interpreting complex material and providing advice that is concise and evidence-driven. Working with the tertiary sector is important to ensure we tailor funds and policy settings to be efficient and meet the needs of learners. We have to listen to what people say, as policy work is constantly evolving, and there are always new issues to be addressed and alternative approaches to consider. I find the work we do both challenging and meaningful – it’s about making it work for people.
This requires both strong policy leadership that sets high expectations and a sustained focus on building the career pathways and capability of our policy workforce. To achieve this, we are:

- growing our policy talent through graduate recruitment and fast-tracking our talent through career pathways
- broadening the policy workforce’s experience and expertise through shared policy work, coaching and more deliberate development planning
- making space for policy professionals to work on long-term and system-wide projects to stay close to the forefront of current policy research and thinking.

We will also ensure that policy advice is grounded in practice, with greater input from the sector. To achieve this, we are convening sector-led groups, creating mixed teams of Ministry and sector experts, and bringing sector experts into the Ministry. Finally, we are ensuring that our analysis and advice has strong foundations in the evidence, so that it results in greater educational success.

We will improve how evidence, data and knowledge inform our decisions

We have access to more education data than ever before and have established a new group to take advantage of it. Too much of our data remains difficult to access and interpret and therefore lacks the influence it should have.

The key is to build our understanding of what works for whom, when and where, and to provide these insights to education leaders and professionals, so they can lift achievement. Data is already used to inform our policy development as well as our operational practice. We are beginning to provide more accessible and usable information to the sector and the public.

Tangaroa College recognised that their students’ NCEA Level 2 achievement rates needed to improve to give students more choice about their future pathways. In 2013, the school joined the ART 2013-17 programme, which provides the framework for school leaders to improve their monitoring, tracking and planning to support students to achieve NCEA Level 2. The school takes a data-driven, targeted approach, focusing on the needs of each individual student. This gives the school a better understanding of their students, and how learning could be delivered to meet their needs. This approach has worked and has seen 66.5% of schools leavers achieve NCEA Level 2 in 2013, up from 59.4% in 2011.
Our education system is highly devolved, with high levels of decision-making by early learning providers, schools and tertiary providers.

In the future, we will increasingly use evidence and data to bring the right support, at the right time, to where it will have the greatest effect on raising achievement in early learning, schooling and tertiary education. This will require our new Evidence, Data and Knowledge group to build its capability to interpret and share knowledge and to effectively influence practice in the Ministry and in the sector. We are now undertaking more advanced analysis on large quantities of data (often covering large numbers of learners over extended periods of time) to identify longer-term risks to achievement. These results will inform our policy thinking and how and to whom we need to target our resources and our programmes of support.

We are also seeking to improve our use of technology to allow access to timely and tailored information to those at the front line. The ultimate goal is to provide those in the sector, and in government agencies, access to real-time information and the ability to analyse data that is tailored for their needs to help them make specific decisions.

We will work more productively with the sector

Our education system is highly devolved, with high levels of decision-making by early learning providers, schools and tertiary providers. The purpose of our policies and our support is to help providers make the best decisions to raise achievement and deliver their functions more effectively. This means our policy and our support must be practical, deliverable and responsive.

We aim to deliver system-level solutions to system-level issues and local solutions to local issues. We achieve both of these better when we work with professionals and service users in the thinking, the problem solving, the policy development, the design and the implementation. The further from the front-line decisions are made, the more difficult it is to get the decisions right, and the less likely it is that providers will own decisions.
To achieve this, we need to work with the sector more productively, to link with them and build trusting working relationships. These relationships must recognise the value sector experience and knowledge brings as well as the Ministry’s expertise. Front-line experience must inform our thinking and action, just as our system knowledge and experience must usefully challenge existing ways of working and thinking. Most importantly, we need to build our ability to bring our respective experiences and knowledge to bear in an environment which gains from both.

The changes we are making in our Sector Enablement and Support Group will help do that. Our Directors of Education will lead the development of stronger relationships and networks with the early learning sector, schools and foundation learning programmes at the interface between secondary schools, tertiary provision and employers. These relationships will enable joint problem-solving and more shared decision-making. We do not believe in a one-size-fits-all model – we will draw on the best evidence available nationally and internationally, but our responses will be designed from the ground up.

Directors of Education also have more flexibility in how they use their staff. We have joined up our previously separated early childhood and school-focused staff to create multi-disciplinary teams. This makes it easier to support stronger learning pathways for young people by focusing our people on collective problem-solving of community-based issues spanning more than one school or more than one education sector.

The new Directors of Education will shift decisions closer to communities and the sector, and support local players with tailored expertise and information. Where decisions sit formally with the Ministry and government, we will enable the sector to have a stronger input into the way forward.

We need to work with the sector more productively, to link with them and build trusting working relationships
We now have sharper, more coordinated communications with the sector and the public, but we still have more work to do. We have introduced the Bulletin for School Leaders, which provides comprehensive fortnightly information to principals and boards of trustees in a single, easy-to-access form. We also have regular newsletters and magazines for iwi partners and Pasifika groups, and the fortnightly Education Gazette that reaches the early childhood, primary and secondary education sector.

We have regular engagement with key sector leaders through face-to-face meetings with peak bodies in the tertiary sector, representative organisations and unions in the schooling sectors, and provider groups in the early learning sector. We also have ongoing active engagement as part of various project implementation groups, such as the Novopay education sector leaders group, Christchurch renewal clusters, and Property Principals group.

We will also improve our ability to engage with wider audiences including:

- developing our website to be more user-focused and working with education agencies on the development of www.education.govt.nz as an integrated education portal.
- developing the Education Gazette website, improving access for the sector.
- introducing standing forums to engage more regularly at a national level with the sector and others who can influence our thinking such as young people, parents and businesses.

We are building our capability to provide more strategic and integrated communications mechanisms, such as through social media and our online presence.

I work in the Ministry’s Resourcing and E-Admin contact centre where we answer queries from early childhood centres, teachers, schools and parents. I enjoy the variety of issues we deal with, including payroll, staffing and funding, data collection for roll returns, and support for school systems. We also managed the emergency line that was established for schools after the February earthquake in Canterbury, coordinating responses to property issues and managing the flow of information through a workflow database. We have day-to-day contact with schools, and it is important that we give them the right information so they can get on with their work. We try and answer all questions a caller has, and be as helpful as possible. I enjoy sharing my knowledge with our customers, to answer their questions and resolve their issues.
We are working to support parents and communities

The evidence is clear: parents, families, whānau, ʻaiga and communities play a huge role in educational success. They set high expectations for young people and support them to meet those expectations; they help older students make choices which set them on the right path to achieve their future aspirations. In addition, they can create high expectations of the sector by advocating for their children’s needs and potential. Parents give huge amounts of time volunteering to support early learning and school activities, and to form our school boards of trustees.

We already play a role in helping parents and communities to support educational success. This role will become more central to our work, to maximise the impact parents can have on educational outcomes.

We provide parents with information on how the system works and how it is performing to help them make good choices for their children. And we contract the New Zealand School Trustees Association (NZSTA) to train and support school boards of trustees and to manage the board election process. We make advice available on how parents can contribute to their child’s learning and to inform students and parents about learning pathways so that their study is relevant to their chosen career direction. But we can do much better.

We have started work alongside community leaders to help more families get their children into quality early childhood education, with iwi to develop both strategic and individual education plans tailored for Māori learners, and with individual parents to help them understand and prepare for NCEA.

More than just a game: cross-agency collaboration and New Zealand Rugby League

We are working with New Zealand Rugby League (NZRL) to support children into early childhood education. NZRL has a strong reach into communities that many social sector agencies are trying to engage. Using this access, NZRL has been able to open three playgroups in rugby league clubrooms in South Auckland, communities with traditionally low early childhood participation and limited access to provision.

More recently we have combined with ACC, the Health Promotion Agency and New Zealand Police to establish a single contract with NZRL. This project aims to promote a range of education, health and well-being outcomes, underpinned with a focus on safer communities. This simplifies relationships and contracting responsibilities for NZRL and delivers joined-up solutions.
We will move beyond working with individual schools and providers, to support communities. Working with communities, we can better support the groups of schools and early learning services that provide education locally. We will involve and support parents, whānau and communities to engage with the education system and get services that really meet their needs.

We will invest in delivering services that provide the best outcomes

Significant sums of public money are invested in education and the potential benefits to learners and the nation are substantial. Costs are rising in the system and yet government cannot always fund additional resources to cover increasing cost, so we need to find savings in order to fund changes. We will continue to review how resources are invested to ensure that our actions have the best impact for children, young people and adult students.

To help ensure the best return on investment in education, we’ve put a Value-for-Money programme in place. This is looking at every part of our business including the Ministry’s own costs (our Departmental budget) and those funds provided to the sector (Crown budget). We are encouraging staff to consider how their work can best contribute to better education outcomes and to identify any work that is not delivering real outcomes for children and young people. Achieving better value for public money is personally owned by each member of our Leadership Team and the Leadership Forum group.

One area where we’ve made changes is how we manage school property. The creation of the Education Infrastructure Service has seen a shift from simply providing funding to schools to actively managing school property as an asset. A good example of this change in action is joint planning for fixing leaky school buildings and upgrading schools to modern learning environments. Previously, individual requests from schools for repair or upgrade were responded to individually. Managing this work as a programme of activity has seen significant savings. For example upgrading a classroom block and fixing leaks in one Auckland school saved approximately $100,000.

The Ministry is well positioned to deliver our vision, fulfil our role as steward and help government achieve its priorities. We will make improvements in the five areas outlined above to ensure we have the capability to raise educational achievement and make a difference in the lives of each and every child and student.
Working with you

The Ministry of Education has a key role in supporting the Minister of Education and government. We have a range of responsibilities, capabilities and resources at your disposal. Our staff work at the front line of education, in a supportive role and in policy development. We are your key education advisors.

We also work closely with other government agencies in the education sector and with other government departments to improve educational outcomes and contribute to the broader social and economic sectors.

We are changing the approach we take to our work and building our capability to raise achievement and deliver your agenda. We will ensure that what we do delivers on your priorities as Minister.

We look forward to working with you.
Appendix 1 – Vote and legislation responsibility

Government expenditure administered by the Ministry of Education


The Ministry of Education administers this expenditure under two Votes:

- $10.1 billion in Vote Education which includes all the early childhood education and schooling budgets
- $3 billion in Vote Tertiary Education, the great majority of which is managed by the Tertiary Education Commission and paid to tertiary providers to fund research, tuition subsidies and vocational training.

The Ministry’s own departmental operating expenditure is budgeted at $1.94 billion for 2014/15 (with all but $15 million of this in Vote: Education). The Ministry’s departmental capital budget, primarily for building new schools and / or improving existing classrooms, is $0.66 billion in 2014/15.

Three quarters of the Ministry’s operating expenditure ($1.44 billion) is committed to managing and developing the government’s school property portfolio, which is owned by the Ministry.

The next largest part of the Ministry’s operating budget ($268 million in 2014/15) is spent on interventions for targeted student groups – largely to support students with special education needs.

The rest of the money in Vote Education and Vote Tertiary Education is administered by the Ministry on behalf of the Crown, and paid to third parties. This includes:

- payments made directly to fund education providers – including early childhood education subsidies, tertiary tuition subsidies and research funding, school teacher salaries, schools’ operations grants
- funding for services to support education providers, including professional development and study awards for teachers, and curriculum support
- funding to support individual students and families, including special needs support, school transport, and boarding allowances
- non-departmental capital expenditure – the bulk of which in 2014/15 is $100 million for the redevelopment of the University of Canterbury.

A further $1.3 billion funds student allowances and net student loans scheme expenses for tertiary students (after annual repayments are made against student loans). Student allowances and student loan payments are part of Vote Social Development, and administered by the Ministry of Social Development. Student loan debt and repayments are administered by the Department of Inland Revenue.
**Vote Education Operating Budget 2014/15**

- **Other Ministry Expenditure** $217m, 2%
- **Ministry Interventions for Target Student Groups** $268m, 3%
- **Curriculum & PLD Support** $166m, 2%
- **Special Needs Support** $335m, 4%
- **School Property and Technology** $1,529m, 16%
- **School Transport** $183m, 2%
- **School Operations** $1,370m, 14%
- **Early Childhood Education** $1,398m, 17%
- **Schooling Workforce** $3,575m, 38%

- **Other** $184m, 2%

**Tertiary Education Expenditure Budget 2014/15**

- **Student Allowances** $531m, 12%
- **Student Loans Expense** $768m, 18%
- **Ministry of Education** ($15m), TEC ($47m) and Education NZ ($31m) Costs, $94m, 2%
- **Other** $51m, 1%
- **Centres of Research Excellence, $41m, 1%**
- **Performance Based Research Fund**, $281m, 7%
- **Community Education** $71m, 2%
- **Tuition Subsidies** $2,063m, 49%
- **Industry Training** $334m, 8%

Legislation administered by the Ministry of Education

Acts

- Education Act 1989 (with the exception of Part 25, Student allowances and administration of student loans)
- Education Act 1964
- Vulnerable Children Act 2014 (Part 3)
- Industry Training and Apprenticeships Act 1992
- Music Teachers Act 1981
- Private Schools Conditional Integration Act 1975
- Queen Elizabeth the Second Technicians’ Study Award Act 1970
- Queen Elizabeth the Second Postgraduate Fellowship of New Zealand Act 1963
- Taranaki Scholarships Trust Board Act 1957
- Education Lands Act 1949
- Ngarimu VC and 28th (Maori) Battalion Memorial Scholarship Fund Act 1945
- Kitchener Memorial Scholarship Trust Act 1941
- New Zealand Library Association Act 1939

Legislative instruments

- Education (Ministry of Social Development Authorised to Use National Student Numbers) Regulations 2012
- Education (Export Education Levy) Regulations 2011
- Education (Registration of Early Childhood Services Teachers) Regulations 2004
- Education (School Risk Management Scheme) Regulations 2003
- Education (School Trustee Elections) Regulations 2000
- Education (Early Childhood Centres) Regulations 1998
- United World Colleges Scholarships Regulations 1980
- Education (School Attendance) Regulations 1951
- Canterbury Earthquake (Education Legislation) Order 2014
- Education (Extension of Application Period) Order 2012
- Education (Payment of Relieving Teachers) Order 2012
- Education (Home-Based Care) Order 1992
- Education (Surrender, Retention, and Search) Rules 2013
- Education (Stand-down, Suspension, Exclusion, and Expulsion) Rules 1999
- Education (Refund Requirements for International Students) Notice 2012

Other instruments

- Licensing Criteria for Early Childhood Education and Care Centres 2008
- Licensing Criteria for Home-based Education and Care Services 2008
- Licensing Criteria for Hospital-based Education and Care Services 2008
- Licensing Criteria for Kōhanga Reo affiliated with Te Kōhanga Reo National Trust 2008