Education Report: Improvements to the implementation of Communities of Learning | Kāhui Ako in 2018

To: Hon. Chris Hipkins, Minister of Education
    Hon. Grant Robertson, Minister of Finance

Date: 22 March 2018

Security Level: In Confidence

Drafted: Rachel Ward

Key contact and number: Dr. Andrea Schollmann (No)

Messaging seen by Communications team: No

Priority: High

METIS No: 1115752

DDI: 9(2)(a)

Purpose of report

This report seeks your agreement to a series of improvements to the implementation of Communities of Learning | Kāhui Ako in 2018, by repurposing and rephasing a portion of the Investing in Educational Success (IES) 2017/18 forecast underspend.

Summary

1. Communities of Learning | Kāhui Ako are designed to lift the progress and achievement of all children and young people by enabling education leaders and teachers to share expertise and collaborate across the entire 0-18 education pathway, as part of their day-to-day practice.

2. Kāhui Ako continue to build momentum as they progress through the establishment and implementation phases of their development. As at 13 March 2018, there were 214 Kāhui Ako involving 610,024 children and young people and 2,267 education providers. A total of 1,592 within school teachers, 368 across school teachers and 160 leadership roles have been filled. Those numbers are expected to grow strongly over the 2018 school year.

3. The previous work of the IES Advisory Group, the sector and the evaluative evidence have identified possible improvements to the implementation of Kāhui Ako in 2018. We are seeking your agreement to repurpose $10.880 million of the IES 2017/18 forecast underspend to provide time-limited grants or funding to:
   a. support early learning services to collaborate in Kāhui Ako - $3.120 million over two years
   b. support communication, engagement and collaborative work within Kāhui Ako and their community - $4.560 million over two years
   c. support iwi to partner with Kāhui Ako to better enable Māori to succeed as Māori - $3.200 million over three years.
4. Making these improvements now will enable Government to reposition the larger IES spend to better align with its education priorities. Lessons learned from implementing these improvements will inform more significant policy shifts that may come out of the Review of Tomorrow’s Schools.

Recommended actions

The Ministry of Education recommends the Minister of Finance and the Minister of Education:

a. **note** that Communities of Learning | Kāhui Ako are designed to lift the progress and achievement of all children and young people by enabling education leaders and teachers to share expertise and collaborate across the entire 0-18 education pathway, as part of their day-to-day practice

   ![Noted]

b. **note** that in 2018 the Ministry of Education will continue to support and improve the implementation of Kāhui Ako and will incorporate any significant policy considerations into the Review of Tomorrow’s Schools

   ![Noted]

c. **note** that the 2017/18 allocation for Investing in Educational Success is forecast to be underspent by $64.505 million

   ![Noted]

d. **agree** to repurpose $10.880 million of the Investing in Educational Success 2017/18 forecast underspend to provide better support for Kāhui Ako outcomes by:

   i. supporting early learning participation and collaboration - $3.120 million over two years

<table>
<thead>
<tr>
<th>Transfer ($m)</th>
<th>2017/18</th>
<th>2018/19</th>
<th>2019/20</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Education</td>
<td>(1.975)</td>
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<td>(1.975)</td>
</tr>
<tr>
<td>Secondary Education</td>
<td>(1.145)</td>
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<td>(1.145)</td>
</tr>
<tr>
<td>Early Childhood Education</td>
<td></td>
<td>1.270</td>
<td>1.850</td>
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<tr>
<td>Total</td>
<td>(3.120)</td>
<td>1.270</td>
<td>1.850</td>
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</tr>
</tbody>
</table>

   ![Agree] ![Disagree]
ii. supporting communications, engagement and collaborative work within Kāhui Ako and their community - $4.560 million over two years

<table>
<thead>
<tr>
<th>Transfer ($m)</th>
<th>2017/18</th>
<th>2018/19</th>
<th>2019/20</th>
<th>2020/21</th>
<th>Total</th>
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<tbody>
<tr>
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<td>(2.885)</td>
<td>1.318</td>
<td>1.567</td>
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<tr>
<td>Secondary Education</td>
<td>(1.675)</td>
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<tr>
<td>Total</td>
<td>(4.560)</td>
<td>2.084</td>
<td>2.476</td>
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</table>

Agree / Disagree

iii. iwi partnering with Kāhui Ako to better enable Māori to succeed as Māori grants - $3.200 million over three years

<table>
<thead>
<tr>
<th>Transfer ($m)</th>
<th>2017/18</th>
<th>2018/19</th>
<th>2019/20</th>
<th>2020/21</th>
<th>2021/22 &amp; Outyears</th>
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<tr>
<td>Secondary Education</td>
<td>(1.175)</td>
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<td>(1.175)</td>
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<tr>
<td>Schooling Improvement</td>
<td>-</td>
<td>0.800</td>
<td>1.600</td>
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<tr>
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<td>(3.200)</td>
<td>0.800</td>
<td>1.600</td>
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</tbody>
</table>

Agree / Disagree

e. agree the following fiscally neutral adjustments to provide better support for Kāhui Ako outcomes, with no impact on the operating balance:

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<tbody>
<tr>
<td>Non-Departmental Other Expenses;</td>
<td></td>
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<tr>
<td>Primary Education</td>
<td>(6.885)</td>
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<tr>
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<tr>
<td>Non-Departmental Output Expenses;</td>
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</tr>
</tbody>
</table>

Agree / Disagree

Agree / Disagree
f. **agree** that the proposed changes to appropriations for 2017/18 above be included in the 2017/18 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply

![Agree/Disagree](Agree)

![Agree/Disagree](Agree)

g. **agree** that this Education Report is proactively released as part of the next publication

![Agree/Disagree](Agree)

![Agree/Disagree](Agree)

Dr. Andrea Schöllmann  
Deputy Secretary  
Education System Policy

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Hon. Grant Robertson  
Minister of Finance  
8/4/18

Hon. Chris Hipkins  
Minister of Education  
5/4/18
Continuing to refine and improve Communities of Learning | Kāhui Ako through their implementation

1. Communities of Learning | Kāhui Ako enable education providers and the wider community to collaborate to lift student progress and achievement across the education pathway. Kāhui Ako enable teachers and leaders to engage in collaborative inquiry and professional learning and development as part of their day to day practice. Kāhui Ako also build stronger and broader connections across children and young people's actual 0-18 education pathway.

2. Kāhui Ako continue to build momentum and progress through the establishment and implementation phases of their development. As at 13 March 2018, there were 214 Kāhui Ako involving 610,024 children and young people and 2,267 education providers (495 early learning services, 1,761 schools and 11 tertiary providers).

3. Of the 214 Kāhui Ako, 130 have endorsed achievement challenges meaning they are able to appoint their Across-school and Within-school teaching roles. A total of 1,592 within school teachers (of 5,000), 368 across school teachers (of 1,000) and 160 leadership roles (of 250) have been filled. We expect the numbers of Kāhui Ako role appointments to grow strongly over the course of the 2018 school year.

4. Education system collaboration at the scale introduced by Kāhui Ako has required both the Ministry and the sector to refine and improve the implementation of the model as we have progressed. Previous time-limited changes to improve implementation have included [SOC-16-MIN-0030 and SOC-16-MIN-0173 refer]:
   - **expert partners** to help Kāhui Ako strengthen their understanding of their evidence and data, and to develop action plans to meet their achievement challenges
   - **change manager support** to help members of a Kāhui Ako work together as a connected, collaborative community
   - **bundled services support** to help Kāhui Ako take advantage of their economies of scale through shared purchasing or infrastructure/resource management systems.

5. The previous work of the IES Advisory Group, the sector and the evaluative evidence have identified opportunities to improve the implementation of Kāhui Ako in 2018. To make these implementation improvements we are seeking your approval to repurpose and rephase of $10.880 million of the IES 2017/18 forecast underspend to provide funding to support:
   - **early learning participation and collaboration** - $3.120 million over two years
   - **communications, engagement and collaborative work within Kāhui Ako and their community** - $4.560 million over two years
   - **iwi partnering with Kāhui Ako to better enable Māori to succeed as Māori** - $3.200 million over three years.

6. The purpose of making these implementation improvements is to better realise the policy intent of Kāhui Ako. Lessons learned from implementing these improvements to the model can help inform more significant policy shifts that may come out of the Review of Tomorrow's Schools.
7. In November 2016, Cabinet delegated the Ministers of Finance and Education authority to amend Vote Education baselines to make implementation changes to Kāhui Ako to better achieve the policy intent of IES (SOC-16-MIN-0030 refers).

8. If approved, the design of all options would be worked up collaboratively with the IES Advisory Group and other relevant stakeholders, e.g. Early Childhood Advisory Committee (ECAC)¹ and the Kāhui Ako Iwi Reference Group.²

Supporting early learning participation and collaboration in Kāhui Ako

9. Early learning services are currently unable to access any of the roles or funding that Kāhui Ako membership conveys to schools. This can lead to unequal partnership and can hinder the participation of early learning providers in Kāhui Ako. Time-limited grants can facilitate greater early learning participation in Kāhui Ako by providing resourcing to support their involvement and collaboration in Kāhui Ako.

10. Early learning participation and collaboration grants with a base rate of $4,000 increasing to a limit of $7,000 (GST exclusive) could be provided to 210 Kāhui Ako in 2018/19 and 250 Kāhui Ako in 2019/20. The grant size would be scaled depending on the number of ECE members in the Kāhui Ako.

11. This would require $3.120 million over two years, as shown in Table 1 below.

<table>
<thead>
<tr>
<th>Transfer ($m)</th>
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Supporting communications, engagement and collaborative work within Kāhui Ako and their community

12. Quality, instructional leadership (focused on teaching and learning) is one of the driving factors in lifting children and young people's progress, achievement and wellbeing.

13. Evaluation indicates that Kāhui Ako leaders are spending a significant proportion of their release time performing administrative tasks instead of focusing on leading learning. This is especially an issue within large Kāhui Ako and during set up stages. The specific tasks that Kāhui Ako are telling us they require further support with include communications, engagement and organising collaborative work.

14. We can work on ways to mitigate the impact of this, in order to reduce overall Kāhui Ako leader workload and to enable a greater leadership focus on collaborative teaching and learning. Lessons from providing this time-limited funding can also inform future collaborative redevelopement to improve the Kāhui Ako leadership role settings, such as introducing greater flexibility into the configuration of Kāhui Ako leadership.

15. We can provide grants to fund the equivalent of 6 to 14 hours per week of administrative support for each Kāhui Ako per year, or operations funding of $6,500 to $15,000 per Kāhui Ako.

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¹ ECAC is a group of sector representatives that advise the Ministry on various early learning issues. In late 2016, ECAC formed a Kāhui Ako sub-group to provide sector and employer advice to the Ministry to support and facilitate the integration of early learning services in Kāhui Ako.

² This reference group was initiated in May 2017, and includes iwi representatives, Kāhui Ako leaders and Ministry of Education staff in the Waikato and Bay of Plenty Wairiki regions.
Ako per year over two years. This funding would be scaled depending on the number of members in the Kāhui Ako.

16. This would require $4.560 million over two years, as shown in Table 2 below.

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Iwi partnering with Kāhui Ako to better enable Māori to succeed as Māori

17. In May 2017, the Ministry’s Parent Information and Community Intelligence group established a project focused on iwi partnering with Kāhui Ako to improve outcomes for Māori learners. This project has identified and co-designed opportunities to lift Māori progress and achievement by enabling iwi to partner with Kāhui Ako. This work shows that there is demand for greater and earlier partnerships between Kāhui Ako and iwi. Findings also highlight:

- that iwi see working at a Kāhui Ako level as a good opportunity to simplify and maximise partnerships with education providers in their rohe
- a lack of a genuine partnership approach (which is particularly important at the early stages of Kāhui Ako establishment)
- a lack of understanding of the principles of the Treaty of Waitangi (by both the policy implementation and by some Kāhui Ako or school leaders)
- a lack of tools and support to help Kāhui Ako build enduring partnerships with iwi.

18. Broader evidence shows that addressing this inequity for Māori learners requires the education system to enable Māori to succeed as Māori. This can be achieved by providing quality, culturally responsive teaching and learning (including addressing teacher bias and low expectations for Māori), strong partnerships with whānau and iwi (as the repositories of language, culture and identity), and by using evidence and data to shape curricula and teaching practice. For example the NZCER Teaching Practice Survey shows that teachers find it difficult to co-construct curriculum with and for Māori and to seek expertise from iwi, hapu and the local community. For iwi, partnership with Kāhui Ako provides a way of working at scale for all of the children and young people in their rohe.

19. Providing time-limited grants for iwi partnership with Kāhui Ako would provide the following outcomes:

- strengthening culturally responsive teaching practice, leadership and governance
- embedding identity, language and culture in local curricula
- supporting whānau engagement in learning.

20. The type of outputs from the grants may include, but are not limited to, iwi involvement in the development of achievement challenges, the development of iwitia Curricula Frameworks, development of curriculum resources for individual schools in Kāhui Ako (containing local histories, whakapapa, tūpuna, wāhine and sites of significance),

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3 based on the Support Staff and Schools Collective Agreement (NZIE) - Step 9 (and Grade B and start of Grade C) of the pay scale ($21/hour)
involvement in professional learning and development plans for teachers and supporting whānau engagement in learning.

21. Iwi partnership funding from $40,000 to $60,000 per annum could be provided for two years for up to 40 Iwi Kāhui Ako partnerships. Funding would be firstly targeted at the four regions that are most ready for partnership, with some funding available to those in other regions who can demonstrate readiness for partnership. Funding would be scaled depending on the number of schools and students within the Kāhui Ako, the number of iwi involved and the scope of the partnership. Funding would be provided to iwi when all partners (iwi and Kāhui Ako) agree on the focus of the partnership.

22. This would require $3.200 million over three years, as shown in Table 3 below.

<table>
<thead>
<tr>
<th>Transfer ($m)</th>
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<td>1.600</td>
<td>0.800</td>
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23. These grants can also align with and build on the rest of the Te Kotahitanga school improvement approach, if the approach is successful in Budget 2018. They can also contribute to improved participation of Māori medium kura in Kāhui Ako, which is currently disproportionately lower than mixed and English medium schools.

Tracking the outcomes of these improvements to the model

24. The Kāhui Ako model has an evaluation framework and an agreed Evaluation Strategy between the Ministry and the Education Review Office. These improvements will be tracked and measured as part of the intervention logic for the model. This includes measuring the changes in teaching and leadership practice and the progress and achievement of children and young people in Kāhui Ako.

Managing the potential expectation for on-going funding

25. We can manage any expectation of on-going funding by clearly signalling to Kāhui Ako and the sector that this funding is time-limited, for specific purposes, to help in the implementation phase of Kāhui Ako when new systems and relationships need to be established.

Managing the IES 2017/18 forecast underspend

26. As at 30 November 2017, IES has a forecast underspend of $64.505 million in its 2017/18 budget. A total of $47.375 million has been included as part of the reprioritisation initiatives for Budget 2018 (METIS 1100406 refers). The Ministry ring-fenced $10.880 million of this forecast underspend based on your in-principle agreement in December. A further $3.000 million has been set aside for any increased spending due to earlier release of inquiry time, actioned on 5 February 2018. Table 4, below, provides you with a breakdown of the IES 2017/18 forecast underspend.

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6 Te Kotahitanga was an evidence-based indigenous-led intervention that was implemented from 2001 to 2013 to support Māori succeeding as Māori, designed to raise the achievement of Māori students in English-medium secondary schools.

7 In 2018, 37% (n=41) of Māori medium kura were part of Kāhui Ako, compared to 58.6% (n=100) of mixed medium schools and 74% (n=1590) of all other schools that were part of Kāhui Ako.
<table>
<thead>
<tr>
<th>Proposed allocation of forecast underspend</th>
<th></th>
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<tbody>
<tr>
<td>Re-prioritisation initiatives for Budget 2018 (METIS 1100406)</td>
<td>47.375</td>
</tr>
<tr>
<td>In-principle agreement to discussing underspend funded time-limited supports (METIS 1094116)</td>
<td>10.880</td>
</tr>
<tr>
<td>Change in business rules to release inquiry time earlier, once a Leader is appointed (METIS 1094116 and 1097312)</td>
<td>3.000</td>
</tr>
<tr>
<td>5% contingency (METIS 1100406)</td>
<td>3.250</td>
</tr>
</tbody>
</table>

27. Total underspend is subject to change based on the speed of uptake of Kāhui Ako, the endorsement of achievement challenges and the corresponding appointment of roles that this generates. We are comfortable repurposing the forecast underspend as we have an increasing level of certainty about the size of underspend as time progresses and Kāhui Ako roles have not been appointed. A 5% contingency has also been built into our financial management model to manage the risk of over committing this underspend. Any remaining IES underspend at the end of the financial year will be returned to the centre.

28. The improvements enabled by repurposing and rephasing the IES underspend will allow us to tailor Communities of Learning to influence the larger IES spend to better support Government’s education priorities.

**Next steps for repurposing the IES 2017/18 forecast underspend**

29. If you agree to this improvements package then the Ministry of Education will work with the IES Advisory Group and other relevant stakeholders to collaboratively finalise the design of the grants/funding. The improvements package will be made available to the sector by Term 3 (beginning 23 July 2018).

30. If you agree, this Education Report will be proactively released as per the Minister of Education’s expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.