Principles and general objectives of education

Education is at the core of the nation’s effort to achieve economic and social progress. In recognition of the fundamental importance of education, the government set the following goals for the education system of New Zealand:

- The highest standards of achievement, through programmes which enable all students to realise their full potential as individuals, and to develop the values needed to become full members of New Zealand’s society;

- Equality of educational opportunity for all New Zealanders, by identifying and removing barriers to achievement;

- Development of the knowledge, understanding and skills needed by New Zealanders to compete successfully in the modern, ever-changing world;

- A sound foundation in the early years for future learning and achievement through programmes which include support for parents in their vital role as their children’s first teachers;

- A broad education through a balanced curriculum covering essential learning areas with high levels of competence in basic literacy and numeracy, science and technology;

- Excellence achieved through the establishment of clear learning objectives, monitoring student performance against those objectives, and programmes to meet individual need;

- Success in their learning for those with special needs by ensuring that they are identified and receive appropriate support;

- Access for students to a nationally and internationally recognised qualifications system to encourage a high level of participation in post-school education in New Zealand;

- Increased participation and success by Maori through the advancement of Maori education initiatives—including education in **Te Reo Maori** (the Maori language)—consistent with the principles of the Treaty of Waitangi (signed in 1840);

- Respect for the diverse ethnic and cultural heritage of New Zealand people, with acknowledgement of the unique place of Maori, and New Zealand’s role in the Pacific and as a member of the international community of nations.
Current educational priorities and concerns

Since the end of the 1980s there have been major reforms in the organization and management of education. These reforms were designed to make better use of the available education funding and provide schooling which will more effectively meet the rapidly changing needs of New Zealand in the 1990s and beyond.

One of the most significant effects of these changes on primary and secondary education has been the opportunity for parents and communities to be involved in the management of schools in partnership with principals and teachers. Following the reforms in school management, focus turned to developments in the curriculum and qualifications system which will meet the needs of students and the economy.

The reform of education administration began in 1987, when a government-appointed task force reviewed the management of education in New Zealand. The task force reached the conclusion that the existing system needed major reform if it was to keep pace with the needs of a rapidly changing world. Administration of schools had been under the control of the Department of Education and education boards—a system which had changed little for more than one hundred years. The structure was complex, centralized and provided few opportunities for schools and their communities to have a say in how their schools were run.

The recommendations of the task force were developed into a blueprint for change called Tomorrow’s schools. This policy document formed the basis of the new structure. It has given schools the power to take responsibility for their own management in a partnership with the community through boards of trustees. The new structure came into effect on 1 October 1989.

As far as early childhood education (ECE) is concerned, the new policies included among others: one set of regulations for a full range of early childhood education centres; a home-based care order for home-based (family day care) services; charters for early childhood centres and home-based services as a key to funding; a structure for early childhood qualifications for staff in early childhood services; and a set of early childhood curriculum guidelines. Through ECE the government aims to provide a sound foundation in the early years for future learning and achievement, with full participation and achievement by Maori and Pasifika peoples in all areas of education. It also aims to achieve equality of educational opportunity for all to reach their potential and take their full place in society, and success in learning for those with special needs.

Since 1990 there have been major reforms in the organization, management, and funding of tertiary education and training. The aims have been to expand the provision of tertiary education and training, to ensure more efficient delivery, and to enhance its quality, relevance, and diversity.

A central feature of the reforms, as they affect tertiary institutions, has been the introduction of common systems of governance, funding, accountability, and reporting. This included a consistent and coherent funding system for all institutions. The reforms also give tertiary institutions (universities, polytechnics, colleges of

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education, and wananga—institutions of higher learning specifically for Maori, with emphasis on Maori language and culture—enhanced autonomy and academic freedom. In exercising this enhanced academic freedom and autonomy, tertiary institutions are required to act in a manner that is consistent with the need for accountability and the proper use of resources allocated to them. They are also required to become more efficient and effective in the services they provide, and to show proper regard for matters of access and equity.

A new qualifications framework, in which all qualifications are to have a purpose and a relationship to each other (that students and the public can understand) has been progressively implemented since 1990, along with a new industry training policy aimed at encouraging industry to take greater responsibility for industry training and improving the quality of apprenticeship-based training. The policy allows industries to become progressively responsible for developing, implementing, and administering their own training arrangements, including apprenticeships and primary industry cadet schemes, through the establishment of Industry Training Organizations (ITOs). The Training Opportunities Programme (TOP) was introduced to assist trainees with low skills to obtain employment and credit toward nationally recognized qualifications. The National Qualifications Framework is pivotal to the success of the industry training policy, by allowing trainees to accumulate credits towards national qualifications from a broad range of training opportunities, including work-place assessment.

The Government’s strategic framework for education—as outlined in Education 1997-1999 Government Strategy (June 1997)—included a review of teacher education as a component of Government’s wider goal, as expressed in the Coalition Agreement, “to become the most highly skilled nation in the world, with relevant skills and academic acumen widely distributed throughout the community.” The aim was to improve learning outcomes for students through raising quality standards and the focus was on building the capability of the education system to meet changing demands, and ensuring the effective integration of education policies with labour market and social policies. The strategy aimed at maintaining teacher quality included the following elements: (a) the promotion of a professional teaching force; (b) ensuring an adequate supply of appropriately trained and qualified teachers; (c) the development of an integrated teaching service and a unified pay system; (d) the overall framework of accountability of schools for achieving educational outcomes.

In August 2001 the Government initiated a review of the Training Opportunities and Youth Training programmes. These programmes represent the Government’s major investment in lifting the foundation skills of those who have not acquired those skills at school. Raising the levels of foundation skills across the population is an area of key importance to future economic and social development, and as such is one of the goals of the Tertiary Education Strategy 2002-2007. It was decided that the future focus of the programmes should be on learners acquiring a critical bundle of foundation skills, which will enable them to move effectively into sustainable employment and/or higher levels of tertiary education. Foundation skills are generally thought of as those skills that form the base on which higher level generic, vocational and technical skills are built, and include key literacy and numeracy skills. The notion of foundation skills is integral to the future focus and

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delivery of the programmes, and most submissions supported a more explicit emphasis on the acquisition of these skills.

The Education (Tertiary Reform) Amendment Act 2002 and the Industry Training Amendment Act 2002 provide the architecture for the Government’s reforms of the tertiary education system through the establishment of: the Tertiary Education Commission from 1 January 2003; the Tertiary Education Strategy and the Statement of Tertiary Education Priorities (STEP); a system of charters and profiles; and an enabling funding framework linked to the Tertiary Education Strategy and the STEP. Together, the Tertiary Education Strategy and the STEP provide a road map for reforming New Zealand’s tertiary education system. The aim of the STEP is to provide a transparent set of practical guidelines for the implementation of the Tertiary Education Strategy. An interim STEP was issued by the Government in July 2002 covering changes for the 2002-2003 period.

The document *Education priorities for New Zealand* was released by the Government in May 2003. The envisaged reforms have two main goals: to build an education system that equips New Zealanders with twenty-first century skills, and reduce systematic underachievement in education. The education system is expected to deliver results in four priority areas:

- **Provide all New Zealanders with strong foundations for future learning:** All New Zealanders need to master the basic skills of literacy and numeracy; be confident, motivated and healthy; and have a strong sense of identity. These basic foundations are critical for success in schooling, for coping with the demands of modern society, and for engagement in learning throughout life. The foundation skills and attitudes needed include: the ability to read, write and communicate effectively; sound numeracy skills; self-confidence, including a strong sense of cultural identity and pride; social skills and competencies; openness to diversity, challenge, and change; and learning skills and an enthusiasm for ongoing learning.

- **Ensure high levels of achievement by all school leavers:** All students should leave schools with the skills and knowledge needed to: pursue their ongoing education and development; make a productive contribution to New Zealand society; and become future leaders and innovators.

- **Ensure that New Zealanders engage in learning throughout their lives and develop a highly skilled workforce:** All school leavers and working-age adults need to participate in further learning to acquire new skills and knowledge, whether this is at work, at home or in formal education institutions.

- **Make a strong contribution to the knowledge base, especially in key areas of national development:** The knowledge and research capability of the tertiary sector makes an important contribution to New Zealand's economic, cultural and social development through innovation and creativity, increasing workforce capability, and lifting the productivity. It is necessary to make the most of this contribution and enhance the research capability, ensuring that the tertiary sector effectively interacts with other sectors.
While New Zealand’s education system has many strengths, and many students achieve very well compared with students in other countries, performance on international studies consistently shows disparities in achievement across the population that are as large or greater than the international averages. Of particular concern is that some groups in the community are over-represented in the tail of underachievement, including the growing Maori and Pasifika populations, and migrants (especially refugees and migrants with English as a second language). These achievement gaps have persisted for a long time and they represent a very significant challenge to both social and economic wellbeing, particularly given that the Maori and Pasifika populations are a growing proportion of the populations. Raising achievement for all and reducing disparity are the main missions of the Ministry of Education.

The country also faces increasingly diverse communities due to population and social changes. The education system needs to respond to different cultures and diverse aspirations, with a view towards ensuring that all individuals will be able to participate fully in society. With people living longer, a greater emphasis on educating an older workforce is required, as well as on adult literacy and lifetime learning. (Ministry of Education, 2004).

### Laws and other basic regulations concerning education

The legal framework for education in New Zealand is the **Education Act, 1989** and its subsequent amendments. The **Education Amendment Act (No. 2), 1998**, enacted on 18 December 1998, amended current legislation in areas such as enrolment schemes and suspensions. The New Zealand Qualifications Authority and the Teacher Registration Board (the latter replaced by the New Zealand Teachers Council in 2001) were established under the Education Act 1989. The New Zealand Teachers Council was established under the **Education Standards Act 2001**, an amendment to the Education Act 1989.

In May 2006 a new Education Amendment Act was passed which will implement some significant policy changes (such as the new early childhood education regulatory regime and the extension of the National Student Number—NSN), make a number of minor changes to enhance administration of the education system and tidy up existing legislation that is out of date or no longer used.

The government’s industry training policy is established under the **Industry Training Act 1992**. This act provides for Industry Training Organizations (ITOs) representing industry to be established as the vehicles for organizing industry training. The purpose of the **Industry Training Amendment Act 2002** is to improve the effectiveness and responsiveness of the industry training system.

The **Education (Tertiary Reform) Amendment Act 2002** came into force on 1 January 2003. The purpose of this Act is to amend the Education Act 1989 in order to reshape the tertiary education sector, so as to achieve coherence between different parts of the sector and strategic use of resources, by: establishing a Tertiary Education Commission and incorporating Skill New Zealand within it; extending the requirements for charters, and introducing profiles, to steer the tertiary education
sector; introducing a new approach to funding for the sector to create consistency and strategic use of resources across the sector as a whole; allowing the New Zealand Qualifications Authority to set conditions on the registration of private training establishments, and on course approvals and accreditations, and providing for the enforcement of those conditions.


The State’s expectations of schools and their boards of trustees are outlined through legislation, regulations, guidelines, and curriculum and syllabus statements. Legislation and regulations establish requirements with which all boards of trustees and managing bodies must comply.

The National Education Guidelines (NEG), defined under the Education Act 1989, spell out the obligations that schools are required to meet. The NEG include: the National Education Goals, which are statements of desirable achievements by schools; the National Administration Guidelines, which are statements of desirable codes or principles of conduct; National curriculum statements, which describe achievement objectives for students in the areas of knowledge, understanding and skills identified in the New Zealand curriculum; and Foundation curriculum policy statements, which are statements of policy concerning teaching, learning, and assessment.

School boards of trustees are required to develop a charter that forms an undertaking by the board to take all reasonable steps to meet the objectives therein. A charter is deemed to include the NEG and encompass the requirements of the Education Act, 1989, and may include local objectives developed in consultation with the school’s community. The guidelines were revised in April 1993 and the first full year of their implementation in schools was 1994.

Schooling is compulsory for New Zealand children between their sixth and sixteenth birthdays, though most begin at the age of 5. The Education Act 1989 provides for free education in state primary and secondary schools between the ages of 5 and 19 years (or to the age of 21 for special education students).

Administration and management of the education system

On 1 October 1989, the Department of Education was dissolved along with tiers of regional and local education structures. The policy functions of the Department were taken over by the new Ministry of Education. Other functions were picked up by new Crown agencies including the: New Zealand Qualifications Authority (NZQA); Education and Training Support Agency (now Skill New Zealand—Pukenga Aotearoa, since September 1998); Education Review Office (ERO); and Career Services-Rapuara.

The Ministry of Education provides policy advice to the Minister of Education on all aspects of education, from early childhood and compulsory education to post-compulsory education and training. The Ministry oversees the
implementation of approved policies and advises on the best use of resources allocated by the government to education. It delivers funding to early childhood services and schools, administers most education regulations, and implements a variety of government programmes across the education system. It manages the school property portfolio and is responsible for national guidelines on all aspects of education—including the national curriculum taught in schools. It collects, analyses, and disseminates education statistics.

The New Zealand Qualifications Authority (NZQA) is a Crown agency which reports directly to the Minister of Education. It has full responsibility for the development and maintenance of a comprehensive, accessible and flexible National Qualifications Framework (NQF). The Authority operates the post-compulsory (upper secondary) school qualification system, the National Certificate of Educational Achievement (NCEA), and the NQF. It also registers all post-schooling education providers other than universities; oversees the setting of standards for qualifications; assures the quality of provision and the quality of outcomes for learners undertaking qualification study; promotes the recognition of New Zealand qualifications overseas and the recognition of overseas qualifications in New Zealand.

Skill New Zealand—Pukenga Aotearoa (formerly known as the Education and Training Support Agency—ETSA) is a Crown agency which works under a document of accountability to the Minister of Education. Its focus is on the transition from education and training to work, and on increasing access to training in the workplace.

The Tertiary Education Commission (TEC) is a new standalone Crown entity that includes the functions and responsibilities of the Transition Tertiary Education Commission, Skill New Zealand and Tertiary Resourcing from the Ministry of Education. The TEC has been established under the provisions of the Education (Tertiary Reform) Amendment Act of 2002. The Commission is responsible for funding all post-compulsory education and training offered by universities, polytechnics, colleges of education, wananga, private training establishments, foundation education agencies, industry training organizations and adult and community education providers. The TEC will also oversee the implementation of the Tertiary Education Strategy and associated set of priorities.

The Education Review Office (ERO) is a Crown agency responsible for reporting publicly on the quality of education in all schools and early childhood centres. Its overall purpose is to provide regular, independent, evaluative reports for: the Minister of Education; the governing authorities and managers of schools, early childhood centres, and other education organizations; parents and all those in the wider community with an interest in the performance of the education sector and the educational achievement of learners.

Career Services provides career planning and information. The Service works with schools to help them meet their obligation to provide career planning programmes for students. Career Services also delivers career information and planning services. A recent government initiative—KiwiCareers—aims at making career information relevant and accessible via the Internet. KiwiCareers is maintained

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by Career Services, although some groups such as tertiary education institutions will be responsible for building their own information into the system.

Specialist Education Services (SES) is a Crown entity contracted by the Minister of Education to help meet the special education needs of pupils, including children in the early years and in transition to school. It provides specialist services to students who have complex learning, communication and behaviour needs, and to their families, early childhood services and schools.

The Minister of Education chairs an Early Childhood Advisory Committee, comprising representatives from the major early childhood organizations which represent the range of early childhood services in New Zealand. The committee meets regularly to review and advise the Secretary on early childhood policies.

The Early Childhood Development Unit was a Crown entity contracted by the Minister of Education to promote and encourage the development and provision of high quality, accessible and culturally appropriate early childhood services for families and children between birth and school age. In 2003 the Minister of Education announced the Government’s decision to integrate the functions of Early Childhood Development (ECD) with the Ministry of Education. As of 1 October 2003 all the functions previously carried out by the Unit are now undertaken by the Ministry. This decision is in line with the Government’s vision and goals for early childhood education (ECE) set out in the ten-year strategic plan for ECE released in 2002. The goals of the plan (Pathways to the Future) focus on increasing participation; improving the quality of ECE; and encouraging greater collaboration within and across the ECE and wider education sectors.

The New Zealand Teachers Council was established under the Education Standards Act 2001 (an amendment to the Education Act 1989) and replaced the Teacher Registration Board (established under the Education Act 1989) on 1 February 2002. It is responsible for setting professional standards for teachers, approving teacher qualifications and for the professional registration of teachers working in early childhood, primary, secondary, tertiary and other teaching situations.

The function of the New Zealand Vice Chancellors Committee (NZVCC) on University Academic Programmes (CUAP) is to act for the NZVCC and on behalf of the New Zealand community of universities by setting up and applying inter-university course approval, accreditation and moderation procedures. The Committee reviews new qualifications and courses of study at New Zealand Universities, and ensures that the quality of course developments is consonant with high academic standards.

The New Zealand Council for Educational Research (NZCER) is a statutory body which aims to improve the quality of education through research, help reduce barriers and expand horizons of education for all New Zealanders, and create educational resources based on sound research.

All schools, whether independent (private) or state schools, must operate under the provisions of the Education Act, 1989. All State and State integrated schools in New Zealand are governed by boards of trustees which include elected
parent and community volunteers, the school principal and a staff representative. Secondary school boards may also have a student representative. Committees, trustee boards and management boards, on behalf of the owners, control independent schools.

Boards of trustees establish a charter, which sets out the aims and objectives of the school. All school charters include the National Education Guidelines which contain a statement of goals for education in New Zealand, as well as curriculum and administrative requirements. When boards are developing their charter they are required to consult with their local communities.

Boards of trustees are accountable for meeting the objectives in their charter and for managing the funds they receive from the government to run the schools. They are required to present an annual report to their communities and the Ministry of Education.

The role of the principal is to manage the day-to-day activities of the school within policies established by the board. A principal is also responsible, in most cases, for assessing staff performance.

In order to ensure that the National Education Goals are met, boards of trustees and principals are also required to follow sound governance and management practices involving curriculum, employment, financial and property matters involving schools. Details of these requirements are found in the relevant legislation, appropriate employment contracts and, from time to time, guidelines promulgated by the Ministry of Education. Each board of trustees is also expected to comply with all general legislation concerning requirements such as attendance, the length of the school day, and the length of the school year.

Parents and caregivers have a number of opportunities to be directly involved in the education of their children. They can stand for election to the board of trustees, join the Parent Teacher Association, and help with the activities of the school. Parents and caregivers can expect to receive regular reports on the progress their children are making.

**Structure and organization of the education system**

Compulsory education in New Zealand is divided into primary, intermediate or middle, and secondary schooling. Until 1995, students were classified as being in: juniors (for the first two years); standards (the next four years); or forms (two years at intermediate level and five years at secondary). This classification system has been replaced with a single system identifying levels according to the number of years of schooling.
New Zealand: structure of the education system

Pre-school education

The term early childhood education (ECE) refers to the non-compulsory provision of education and care for young children and infants before they begin school. ECE is available to children under age 6 (almost all 5-year-olds are in the formal school system) through a wide range of services, such as: kindergartens (which cater to children between the ages of 3 and 5 years); play centres; child care centres; community play groups; kohanga reo (“language nests”, institutions for early childhood immersion in Maori language); Pacific Island language centres; home-based care; and Parents as First Teachers (PAFT) programmes. Almost 86% of 3-year-olds and 96% of 4-year-olds attended ECE in 1997.

Primary education

Primary schools are the first level of compulsory schooling. They cater to children from the age of 5 years (Year 0) to the end of their sixth year of schooling (Standard IV). Primary education is compulsory from 6 years of age, although most children usually start formal schooling at the age of 5. A child who starts primary school for the first time between July (when the school roll is counted) and 31 December of a school year and is between 5 and 6 years-old (with most children beginning on their 5th birthday) will be classified in Year 0. Children who begin attending school for the first time between 1 January and before the July roll count will be classified as being in Year I. After the first year, the year number (year of schooling) of students is increased by one at the start of every school year. It may sometimes be necessary to reset the number at the start of Year VII (when they move to intermediate level) or Year IX (when they start secondary school) so that their whereabouts in the system can be correctly identified. If children start school for the first time after the age of 6, they will be given the same year of schooling number as other children of the same age. Children in their seventh and eighth years of schooling (Forms I and II) may

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either be in a separate intermediate school or part of a primary, secondary or composite/area school.

**Secondary education**

Secondary schools usually provide for students from Year IX (Form III) until the end of Year XIII (Form VII). Adult students who are returning to school adopt the year of schooling which corresponds to the level of the majority of the subjects they are taking. Area or composite schools, which are usually based in rural areas, combine primary, intermediate and secondary schooling at one location.

Tertiary education and training is provided by the system of state tertiary institutions including universities, polytechnics, colleges of education and *wananga*. Distinctions are sometimes made between post-compulsory education, post-school education, vocational education and training, continuing education, higher education, and tertiary education. All are provided by the New Zealand tertiary education system.

Post-compulsory education follows compulsory schooling up to the age of 16 and for most students begins in the senior secondary school. Post-school education undertaken after leaving school can include vocational education and training, continuing education, and higher education. Tertiary education is generally understood to mean a level of studies beyond secondary schooling that is broader than higher education traditionally associated with the universities. The distinctions between New Zealand universities and polytechnics are diminishing.

Under the previous system, middle and senior secondary school students took the following national examinations: School Certificate; Sixth Form Certificate; Higher School Certificate; and University Entrance, Bursaries and Scholarships. The School Certificate examination was taken by most students at the end of three years of secondary education (Year 11 or Form V, at about the age of 15). The Sixth Form Certificate was internally assessed at the end of Year 12 (Form VI) and awarded on a single-subject basis to students who have satisfactorily completed an approved one-year course in one or more subjects. The Higher School Certificate was awarded to students who had satisfactorily completed five years of full-time secondary schooling beginning at Form III. University Entrance, Bursaries and Scholarships were the final school qualifications, usually taken in Year 13 (Form VII).

The National Certificate of Educational Achievement (NCEA) is the new senior secondary school national qualification implemented in all schools since 2002. The NCEA replaced the School Certificate, Sixth Form Certificate and University Bursaries. There are three NCEA: Level 1 (Year 11 or fifth form), which replaced the School Certificate in 2002; Level 2 (Year 12 or sixth form), introduced in 2003; and Level 3 (Year 13 or seventh form), which replaced University Bursaries in 2004. A student is awarded a National Certificate when she/he has accumulated sufficient credits by being successfully assessed against National Qualifications Framework standards. NCEA Level 1 is broadly equivalent to the General Certificate of Education (GCE). NCEA Level 3 is equivalent to ‘A-Levels’ and Australia’s Higher School Certificate (HSC).
All universities offer bachelor’s, master’s and doctoral degrees. Most bachelor’s degree courses require three years but some may take up to six years. In some faculties a bachelor’s honours degree is conferred after an additional year of undergraduate study. A postgraduate diploma usually requires one year of study after the bachelor’s degree, while a master’s degree usually requires two years’ work after a bachelor’s degree or one year after an honours degree. Master’s degrees traditionally consist of a thesis based on the results of original research, but increasingly master’s degrees by papers, or papers plus research, are becoming available. A doctorate normally takes at least three years of full-time study and research. The degree is awarded on the basis of the thesis, requiring original research and an oral examination. In special circumstances, examiners may also require the candidate to take a written examination.

Polytechnics provide a diverse range of academic, vocational and professional programmes ranging from National Certificate to degree level.

The major qualifications provided by Colleges of Education are a three-year Diploma of Education and a three- to four-year Bachelor of Education degree, awarded jointly with the local university, or by the college itself. In the case of secondary teacher training, a one year, postgraduate diploma is awarded. A Higher Diploma of Teaching and an Advanced Diploma of Teaching are available for practising teachers.

Primary schools are required to be open for instruction for at least 394 half days (197 full days) each year and secondary schools for at least 380 half days (190 full days). In 1996, the school year was divided into four terms. Previously, it had been divided into three terms. The change was made after pilot studies showed that students became less tired and were able to concentrate and work better when terms were shorter and holiday breaks more frequent. Students have a six-week summer holiday and three two-week breaks between each of the four terms. A report (Ministry of Education, 1999) recommended that schools should be open for 200 days, and open for instruction for 190 days for Years 1-10 and for 180 days for Years 11-13. Open for instruction should be defined as “instructional time when the focus of learning is the seven essential learning areas, the eight essential skills and the values which underpin them.” This definition excludes administrative time, break times and non-instructional activities. Student entitlement to instruction should be 950 hours a year, except for Years 1 and 2. It has been recommended that hours of instruction be set at a minimum of four hours a day for Years 1 and 2 and a minimum of five hours a day for Years 3-13. The report also observed that “an entitlement to 950 hours of instruction is greater than at present according to the information provided by primary schools in the statistical survey data. This time allocation would be the same as it is at present for secondary schools if it were not eroded by administrative and non-instructional tasks.”

The academic year extends from late February or early March to November. The long summer vacation is from mid-November to mid-February. Auckland, Lincoln and Otago universities operate a two-semester system, with intakes into both semesters in some programmes. This provides for twelve to thirteen weeks of teaching in the first half-year, followed by examinations and study break from early June to early July, then twelve to thirteen further weeks of teaching, followed again by several weeks of examinations. Each semester is itself in two parts, separated by a study

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break of one or two weeks. There is a restricted number of courses during the summer.

**The financing of education**

A universal funding formula forms the basis for direct funding subsidies of chartered early childhood services. Services can claim funding for a maximum of six hours per child-place day, with a limit of thirty hours per week. The funding formula varies according to the: type of service; quality standard met; and ages of children enrolled. A higher funding rate is available for services meeting criteria higher than licensing requirements, that are related to staff qualifications and staff-to-child ratios.

Compulsory schooling in New Zealand is funded by the government to varying degrees, depending on the type of school. However, communities often contribute to the expenses of their local schools. Private schools receive a government subsidy and charge fees to students. Integrated schools receive full government funding for staffing, operations and maintenance but charge attendance dues to enable development of school property. Some schools also develop sponsorship arrangements with local businesses to provide extra funding.

Schools receive resources from the Ministry in four distinct streams: (i) the operations grant; (ii) staffing; (iii) school property; and (iv) school transport assistance. The levels of funding are set by the government to ensure that they are adequate for the delivery of the New Zealand Curriculum to all students entitled to attend school. Many boards of trustees choose to supplement this funding to provide extra activities and opportunities, using locally raised funds.

Each state school is given a grant for operating costs and the board of trustees is responsible for making sure the school is properly maintained. The funding of capital works (building projects) is the responsibility of the Ministry of Education.

All state schools are staffed and funded to deliver quality programmes to all their students. Supplementary programme funding is available on application for: students with special needs; English for speakers of other languages (ESOL); and seniors in secondary schools.

Funding may also include targeted allocations to address barriers to learning associated with socio-economic status. This is called Targeted Funding for Educational Achievement (TFEA). To decide how much extra funding to give to each school, the Ministry of Education gives each school a rating based on data from the Census and from the school’s own roll. Schools do not have to apply for TFEA funding. It is paid to them automatically.

To support Maori language learning, additional funding is also available to schools which run Maori immersion or Maori language programmes. The level of funding depends on the level of immersion of the programme.

All boards administer the operational grants while, in most cases, teachers’ salary funding is managed centrally and provided through the Ministry of Education.
With increasing self-management by schools, boards have the opportunity to administer their own funding for staffing. Boards which opt to follow this system pay salaries from a pool of funding allocated to the school according to a set formula. Centrally allocated staffing remains for those schools whose boards prefer such a system.

State tertiary institutions are funded on the basis of the number of equivalent full-time students (EFTS) that they attract. The funding system is common to all tertiary institutions, and is, in principle, student-driven in that the funding follows the student. Funding is provided as a partial tuition subsidy. The government meets most, but not all, of the costs of providing tuition.

The funding system has replaced detailed central decision-making about levels of staffing, operating grants, and capital works projects. These responsibilities now lie entirely with the councils of tertiary institutions. Being essentially bulk funded, tertiary institutions are free to allocate resources to particular priority areas and programmes by cross-subsidisation.

Graduates of universities, polytechnics, colleges of education, and wananga are likely to derive private benefits from tertiary education, and can reasonably be expected to contribute to its costs. The student contribution has increased from 3% in 1990 to about 20% in 1994. In 1995, the government announced its decision to reduce tuition subsidies progressively to 75% of tuition costs by the year 2000.

It is the responsibility of tertiary institutions to recover the balance between actual costs of delivery and the government’s tuition subsidy. Any shortfall is made up by tuition fees set by the institutions themselves, and from other enterprises including services for international students, consultancies, and research contracts.

Private training establishments are funded on a similar basis to tertiary institutions through the Ministry of Education. However, the partial tuition subsidy for private training establishments differs substantially from that for tertiary institutions as it does not include a contribution for capital development. Nor is it provided at the same rates of funding as allocations are made from a finite contestable pool, with the amount being split between successful applicants.

The education budget exceeded NZ$7 billion in 1998/99. In 1996/97, government expenditure on education amounted to NZ$5,335 million, representing 5.6% of Gross Domestic Product (GDP) and 16.2% of government expenditure.

**The educational process**

**Pre-primary education**

Most early childhood services in New Zealand have evolved from individual and community initiatives, resulting in a diverse system of early childhood education (ECE) with a high degree of autonomy. The main providers of ECE are: kindergartens, play centres, Pacific Island language groups, child care centres, home-based services and kohanga reo. ECE programmes are, on the whole, developmental

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and based in learning through play. All early childhood centres wishing to receive government funding must be licensed and chartered. Licensing ensure that basic standards of quality are maintained. A charter sets out a centre’s objectives and practices. Chartered groups receive funding in the form of a bulk grant.

Under the 1989 Education Act, all charters are deemed to contain a Statement of Desirable Objectives and Practices (DOPs). The purpose of the DOPs is to help early childhood services in receipt of government funding to provide quality education and care. The Ministry of Education has revised the DOPs in consultation with early childhood organizations (including the Early Childhood Advisory Committee), training providers and relevant government agencies. The revised DOPs have been designed to support both diversity and quality of provision of early childhood education and care. The DOPs have been rewritten as a succinct statement of key principles and broad quality outcomes that must be achieved by all chartered early childhood services. The means used to achieve the requirements of the revised DOPs are the responsibility of the management and practitioners of chartered early childhood services. A supporting document will provide examples of the standards which would meet each of the requirements of the DOPs.

In 2002, there were 3,488 licensed early childhood services, including: 606 kindergartens; 492 play centres; 1,612 education and child care services; 194 chartered home-based services; 38 casual education and child care centres; 545 kohanga reo and the Correspondence School. The number of children enrolled was 156,187.

The Education Review Office (ERO) reviews ECE services regularly. Where non-compliance with licence and charter requirements is identified, it is followed up by Ministry of Education Management Centres.

Parent and community involvement in early childhood education is developed through a range of government initiatives. Examples are:

- Support for developing early childhood groups. In 1997, there were 486 funded play groups (541 in 2002), and 150 Pacific Islands language groups (133 in 2002). In the same year, 9,781 Pacific Islands children were enrolled in early childhood education (11,515 in 2002). A total of 3,337 children were enrolled in Pacific Islands early childhood centres offering Pacific Islands medium education, ranging from bilingual to full immersion programmes. Participation in early childhood education by Maori children and families increased by 50% between 1990 and 2002, with 32,779 children enrolled in 2002–10,503 of these enrolled in kohanga reo.

- Parent education and home-visiting programmes. At the end of 1997, 9,000 families were involved in Parents as First Teachers (PAFT) programmes in fifty-seven centres.

- The Correspondence School early childhood education programme provided resources and support to 914 parents and children throughout 1997.

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Licensing support for Pacific Islands early childhood centres. The government has provided funding support in two budgets to increase the number of newly licensed centres.

A national curriculum, Te Whaariki, including principals for assessment, planning and evaluation has been developed and is being used by early childhood services. To help early childhood educators and school teachers support children’s smooth transition to school, the guidelines draw attention to common elements in the early childhood and school curricula. They provide examples of the ways in which children’s learning in early childhood is linked to the development of skills, understanding, and knowledge in the school curriculum.

Government funding is available for the provision of ongoing professional support programmes to ECE services through the Early Childhood Development Unit (ECDU). State funded professional development contracts for early childhood educators, based on the national curriculum, are also available. A National Qualifications Framework, with a focus on standards-based assessment, is being developed. This includes ECE qualifications.

A range of resources for use by early childhood education educators is produced by Learning Media Limited for the Ministry of Education. These include resources in Pacific Islands and Maori languages. A minimum of 25% of the Ministry of Education’s budget for resource production by Learning Media Limited is directed to the production of learning materials to support Maori language education, including early childhood education.

Special education funding of the early childhood sector is being considered in the context of the Special Education 2000 policy development. The 1995 budget included new provisions for assisting young children within the early childhood education sector to overcome behavioural difficulties, and also increased direct special education support for children with disabilities or significant development delay.

The Ministry of Education collaborates with government agencies, such as the Department of Social Welfare and the Ministry of Health to meet diverse needs. Examples of this collaboration are: the pilot scheme of six family service centres; Immunisation 2000—a strategy which aims to improve the health of children; the strong health component in PAFT programmes; and fee subsidies for low-income and at-risk families.

The ten-year strategic plan for ECE, Pathways to the Future, was released in 2002 after extensive consultation with the ECE sector. It has three main goals: increasing accessibility and participation in quality ECE services; improving the quality of ECE services; and promoting collaborative relationships. To support the ECE plan, a new funding and regulatory system is currently being developed in the sector. One key feature of the new approach (announced in Budget 2004) is that beginning in January 2007 all 3- and 4-year-olds will be eligible for 20 hours free ECE per week in community-based centres. This proposal will help all families where cost is a barrier to participation, which is crucial since research shows that intensive and regular ECE participation improves long-term outcomes for children.
Primary education

Primary schools cover the first six years of compulsory schooling. The final two years of the primary course, Years VII and VIII (Forms I and II), may be taken at: a full primary school; an intermediate school; an area school; or a Year VII-XIII (Form I-VII) school—depending on where the child lives. On completing Year VIII (Form II), a pupil normally enters Year IX (Form III) of a secondary school, or alternatively, Year IX (Form III) in an area or Year VII-XIII (Form I-VII) school. Composite/area schools, which are usually based in rural areas, combine primary, intermediate and secondary schooling at one location. Schooling is free from age 5 and attendance at a registered school is compulsory for all New Zealand citizens and residents aged from 6 to 16. While most students attend state-funded schools, there are a number of other choices for parents and students.

State schools are co-educational at primary and intermediate level, but some offer single-sex education at the secondary level. Some offer special programmes for adult students or run community education classes. There are growing links between schools, universities, polytechnics and other tertiary and early childhood education providers. Integrated schools are schools which were previously private and have now been integrated into the state system. They follow the state curriculum requirements but incorporate their own special character (generally a philosophical or religious belief) into the school programme. Integrated schools receive the same government funding for each student as the state schools, but the buildings and land are privately owned. So, they meet the costs of property development from attendance dues. They also receive government funding for their maintenance costs.

Kura kaupapa Maori (Maori medium schools) are state schools where teaching is in the Maori language (te reo Maori) and is based on Maori culture and values. The curriculum is the same as at other state schools. Kura kaupapa were developed to build on the success of kohanga reo (Maori language early childhood centres) in preserving and increasing the use of te reo Maori and one of the key goals is to produce students who are competent in both Maori and English.

Independent (or private) schools are governed by their own independent boards but are required to meet certain standards in order to be registered. Independent schools may be either co-educational or single-sex. They charge fees, but also receive some funding from the government (currently equivalent to around 14% of the average total cost of state schooling). In the future, funding support will be based on the percentage of the average total cost. It increased to around 25% in 1997. In 1998, support for senior secondary students rose to 40%. Boarding schools may either be independent or part of a state-funded school. Both systems charge boarding fees.

The Correspondence School is a national school, funded by the Ministry of Education, which provides courses for early childhood, primary, secondary and adult students. Full-time students are enrolled for a variety of reasons, including distance from other schools, a wide range of special needs, medical and psychological problems, or other special reasons. In some circumstances, the school provides courses for students in other New Zealand primary and secondary schools. It also educates the children of New Zealand citizens overseas, where suitable schooling is

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not available, and offers valuable second chance education to adult students who wish to improve their qualifications.

Home-based schooling is available for parents who want to educate their children at home, provided they maintain a standard of education equivalent to that of a registered school. They need to get approval to do so from the Ministry of Education and are given an annual grant to help with the cost of learning materials. Home-schooling parents may purchase teaching services from The Correspondence School, if they wish. Home-schooling is growing rapidly in New Zealand, but still involves less than 1% of total school enrolments. In July 2001, there were 5,976 homeschoolers recorded on the Ministry of Education’s homeschooling database.

At the primary level, pupils work in a wide variety of learning situations. They are usually based in one classroom (which may be open-plan space, housing two or more classes) but may join with other classes for some activities. In the classroom, group activities help children learn to share and work co-operatively. At other times they will work alone on projects. Class sizes vary, but are generally smaller in the junior school level (Years I-III). Class size is determined by the school, within guidelines provided by the Ministry of Education. The school day usually begins at about 9:00 and finishes at about 15:00 with breaks (intervals) mid-morning, lunch time and mid-afternoon.

Within the state school system there is provision for children’s individual learning styles and room for different philosophies of education. Some schools develop programmes with a strong focus on particular interests of the children and others work in a more formal, structured style. While each State integrated school has its own special character, other State schools also offer choices for parents. In some areas schools offer Maori medium education; in some, Montessori or other programmes are offered. The variety available means that parents may wish to visit several schools before making a choice about the preferred one for their children.

The New Zealand Curriculum provides guidelines covering teaching, learning and assessment for all students in all schools. The main principles of the curriculum are based on the belief that the individual student is at the centre of all teaching and learning. The curriculum outlines the need for education to be both relevant and responsive to the needs and abilities of all students so they are able to play a full part in the world in which they will live and work. To achieve that, the curriculum must:

- reflect the multicultural nature of New Zealand society and, in particular, the significance of the Treaty of Waitangi;
- be consistent and linked across all levels of schooling; and
- provide a clear understanding of how measuring a student’s progress can help teaching and learning to be more effective.

For each essential learning area, a national curriculum statement spells out the programme achievement objectives that all students should aim for. These objectives form the basis of teachers’ assessment plans and records of student progress. Each school then uses the national curriculum statements to develop its own school
curriculum and plan its classroom programmes. Teacher development programmes at national and local levels support the introduction of new curriculum statements. Maori language national curriculum statements for *te reo Maori* (Maori language), *pangarau* (mathematics), and *putaiao* (science) have also been developed and are planned across all learning areas.

The New Zealand Curriculum identifies seven essential learning areas (eight areas in the draft revised curriculum 2006, see below) that form a broad and balanced curriculum in which students can develop the necessary skills, attitudes and values. The curriculum encourages a positive attitude towards learning and is designed to help students to develop and clarify their own attitudes, values and beliefs while respecting those of others. The New Zealand Curriculum Framework specifies principles, essential learning areas, essential skill groups, and attitudes and values. Each of these components is detailed below.

In terms of principles (*nga matapono*), the New Zealand Curriculum Framework:

- establishes direction for learning and assessment in all schools;
- fosters achievement and success for all students; at each level, it clearly defines the achievement objectives against which students progress can be measured;
- provides for flexibility, enabling schools and teachers to design programmes which are appropriate to the learning needs of their students;
- ensures that learning progresses coherently throughout schooling;
- encourages students to become independent and life-long learners;
- provides all students with equal educational opportunities;
- recognizes the significance of the Treaty of Waitangi;
- reflects the multicultural nature of New Zealand society; and
- relates learning to the wider world.

The seven essential learning areas (*nga tino wahanga ako*) identified in the New Zealand Curriculum Framework are: language and languages (English, *Te Reo Maori*); mathematics; science; technology; social sciences; the arts; health and physical well-being. The draft of the revised curriculum 2006 identifies eight learning areas, as the area ‘language and languages’ has been split into two areas, e.g. English and ‘learning languages.’ Some minor variations concern the name of the areas: ‘mathematics and statistics’ instead of mathematics; and ‘health and physical education’ (previously physical well-being). (Ministry of Education, 2006).
The eight groupings of essential skills (nga tino pukenga) are: communication skills; numeracy skills; information skills; problem-solving skills; self-management and competitive skills; social and co-operative skills; physical skills; and work and study skills.

The content of a school’s curriculum, and the practices and procedures to implement it, are intended to reflect what is valued by a school community and the society as a whole. These commonly held attitudes and values (ngā waiaro me ngā uara) include: honesty; reliability; respect for others; respect for the law; tolerance; fairness; caring or compassion; non-sexism; and non-racism.

The curriculum for primary and intermediate schools comprises a set national curriculum statements that provides a clear indication of the Ministry’s expectations for students’ achievement in the different learning areas. At intermediate level (Forms I and II), the curriculum includes workshop craft and home economics.

Between 2000 and 2003, the Ministry of Education undertook a stocktake of the national school curriculum, which considered adaptations to reflect the changes of the last decade and anticipate the needs of the country in the near future. The stocktake found that in general, the Curriculum provides a cohesive and coherent framework for learning in New Zealand schools which is comparable to international curricula. The New Zealand Curriculum Project, which resulted from this stocktake, is underway and contributions are being made to the process. One key policy decision has been that by 2008 all Year 7–10 students should have opportunities to learn a second language.

As part of the revision of the curriculum, the attitudes, skills and values of the national curriculum are being reviewed. In line with the OECD’s Defining and Selecting Competencies (DeSeCo) work, consultation is underway on the key competencies. The proposed framework of key competencies outlines what is needed by everyone for a good life and well-functioning society. These key competencies integrate essential skills, knowledge, attitudes and values. The proposed framework has five overarching (and interconnected) groups of key competencies. Key competencies can be thought of as generic skills needed by everyone across a variety of contexts. The key competencies become meaningful when combined with values and competencies specific to context and purpose. Skills, the disposition to use them, values and sensitivity to occasion all go together. It’s not just what students know and can do but also whether they use them for good ends. Key competency groups consist of: thinking; belonging, participating and contributing; relating to others; managing self; and using language, symbols and texts. (Ministry of Education, 2004 and 2006).

A draft of the revised curriculum has been submitted to consultation in November 2006. This revision of the curriculum emphasizes the importance of effective teaching and learning. It looks to support and encourage strong home–school partnerships. It increases the profile and status of second language learning. It also emphasizes the importance of making stronger connections between what goes on in schools and the wider needs of communities, society, and employers. It aims to make curriculum more manageable for teachers by clarifying expectations. The final version is expected to be published in 2008 and the implementation phase is expected to start in 2008-2009.

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The main purpose of assessing students’ progress is to improve both learning and the quality of learning programmes. A student’s strengths and the areas needing development are identified to provide information for the teachers developing and delivering the programmes, the student, and the parents.

Primary progress cards record teacher assessments of individual students for each year of primary schooling. Teachers write comments on each student’s progress demonstrated each year against objectives for each curriculum area as well as on their personal and social development. The learning objectives identify broad levels of achievement in knowledge, understanding, skills and attitudes.

Schools are expected to report to parents on the progress of their students. Usually schools give written reports, and parents can also meet teachers to talk about their children. Parents are entitled to ask for a meeting with their child’s teachers.

**Secondary education**

Students commence secondary education (Years IX-XIII or Forms III-VII) at approximately 13 years of age. New Zealand has some 440 secondary schools (also referred to as high schools, grammar schools and colleges), which are state, integrated or private, and which offer a wide range of subjects. Schools are able to set their own curriculum objectives within the national guidelines set by the Ministry of Education. Some secondary schools are able to provide on-site boarding facilities.

Most secondary schools are state schools established and funded by the government through the Ministry of Education. These schools are broadly similar in type and facilities. Most of them are co-educational, but about 10% are single-sex schools, some also have boarding facilities.

There are a small number of private (independent) secondary schools outside of the state system. These schools are generally affiliated to religious organizations. Students at independent schools follow the official curriculum in subject areas for public examinations. A number of these private schools have become integrated with the state system and are known as state integrated schools. These schools receive government funding, but they have kept their special philosophical or religious features (e.g. Catholic schools teach Catholic doctrine). Many of the private and integrated schools are single-sex. There are also some area/composite schools, mainly in rural areas, which teach at both primary and secondary level.

Secondary education students are usually grouped in classes but go to different teachers for each subject they are studying. During the course of a typical day they may move between a number of classrooms and may not necessarily be with the other students in their class. The school day is usually about half an hour longer than the primary school day (normally consisting of five hours).

Curricula and educational standards of the State, private and integrated schools are similar and all prepare students for the same national qualifications and certificates. Currently, the curriculum for secondary schools comprises national curriculum statements in English, mathematics and science, and a set of syllabus statements for social studies, art, physical education, workshop craft, health education

and music. These syllabi will be progressively replaced by national curriculum statements. The curriculum statements for senior sciences (biology, chemistry and physics) have already been published and distributed to schools. Students may also choose from a wide range of optional subjects, particularly at the senior secondary level (Years XI-XIII or Forms V-VII).

In 2001, there were 319 state secondary schools. Tuition in the senior secondary school is fully funded by government, although schools charge voluntary activity and other fees. In addition, there were fifty-five private schools offering tuition to senior secondary level, which are partially funded by the government in the form of operational and teacher salaries grants.

Many secondary schools provide a record of achievement for students leaving school. This student profile usually includes comments on: progress in various curriculum areas; personal qualities; involvement in school activities; as well as such information as performance in national examinations. Students can use this record of achievement for job seeking or pursuing further education and training.

The Ministry of Education has developed a national Record of Achievement, a cumulative individual record designed to record achievement through the student’s years of schooling. A separate and more specific record is being developed by the New Zealand Qualifications Authority for senior secondary students (see below).

Under the previous system, middle and senior secondary school students took the following national examinations: School Certificate; Sixth Form Certificate; Higher School Certificate; and University Entrance, Bursaries and Scholarships. The School Certificate examination was taken by most students at the end of three years of secondary education (Year XI or Form V, at about the age of 15). The Sixth Form Certificate was internally assessed at the end of Year XII (Form VI) and awarded on a single-subject basis to students who had satisfactorily completed an approved course of one year in one or more subjects. The Higher School Certificate was awarded to students who have satisfactorily completed five years of full-time secondary schooling beginning at Form III. University Entrance, Bursaries and Scholarships were the final school qualifications, usually taken in Year XIII (Form VII).

The National Certificate of Educational Achievement (NCEA) is the new senior secondary school national qualification being implemented in all schools since 2002. The NCEA replaced the School Certificate, Sixth Form Certificate and University Bursaries. There are three NCEA: Level 1 (Year 11 or fifth form), which replaced the School Certificate in 2002; Level 2 (Year 12 or sixth form), introduced in 2003; and Level 3 (Year 13 or seventh form), which replaced University Bursaries in 2004. A student is awarded a National Certificate when she/he has accumulated sufficient credits by being successfully assessed against National Qualifications Framework standards. NCEA Level 1 is broadly equivalent to the General Certificate of Education (GCE). NCEA Level 3 is equivalent to ‘A-Levels’ and Australia’s Higher School Certificate (HSC).

The National Qualifications Framework (NQF) brings together senior secondary education, industry training and tertiary education under one system. It is co-ordinated and administered by the New Zealand Qualifications Authority (NZQA).

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The National Qualifications Framework’s broad goals are to assist the decisions of learners and employers by: providing them with an assurance of the quality of qualifications; and improving information about the purposes of qualifications and how different qualifications relate to one another. The NQF is based on ‘outcomes or ‘standards’, i.e. clear statements about what learners know and can do, which provide a basis for fair assessment. Expressed in this way, registered qualifications can potentially be offered in a range of learning environments: tertiary institutions, secondary schools, private providers or in the workplace.

Nationally agreed ‘unit standards’ are like building blocks towards a qualification. Each standard belongs to one of the eight NQF levels, which signal progressively more difficult or complex outcomes required of learners. Levels are not prescriptions for learning: they are conventions for describing qualifications, similar to the university practice of designating degree stages as 1, 2 and 3. Level 1 is comparable to entry-level learning (Year XI or Form V) while Level 8 is comparable to post-graduate degree learning. The NQF has three qualifications: National Certificates, National Diplomas and degrees. National Certificates are generally earned at Levels 1, 2, 3 and 4 of the Framework. National Diplomas and degrees are generally earned at Levels 5, 6 and 7.

As learners attain outcomes, they receive credit towards qualifications registered in a Record of Learning. This is a personalized list of the credits the learner has successfully achieved in the year. With sufficient numbers of credits at specified levels, the qualification is awarded. In a full year of study, a typical student would expect to achieve around 120 credits. Up to 30 September 1997, there were 365 qualifications registered and about 220,000 learners were engaged in Framework-related learning.

Maori education (Te Matauranga Maori)

Although most Maori students remain within the mainstream education system, increasing numbers are taking advantage of one of the most important developments in New Zealand education—the growth of Maori medium education. There is now a strong demand for Maori language education throughout the education system.

This growth has been stimulated by the revival of te reo Maori (the Maori language). The programmes developed to preserve their language have given Maori the opportunity to design the kind of education they want, and one that meets the needs of both adults and children.

The language revival began with the establishment of kohanga reo (Maori language early childhood centres) and continued with kura kaupapa (Maori medium schools). Growing numbers of Maori students are also enrolled in bilingual and Maori language immersion classes in mainstream schools.

However, research continues to show that educational achievement among Maori is still of concern. While Maori achievement has increased across the education system in recent years, it has not kept pace with that of other groups. The government is focusing on a number of important issues to promote and stimulate growth in Maori education. Development of Maori language immersion education is being pursued.

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through three significant areas: (i) support for the recovery of *te reo Maori* as a living language; (ii) greater participation by Maori parents in education; and (iii) the relative merits of mainstream education and alternative structures on addressing Maori educational needs. The exploration of alternative educational achievement among Maori has occurred in an environment which encourages diversity of educational provision. Alternative programmes are being examined and tested, and *iwi* (tribes) are being assisted to develop their own education plans.

Between 1991 and 1996 Maori enrolments in early childhood education (ECE) have grown by 39.7%. In *kohanga reo* the Maori language is the medium of learning and instruction, and Maori make up the majority of children. In 1996, 14,032 Maori children were enrolled in *kohanga reo*. Kindergartens are currently the second largest providers of ECE to Maori children (6,544 children enrolled), followed by child care centres (5,866), play centres (1,557), other funded play groups (1,456), home-based services (694) and Correspondence School (137).

Maori medium education in schools is rapidly expanding. The number of *kura kaupapa* increased from six in 1990 to fifty-nine in 2001. In 1996, 1,129 schools other than *kura kaupapa* were offering some form of Maori medium education, with 33,438 Maori and 3,226 non-Maori students enrolled. Maori enrolments at the senior secondary school level have been steadily increasing over the last ten years.

During 1996, in the tertiary sector Maori were most likely to be enrolled in polytechnics, while non-Maori were most likely to be enrolled in university. A total of 24,228 Maori were enrolled in a formal programme of tertiary education. Maori made up 12.9% of university students, 14.2% of college of education students and 11.9% of all tertiary students. Where Maori were enrolled in the university, they were more likely to be part-time. Three *wananga* (institution of higher learning) have been established and are State-funded. In 1998, there were 1,228 Maori students enrolled at *wananga*.

**Assessing learning achievement nationwide**

The Education Review Office (ERO) was established in 1989 to investigate and report on education in New Zealand schools and early childhood centres. In order to raise the level and quality of both governmental and public information about education in the country, the Office publishes a wide variety of reports on the performance of schools and early childhood services.

The starting point for these reports, and the general analytical perspective adopted by the Office, is the student—the young person whose educational needs and expectations society intends to answer and inform.

Since July 1990, the Office has reviewed all New Zealand schools and early childhood services at least once, and reported publicly on their performance. Reports on individual institutions have been written for both the governing body of the institution and the responsible Minister. In 1994 the Office initiated the publication of a series of studies of the overall performance of schools and early childhood services, focusing these reports on current educational issues of interest to the government and
the general public. The content of these studies is derived from the aggregated findings of review activities carried out by the Office.

All Office reports, and the evidence which supports them, are public documents. Interested members of the public can obtain a copy of individual institutional reports from schools and early childhood centres or from one of the local offices of this department. Several ERO publications and reports are also accessible through the Internet (at: http://www.ero.govt.nz).

Moves away from a measurement model (such as norm-referenced assessment) to a performance model (such as standards-based assessment) are in response to the perceived inadequacies of the measurement model to provide information about what a student knows and can do. International experiences, particularly in the USA, highlight the negative effects of certain types of tests based on the measurement model (specifically multiple-choice tests) on the learning opportunities provided for students. Such tests have flourished, however, because more effective forms of testing have proved difficult to design and implement.

Initiatives towards standards-based assessment (assessment against standards which are described in some form) reflect international developments such as the assessment framework for the United Kingdom’s General National Vocational Qualification (GNVQ) and the competency-based national assessment model being developed in Canada. The New Zealand Curriculum Framework states that assessment is an integral part of the curriculum and identifies five aspects of formal assessment currently being developed: school-based assessment; records of school achievement; transition point assessment; national monitoring of standards; and assessment for qualifications. The formal aspects of assessment are in addition to informal modes of assessment commonly used in classrooms, such as anecdotal assessment, intuitive assessment, student self-assessment and peer assessment.

Transition Point Assessment is a national assessment initiative currently being developed by the Ministry of Education. The transition points to be adopted are: at school entry; at the beginning of Year VII; and at the beginning of Year IX. Transition Point Assessment is primarily intended to assist schools in identifying the learning needs of year group cohorts of students as they enter new phases of schooling. Information from Transition Point Assessment could also be used by boards of trustees to assist in targeting school resources. This type of assessment focuses on relative performance. Before this assessment initiative can be implemented, national standards in the areas of learning will need to be determined against which such assessment can take place.

National Monitoring of Standards is a national externally administered assessment activity currently under development. The aim is to provide a broad picture of the achievements of representative samples of New Zealand school students at successive points in time, so that trends in educational performance can be identified. National educational standards will be monitored on a four-year rolling cycle by assessing around 3% of 8- and 12-year-olds. The four-year cycle will cover all essential learning areas and essential skills in the New Zealand Curriculum. Information from national monitoring will provide a national profile of the

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achievements of students at a given year level. It will not provide information about
the achievements of individual students or of students in any one school.

Higher education

There are four kinds of state tertiary institutions in New Zealand: universities,
polytechnics, colleges of education, and *wananga*—institutions of higher learning
specifically for Maori. Arrangements for the establishment, governance and funding
of tertiary institutions are set out in legislation. The distinguishing characteristics
of the four kinds of tertiary institutions are also defined in legislation.

In 2001, there were seven universities, twenty-five polytechnics, four colleges
of education, and three *wananga*, which, collectively, enrolled over 200,000 students
each year.

Tertiary institutions are Crown entities and are required to follow standard
public sector financial accountability processes. Each tertiary institution is governed
by its own council, established under legislation intended to maximize institutional
autonomy—consistent with the standard requirements of accountability for public
funding.

Each tertiary institution determines its own programmes. All matters relating
to governance and management are the responsibility of the council, which represents
the interests of staff, students, and the wider community. The main functions of a
council are to set the strategic direction and policies of the tertiary institution,
determine its programmes, set its budget including tuition fees, and appoint its chief
executive officer. In carrying out these functions, councils are required to strive for
the highest standards of excellence in education, training, and research, encourage the
greatest possible participation, use public resources responsibly, and acknowledge the
principles of the Treaty of Waitangi.

The main functions of a chief executive officer (who may be alternatively
designated a vice chancellor, director, principal, or president) are to implement
council policies and decisions and to manage the academic and administrative affairs,
including the employment of teaching and support staff.

Tertiary institutions and private training establishments have, over many years,
developed their own qualifications. Furthermore, many have developed arrangements
(largely on a case-by-case basis) for recognizing the qualifications of other providers
for the purposes of cross-crediting or exemptions.

University degrees are approved by the New Zealand Vice Chancellors’
Committee, and have international recognition. Degrees awarded by polytechnics,
colleges of education, *wananga* and private training establishments are approved by
the New Zealand Qualifications Authority (NZQA), and also are internationally
recognized.

Universities are primarily concerned with advanced learning, the principle aim
being to develop intellectual independence. Their research and teaching are

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interdependent and universities meet international standards of research and teaching. The seven universities are: the University of Auckland, the University of Waikato, Massey University, Victoria University of Wellington, the University of Canterbury, Lincoln University, and the University of Otago. Currently over 80,000 full-time equivalent students enrol each year for university study.

All seven universities offer courses in the traditional faculties of arts, sciences and commerce, whilst law is available at Auckland, Waikato, Victoria, Canterbury and Otago. Each university specialises in certain fields:

- the University of Otago in medicine, dentistry, physical education, pharmacy and surveying;
- the University of Canterbury in forestry, engineering and fine arts;
- Lincoln University in topics related to agriculture and horticulture;
- Victoria University of Wellington in architecture, public administration and social work;
- Massey University in agriculture, horticulture, food technology, and veterinary science, as well as extra-mural tuition in a wide range of subjects throughout the country;
- the University of Waikato in law and Maori studies;
- the University of Auckland in architecture, planning, engineering, medicine, optometry, and fine arts.

Conjoint programmes leading to the Bachelor of Education degree and Diploma of Teaching are available at several universities in association with local colleges of education. Some universities offer their own teaching qualification at degree or diploma level.

At most universities the course of study for a bachelor’s degree consists of a prescribed number of units, papers or courses. In each subject there are usually offered first-year courses (Stage I or 100 level), second-year courses (Stage II or 200 level) and third-year courses (Stage III or 300 level). A second-year course may be commenced in most cases only after appropriate passes in the subject at Stage I, and a third-year course only after the appropriate passes in the subject at Stage II.

In each subject the student is required to attend a given number of lectures, tutorials and/or laboratory periods per week. In some courses field trips provide opportunities for on-site study of natural phenomena or social processes. These are supplemented by personal reading and research. Students are expected to develop independent study skills with a minimum of professional supervision. Grades given in tests, assignments and practical work count towards the final grade for a course. Most courses have a final three-hour written examination held either at mid-year (June) or end of year (October/November).
Polytechnics provide a wide range of academic, vocational and professional courses—including vocational training—that contributes to the maintenance, advancement, and dissemination of knowledge and expertise and promotes community learning. They also promote research, particularly applied and technological research that aids development. Polytechnics are governed by their own councils. Members of councils represent business, industry, local authorities, universities, women’s and ethnic groups, as well as education and community interests.

Over recent decades, the vocational education and training, formerly provided by technical high schools, is now being provided by the polytechnics. Polytechnics provide a diverse range of vocational education resources and cover a large and increasing number of subjects at various levels of specialisation. Many are now accredited to offer their own degree programmes. Almost 60,000 full-time equivalent students enrol each year for polytechnic study. Taking short courses into account, the actual number of students enrolled at polytechnics is several times this figure.

While most polytechnics continue to provide traditional trade and basic vocational courses, an increasing number of professional courses offered at the degree level is reducing the distinction between the respective roles of polytechnics and universities.

The Open Polytechnic, established in 1946, is one of New Zealand’s largest education providers, enrolling more than 30,000 students annually. Nearly 75% of these students are already in paid employment and are studying part-time to enhance their career opportunities. The Open Polytechnic is the only specialist provider of tertiary-level open or distance education. It offers more than 650 courses and programmes, ranging from National Certificate through to degree level.

The NZQA has responsibility for: prescriptions examinations and certification for Advanced Vocational Awards qualifications (three-stage Technicians Certificates and five-stage New Zealand Certificates), and Trade Certificate and Advanced Trade Certification qualifications; prescriptions and certification of the New Zealand Diploma in Business; administering the certification of New Zealand Diploma qualifications.

Colleges of education provide teacher education and research related to the early childhood and compulsory sectors of education, and they provide associated social and educational service roles. The four colleges are situated in Auckland, Wellington, Christchurch and Dunedin. The provision of teacher training is expanding in response to a growing demand for teachers, reflecting demographic and other factors.

Various specialist courses and qualifications are offered in some of the colleges. These include: postgraduate certificates; diplomas in special education—for teaching children with physical, visual, hearing or intellectual impairments; reading recovery; educational management; librarianship; information technology; guidance; teaching English as a second language; social work; and bilingual education. One college offers the National Certificate in Business Studies and other business courses.
Two universities also offer teacher training. The Hamilton Teachers College in 1991 amalgamated with the University of Waikato to become the University’s School of Education. Palmerston North College of Education merged with Massey University in 1996 to become the Massey University College of Education. Other colleges of education are considering amalgamation with universities. Teacher training in early childhood education and Maori language is also offered by some other tertiary education providers, including polytechnics and private training establishments.

_Wananga_ are teaching and research institutions that maintain, advance, and disseminate knowledge, develop intellectual independence, and assist the application of knowledge regarding _ahuatanga Maori_ (Maori tradition) according to _tikanga Maori_ (Maori custom). Three _wananga_ are established tertiary institutions.

To ensure that tuition fees (and living costs for students not eligible for student allowances) are not a financial barrier to tertiary education, successive governments have made financing arrangements available to students.

A student allowances scheme, introduced in 1989, provides allowances to New Zealand students aged 18 and over who are studying in recognized full-time tertiary courses and to some senior secondary students. A student loan scheme, introduced in 1992, makes provision for income-related repayments through the New Zealand taxation system. Under the scheme, students are able to borrow three components: (i) a tuition fees component which fully covers compulsory tuition fees; (ii) a course-related expenses component of up to NZ$1,000 each year; (iii) for full-time students, a living expenses component of up to NZ$150 per week for the length of the course, rebated by any student allowance that may be received.

Access to the student loan scheme and to student allowances is available generally on the same basis, irrespective of whether a student is enrolled at a state tertiary institution or at a private training establishment. An exception is a cap of NZ$6,500 applied from 1997 on borrowing to meet tuition fees set by private training establishments.

In addition to tuition subsidies that meet most of the costs of tuition and the student loans and allowances schemes, an extensive range of other support mechanisms is available to prospective and actual tertiary students and trainees. These include: programmes targeted at particular groups (for example disadvantaged Maori and Pacific Island youth); course and careers advice provided in schools and at institutions; a wide range of scholarships funded from public and private sources; counselling, other student services (accommodation, recreation, etc.); bridging and foundation-type courses offered by many institutions to allow disadvantaged students to meet the entry requirements for more advanced mainstream programmes.

_Skill Enhancement_ is a fully-subsidised programme targeted at Maori and Pacific Island youth aged 16-21 which replaces an earlier Maori vocational training programme. The allocation of scholarships may be on the basis of academic merit (university scholarship, corporate sponsorship, prestigious awards) or to meet particular social needs of, for example, ethnic minorities.

Compiled by UNESCO-IBE (http://www.ibe.unesco.org/)
Participation in tertiary education and training has increased steadily over the last ten years. In 1995, the participation rates by age group were: 30.9% for 18-21 years; 13.9% for 22-25 years; and 7.2% for 26-29 years. In the ‘core tertiary’ age group of 18-24-year-olds, 27.3% of New Zealanders were accessing tertiary education and training in 1995.

The rate of increase in participation by Maori in tertiary education is about twice that for non-Maori. This is mitigating the long standing under-representation of Maori students in tertiary education, although Maori are still under-represented in proportion to their numbers in the general population.

Gender balance has been largely achieved in the student cohort enrolled at tertiary institutions, although women continue to be under-represented in some disciplines (for example engineering) and over-represented in others (for example nursing).

In 2001, there were 147,426 students enrolled in universities; 137,308 students enrolled in polytechnics; 14,132 in colleges of education; and 17,761 in wananga. The proportion of female students has continued to increase; women now make up 56.3% of all students. In 2004, the range of tertiary education providers included 35 public tertiary education institutions (universities, polytechnics, colleges of education and wananga), approximately 50 industry training organizations and several hundred private training establishments (from full degree-training institutions to English language schools).

**Special education**

Special education services have been developed for children with disabilities, learning or behavioural difficulties who have been identified as needing alternative resources to those usually provided in regular education settings. Students with special education needs are provided for in a range of educational settings, including special schools, special education classes in regular schools, and mainstream classrooms. The majority of students with special education needs receive education in a regular class setting.

Parents of children with special education needs have the same rights to enrol their children at the school of their choice as other parents. It is against the law for any educational institution to treat a student differently (for example by denying or restricting access to any services) by reason of any disability. The Education Act, 1989, gives the Ministry of Education the power to direct an enrolment to a particular facility if a student’s special education needs cannot be met in the setting of first preference.

Parents, schools and special educators work together to get the best outcomes for students with special education needs. If necessary, buildings are modified, special equipment is provided and extra staff are appointed to help teachers. Advisers help teachers develop suitable programmes for the individual child.
Students needing long-term hospital care can undertake their schooling in hospital. Some hospitals have registered state schools while others may have classes on site which are administered by local schools.

Residential special schools provide teaching and live-in care for children with major learning, behavioural or emotional needs. Children with sight or hearing disabilities may attend mainstream schools and may also have the opportunity to attend specialist residential schools. Health camps, which children in need of rest and recovery may attend for short periods, have both classroom and outdoor educational programmes.

Specialist Education Services (SES, formerly known as the Special Education Service) provides culturally appropriate early intervention services, advice, guidance and direct support to children with special needs, as well as their families, whanau (wider family) and educators. SES also makes recommendations to the Ministry of Education on the use of discretionary resources such as transport.

Individual Education Plans are developed for children with special needs. These involve parents, families and early childhood education services as well as SES staff. Assistance may include: an early intervention teacher; advice and support from psychologists; speech therapists; advisers on deaf children; and/or direct support from an education support worker. SES also funds a number of alternative providers to deliver direct support services where appropriate.

The project Special Education 2000 was first announced in the 1996 budget. Its aim is to develop a fair and more consistent way of supporting students who have special education needs. Students will receive the support they need for learning—wherever they may be and according to their level of need. The project began in 1997 with the Special Education Grant (SEG) which funds schools to help students with moderate needs in areas such as learning and behaviour. The other major components to this policy are:

- the Ongoing Resourcing Scheme (ORS) will assure students with high and very high special education needs of ongoing resourcing for as long as they need it during their school years;
- the Transitional Resourcing Scheme (TRS) for 5- to 7-year-olds with high special education needs;
- a programme for students with severe behaviour problems which is being implemented nationally; this will help schools work with students with learning and behaviour difficulties in classrooms;
- additional funding is being provided to help students with speech/language difficulties, especially those in the early school years where assistance will be of greatest benefit; funding for children with special education needs in early childhood education is also being increased.
Enrolments in special schools (as at July 1998)

<table>
<thead>
<tr>
<th>Type of provision</th>
<th>Number of students</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Base</td>
</tr>
<tr>
<td>Health camp (*)</td>
<td>262</td>
</tr>
<tr>
<td>Hearing impaired</td>
<td>110</td>
</tr>
<tr>
<td>Hospital school (*)</td>
<td>214</td>
</tr>
<tr>
<td>Intellectually impaired</td>
<td>558</td>
</tr>
<tr>
<td>Named students with intellectual disabilities</td>
<td>124</td>
</tr>
<tr>
<td>Physically impaired</td>
<td>115</td>
</tr>
<tr>
<td>Social difficulties</td>
<td>236</td>
</tr>
<tr>
<td>Visually impaired</td>
<td>57</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,676</strong></td>
</tr>
</tbody>
</table>

Source: Education statistics of New Zealand for 1998. (*) Students attending health camps and hospital schools are also enrolled at a school.

Enrolments in special education classes/units (as at July 1998)

<table>
<thead>
<tr>
<th>Type of class/unit</th>
<th>Number of students</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
</tr>
<tr>
<td>Adjustment class</td>
<td>17</td>
</tr>
<tr>
<td>Assessment class</td>
<td>115</td>
</tr>
<tr>
<td>Correspondence school</td>
<td>42</td>
</tr>
<tr>
<td>Experience unit</td>
<td>971</td>
</tr>
<tr>
<td>Hearing impairment class</td>
<td>18</td>
</tr>
<tr>
<td>Intellectual impairment class</td>
<td>548</td>
</tr>
<tr>
<td>Language unit</td>
<td>15</td>
</tr>
<tr>
<td>Physical impairment class</td>
<td>219</td>
</tr>
<tr>
<td>Special care unit</td>
<td>31</td>
</tr>
<tr>
<td>Special education needs class</td>
<td>748</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,724</strong></td>
</tr>
</tbody>
</table>

The Enhancing Effective Practice in Special Education project is a two-year programme examining the impact of education provision in a range of settings for children and young people with special education needs who require significant adaptation to the curriculum. The project aims to identify ways to increase the participation and learning opportunities for these learners. The project is taking place in primary and secondary schools (regular and special), and kura kaupapa Maori. It involves components of action research in educational settings, and professional development for teachers. The project explores effective practice in schools as well as provides professional learning opportunities for teachers. A resource kit for facilitators to work in schools is being developed, as well as highlighting a networked approach within and across schools. (Ministry of Education, 2004).

Private education

In 1989, amendments to the Education Act enabled the private tertiary sector, along with the polytechnics, to accredit degrees through the New Zealand Qualifications Authority (NZQA).

Private tertiary institutes provide choice and alternatives in a world of rapid change and bring New Zealand in line with other parts of the world where private education from primary to tertiary level has long co-existed with the state funded systems.

The mission of the private tertiary sector can be encapsulated in the notion of providing a quality service to their customers (their students) in return for the fees charged for tuition. Crucial to their success is the continued offering of sustained value beyond the course duration, so that both students and graduates are satisfied with performance and products. The key to the legitimacy of the private tertiary sector is the relationship with the NZQA, which has responsibility for course accreditation.

Those courses which are accredited through the NZQA have been subjected to rigorous quality measures. This provides international students an assurance that the programme of study for which they have enrolled meets internationally accepted standards.

There are large numbers of private training establishments (PTEs) in New Zealand, of which about 800 are registered with the NZQA. A quarter of private training establishments are Maori-owned and operated. A small number offer degrees.

PTEs offer a wide range of courses, often in niche markets (i.e. English language schools, aviation schools offering courses in air traffic control and aviation, computer training schools offering courses in business computing and travel and tourism). There are specialist business, secretarial, chef, hospitality management and nanny schools, as well. Courses can range from one week to one or two years duration, and course commencement is often flexible. Short courses can often be developed and tailored according to the clients' needs. The education providers within this sector offer a conducive learning environment due to the small class sizes which enable individual attention for each student. They are located throughout New Zealand, from the major cities to smaller centres such as Rotorua and Queenstown.

Compiled by UNESCO-IBE (http://www.ibe.unesco.org/)
Many PTEs actively participate in, and are funded by government for, the delivery of Training Opportunities Programmes. Private training establishments may apply for government funding from a contestable pool under similar arrangements as they apply for tertiary institutions. However, the funding in this pool is currently less than one percent of the funding pool available to tertiary institutions. By offering a limited number of government-funded places (about 2,000 full-time equivalent places), private training establishments offer some competition for the state tertiary institutions, and in provincial towns improve access to tertiary education and training.

Statistics concerning private education (1998)

<table>
<thead>
<tr>
<th>Type of institution</th>
<th>No. of institutions</th>
<th>No. of students enrolled</th>
<th>Teaching staff (full-time equivalent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary and intermediate schools</td>
<td>56</td>
<td>6,268</td>
<td>438</td>
</tr>
<tr>
<td>Composite schools</td>
<td>37</td>
<td>11,633</td>
<td>920</td>
</tr>
<tr>
<td>Year 7-15 schools</td>
<td>23</td>
<td>2,915</td>
<td>565</td>
</tr>
<tr>
<td>Year 9-15 schools</td>
<td></td>
<td>3,257</td>
<td></td>
</tr>
<tr>
<td>Special schools</td>
<td>1</td>
<td>42</td>
<td>11</td>
</tr>
<tr>
<td>Private Training Establishments</td>
<td>501</td>
<td>33,772</td>
<td>2,816</td>
</tr>
</tbody>
</table>


Means of instruction, equipment and infrastructure

Responsibility for the management of school property is shared between the Ministry of Education and boards of trustees. The Ministry acts as the government’s agent in the ownership of school property. Boards are responsible for making sure property is well maintained and for setting aside depreciation reserves to use for property upkeep.

The Ministry is responsible for all major capital investment (for example upgrading and remodelling) and sets the policy and regulations under which boards of trustees manage the daily property needs of their school.

Learning Media Limited (LML) is a publishing company that specializes in producing educational resources for teachers and children. These resources are produced in a variety of media–print, audio, video, and computer software. LML has been a commercial Crown-owned company since 1993. Most of its current work involves publishing under contract for the Ministry of Education, mainly: materials related to the New Zealand Curriculum; Maori language materials and Pacific Islands resources; publications, early-reading series and the periodical of the Ministry of Education—the New Zealand Education Gazette. LML develops and publishes its own titles for sale to schools both in New Zealand and overseas. The Ministry of Education pays for materials to be issued either free, or at a small charge, to schools. The public may purchase personal copies of most items at a normal retail price.

Compiled by UNESCO-IBE (http://www.ibe.unesco.org/)
Various surveys have been carried out on the current use of information technology in New Zealand schools. The Government has not adopted an explicit plan for the purchase and use of information technology in schools. This partly reflects the Tomorrow’s schools framework under which responsibility for operational decisions is devolved to boards of trustees. To date, the planning role of the Government has focused primarily on specifying requirements relating to information technology in curriculum documents. While many school boards accept the benefits of information technology, the extent to which they have developed systematic plans for its introduction varies between schools. In 1996, 33% of primary schools and 40% of secondary schools had an information technology plan. A survey carried out in December 1996 found that:

- including all computers, there was one computer per sixteen students in primary schools and one computer per eight students in secondary schools. Including only those computers used mainly by students, there was one computer per nineteen students in primary schools and one computer per ten students in secondary schools;

- computers in many schools were relatively old. Approximately half of school computers were more than three years old;

- a dramatic increase in the use of the Internet since 1995 was evident. Internet e-mail access had increased in primary schools from 12% (1995) to 34% (1996), and in secondary schools from 33% to 64%. World Wide Web access had increased in primary schools from 6% to 37%, and in secondary schools from 19% to 63%.

The government has provided training and support for existing teachers in information technology since 1989. Between 1992 and 1996, about 7,000 of the approximately 50,000 full- and part-time teachers in New Zealand schools received training through Ministry of Education funded teacher professional development contracts. Information technology advisers have also been part of the school support services provided by colleges of education through Ministry of Education contracts.

In areas where there is no public transport, school children who have to travel long distances to school may be entitled to use a school bus or get financial help for transport. Special education students also receive transport assistance, usually in the form of taxis.

Around 100,000 children use school buses each year. The bus operators are contracted to the Ministry of Education. About another 9,000 students receive transport allowances because they cannot use a school bus or need to travel a long distance to do so. Recent school transport policy changes have given schools the choice of managing their own transport arrangements if they want to.

It is the responsibility of school boards to see that the objectives set out in the school’s charter are met. In the vast majority of schools this self-management works well. Sometimes, however, boards may need support to settle problems. Occasionally a school board may need support to resolve problems with the management or organization of a school. The Ministry of Education has established the Schools
Support Project to provide a safety net when problems occur with the implementation of a school’s charter. The processes available to boards have been agreed to by the Ministry of Education, the Education Review Office, and all major education sector groups.

Potential problems may be signalled by the board of trustees or community of a school, the Education Review Office, the Ministry of Education and Local Networks. Local Networks are made up of representatives from the Ministry of Education and all major education sector groups such as the New Zealand School Trustees Association, principals associations and the Parent Teachers Association. Members identify and consult on ‘at risk’ situations in their area and work with boards to develop strategies for dealing with them.

The Education Development Initiative (EDI) policy was developed to help schools make the best use of their existing resources. It challenges local communities to look at the way schooling is provided in their area, and where necessary redesign the provision of schooling in their area. They can then make choices about any changes they want to recommend to improve educational opportunities for students. Each EDI is unique and designed to meet local needs. All improvements are achieved by making better use of existing resources.

An EDI project will usually start when a school community decides to see what the programme can offer them. With the help of the Ministry of Education, the current education arrangements in the community are examined. Boards of trustees and communities then work with the Ministry to decide on ideas for changes. Any proposals are put to the community for comment. If the proposals are supported, a written agreement is drawn up setting out the agreed improvements and their benefits. This agreement and any other recommendations are then sent to the Minister of Education. If the changes are agreed to by the Minister, they can be carried out. Boards of trustees can decide, at any stage, whether or not they want to continue with the EDI process.

Adult and non-formal education

Community education, adult education, and non-formal education are provided through a wide range of education institutions and organizations. Secondary schools provide day and evening classes for adult, community, and non-formal education. Polytechnics also provide a range of community education courses and programmes. All universities offer seminars and short- and medium-term courses through their continuing education departments.

A number of other organizations are also involved in adult, community, and non-formal education. Courses may focus on general community interests (e.g. arts, crafts, recreation, and personal development) or on particular needs (e.g. adult reading and literacy).

The Training Opportunities Programme (TOP) is designed to assist people with low skills to obtain employment or credit towards nationally recognized qualifications. It is targeted to: early school leavers; long-term unemployed with low
qualifications; people with a disability; Domestic Purposes or Welfare Benefit recipients; refugees; ex-prisoners; or New Zealand Employment Service priority clients.

TOP courses are fully subsidized by the government. Trainees are not required to pay fees and may be entitled to income support equivalent to the unemployment benefit. Courses are delivered through a diverse range of training providers and programmes, including work-based training options. Approved providers are mostly Private Training Establishments, but include some polytechnics and wananga.

For trainees who left the programme during 1996, 43% went on to employment and 10% went on to further education and training within two months of leaving the programme.

**Teaching staff**

Prior to 1990, colleges of education and universities trained teachers. Since then there has been increasing diversity in the providers of teacher education.

In 1997, there were sixteen directly-funded providers of pre-service teacher education. The traditional providers are the colleges of education in Auckland, Wellington, Christchurch, Dunedin, and two universities where the colleges have amalgamated with the local university (Waikato and Massey). The newer providers are polytechnics or institutes of technology and Private Training Establishments. One provider is a whare wananga. The University of Auckland also began providing courses in 1997, under contract to the Ministry of Education. There are now twenty-eight centres where teacher education is being provided and a total of forty-four programmes which students can access.

Three-year training programmes for early childhood workers and teachers are operated at each of the colleges of education. The Advanced Studies for Teachers Unit at Palmerston North College of Education and Massey University offer advanced courses for early childhood education workers and teachers.

The usual course of training for prospective primary teachers is a period of three years at a teacher training provider, followed by two years of satisfactory teaching in a state primary school. Approximately 80% of primary teacher trainees undertake university degree study. Both four-year and three-year degree options are available and conjoint programmes are offered at all institutions. In addition, there are now compressed courses available that take account of prior learning, expanded courses which allow for the completion of degrees, bilingual courses, and opportunities for specialization in areas such as music, science and special needs.

Two options are available to students who wish to train as secondary teachers. For graduates and for those with other approved advanced qualifications there is a one-year course. Students with University Entrance or acceptable Sixth Form Certificate may be accepted into division B, which involves up to four years of consecutive or concurrent study. Secondary teacher training can be undertaken at a variety of institutions.
Those who wish to become speech/language therapists enrol for a four-year Bachelor of Education (Speech-Language Therapist) degree at the University of Canterbury. Post-graduate courses for teachers who wish to be trained as teachers of people with disabilities are available at Auckland, Palmerston North, Wellington and Christchurch. Specialist postgraduate training courses for teachers for the deaf and visually impaired are located at Auckland and Christchurch.

Students learning on-site at a tertiary institution and having practical experiences in schools is still the conventional mode of delivery. However, the expansion in the number of sites where programmes are delivered has meant a diversification in the ways that courses are mounted. Off-campus teaching, the franchising or semi-franchising or sharing of teaching with other institutions, and distance learning techniques have all developed within the last five years. A further extension, allowing some people to have their skills developed and assessed in the classroom, is possible.

Such diverse training provision increases the options available to teacher trainees, provides opportunities for innovation, and can encourage the training of teachers for particular settings, such as Christian schools or kura kaupapa Maori. This trend is a response to changing demands, including the need to cater for a diverse array of trainees. While the government encourages such diversity, it needs to be sure that consistently high standards are maintained. Courses that result in the same qualification must be of comparable quality. The government also must ensure that there are sufficient teachers being trained, and that appropriate quality control and accountability mechanisms apply to all providers.

There are various sets of standards developed by different education bodies for different purposes. These include:

- the unit standards for pre-service teacher training programmes developed by the Teacher Education Advisory Group, for the New Zealand Qualifications Authority. In addition, NZQA has proposed the establishment of a National Standards Body for teacher education, which will develop unit standards for in-service teacher training;

- the New Zealand Teachers Council’s criteria for teacher certification;

- the secondary teachers and area schools teachers collective employment contracts which set out broad competencies for teachers;

- the new Performance Management System guidelines for New Zealand schools which including criteria for boards of trustees to appraise principals, and which principals can use to appraise teachers. The Performance Management System directly links teacher and principal appraisals with identification of professional development needs.

The green paper *A future qualifications policy for New Zealand*, published in July 1997, contains proposals for government’s future qualifications policy. The proposed directions are designed to create a qualifications framework that will be
credible, readily understood and inclusive of all quality-tested qualifications. Consultation on the paper is currently underway.

Students enrolled at the traditional providers of primary teacher education (colleges of education and universities) get teaching practice experiences at schools designated as normal and model schools. Normal and model schools, and the teachers within them, attract special funding from the government.

Providers with access to normal and model schools may choose to undertake the *practicum* in settings other than those schools. However, since they have free access there is a strong incentive for the traditional providers to use normal schools. The bulk of the traditional providers practical component, therefore, occurs in normal and model schools, especially as they are equipped to take large numbers of students at any one time. In addition, the non-traditional providers of pre-service teacher education have not had access to the normal and model schools for *practicum*. The non-traditional providers are required to purchase the practical component of their pre-service teacher education with the bulk funding they receive.

The first years of teaching are a critical period for all new teachers. It is during this period that teachers refine and consolidate their teaching skills and knowledge to enable them to meet the standards of full registration. Classroom teachers who are not fully registered fall into three categories:

- Provisional registration, which covers beginning teachers who have graduated from a pre-service teacher education programme.
- Registration subject to confirmation, for teachers who have been registered in the past but have been out of teaching for some time, or those who have qualified as a teacher in another country.
- Limited authority to teach, for teachers, classroom supervisors, aides, or ancillary staff who have the potential to be a satisfactory teacher, but who do not have a formal teaching qualification.

In the first year of full employment in the teaching service, trained beginning teachers, teachers re-entering teaching who have participated in a retraining programme, and overseas trained teachers, may have no more than twenty hours of classroom teaching responsibilities during the normal school hours each week. The time allowances are to be used for advice and guidance from a fully registered teacher. In the second year, prior to full registration, the amount of advice and guidance depends on the individual needs of the beginning teacher.

At the end of the induction period, principals are required to assess their beginning teachers and make a recommendation to the NZ Teachers Council on whether full registration is warranted. In practice, it appears that almost all teachers are recommended for full registration. In times of teacher shortage, retention of teaching staff is critical for schools, so the incentive to recommend full registration, even for those who have not performed well as teachers, is strong.
Professional development and support for teachers and principals is currently provided through central contracts and through funding in the operations grant. Centrally funded professional development and advisory support for teachers comes from two sources:

- Professional development programmes, contracted by the Ministry on behalf of schools, are targeted mainly at classroom teachers and support government priority initiatives for a limited period. Details of programmes are based on the specific needs of participants within broad outcome parameters defined by the Ministry.

- School Support Services contracted by the Ministry of Education through the six Colleges/Schools of Education provide professional support in areas of Government priorities. Current contracts expired at the end of 1998. Resource centres in rural or suburban areas linked to Colleges of Education are funded through this pool. Nationwide, there are about 196 full-time equivalent advisers, and forty-one reading recovery tutors and new settlers advisers.

The contractual agreement between the Ministry of Education and the school support services requires contractors to report quarterly to the Ministry of Education on agreed performance measures and targets, and report bi-annually on financial performance.

Other government-funded professional development opportunities include: teacher study awards; courses organised by the Teacher Refresher Course Committee; training courses in standards-based assessment for secondary teachers funded through NZQA; and training for boards of trustees on their governance responsibilities. In 1996/97, the government committed almost NZ$125 million to teacher education. This included NZ$61 million expenditure on student places in pre-service teacher education, and approximately NZ$64 million on in-service teacher education.

In 1997, there were about 43,000 teachers in the state teaching service (occupying 38,812 full-time equivalent teaching positions). This total was made up of approximately 24,500 primary, 16,000 secondary, 1,200 composite, 500 special, and 500 correspondence teachers. In addition, the 1996 Census indicates that there were a further 20,000 qualified teachers in New Zealand (some of whom may currently be employed as relieving teachers).

Seventy per cent of teachers working in state schools are women. Women predominate in the primary sector where they comprise 81% of the teaching labour force. By comparison, 55% of teachers in the secondary sector are women. In both the primary and secondary sectors, men hold a proportionately greater number of management positions than women. In both sectors, male teachers tend to be older than female teachers.

In 1996, 9.4% of primary teachers, 6.8% of secondary teachers and 8% of special education teachers identified as Maori. By comparison, 20% of all students enrolled in state schools in 1996 identified as Maori. However, recent recruitment initiatives have resulted in increasing numbers of Maori students in pre-service teacher education. In July 1996, 22.6% and 9.9% of trainees enrolled in primary...
secondary pre-service teacher education programmes, respectively, identified as Maori. Should this trend continue, it should result in a gradually increasing proportion of Maori teachers in primary and secondary schools in the future.

It is estimated that 2% of primary, 1.5% of secondary, and 1.2% of special education teachers identify as being of Pacific Islands descent. Currently, 7% of the school student population identifies as being of Pacific Islands descent. The Pacific Islands student population is increasing at a faster rate than the rest of the student population.

The mean age of teachers in the state school system is 43 years, with similar age profiles in both the primary and secondary sectors. This is eight years older than the average age in the workforce generally. The age profile of the teaching service is reflected in the distribution and concentration of teachers throughout the salary scale. Of all basic scale primary teachers, 56.3% are on the top salary step. The profile is similar in the secondary sector. The age profile of the teaching service, together with its gender distribution, suggests a greater likelihood of teacher mobility within regions rather than between regions.

Just over half the number of basic scale primary teachers (51%) have a Trained Teacher Certificate as their highest qualification. A further 14% have a Trained Teacher Certificate plus either an Advanced Studies in Teaching Diploma (ASTD) or a partial university degree. Over one third of primary teachers (35%) have a degree as their highest qualification. This qualifications distribution is related to the age profile of the teaching profession and past requirements for teaching.

There is a growing trend among primary teacher trainees to enter training as university graduates, or pursue concurrent degree programmes. Among those entering primary teaching in the past three years, just over half have a university degree, with a third holding basic teacher training qualifications only; the remainder hold a diploma and partial university degree. As mentioned earlier, a degree or equivalent is the most common pre-requisite qualification for entry to the teaching profession at the secondary level.

In the past, the annual rate of loss of employed teachers has been approximately 9%. This is not out of line with the attrition rates in other occupations. In the coming decade it is anticipated that teacher turnover will increase due to the movement into retirement ages of teachers presently in their late 40s and early 50s, combined with the higher turnover typically expected of younger teachers.

The implementation of the Ministerial Reference Group’s recommendation to reduce teacher/pupil ratios from 1996, and the 1993 initiative to raise the school leaving age to 16 years, increased the demand for teachers. At the beginning of 1996, 1,014 more teachers were required than would have been required had the previous staffing formula continued to apply.

As well as the demand for more teachers, there will be changes in demand over time for particular teaching specialities, with the possibility that existing shortages in some specialist areas will become more acute into the next century. This relates particularly to: Maori and Maori-medium teachers in both the mainstream and

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bilingual or immersion classes; shortages of teachers in specific subjects, notably mathematics and science.

Since 1995, schools have been faced with a very tight teacher supply situation. To meet this demand, Government launched a range of initiatives to increase teacher supply from four main sources:

- the retention of existing teachers within the service;
- the recruitment of newly trained teachers into teaching; in 1997, there was an 8% increase over 1996 in the recruitment of newly trained teachers;
- the return of previously trained teachers;
- the recruitment of trained teachers from overseas; at the start of the 1997 school year, 1,190 overseas teachers were employed in New Zealand schools, 662 of whom were employed in New Zealand schools for the first time. Most of the overseas teachers are employed in primary schools.

A key feature of New Zealand’s work to enhance the status and role of teachers has been the establishment of the New Zealand Teachers Council, which was created in early 2002 to replace the Teacher Registration Board. The Teachers Council is the professional body for all registered teachers working in early childhood, primary, secondary and tertiary settings, and all teachers in New Zealand state schools must be registered through it. The Council determines standards for teacher registration and the issue of practising certificates, establishes and maintains standards for qualifications that lead to teacher registration and approves teacher education programmes, in conjunction with quality assurance agencies. A Code of Ethics for teachers has been adopted in December 2004. The Code is a public statement by the profession of its common ethical principles, and how those principles are to be applied to promote the highest standards of professional service.

The Ministry of Education Iterative Best Evidence Syntheses (iBES) has drawn together in a coordinated way the available evidence about what works to improve education outcomes, and what can make a bigger difference for the education of all students. Based on the iBES research, quality teaching for diverse students has been made a key priority for schools. A main focus has been on improving the role of principals as teaching leaders and managers. Professional development for teachers, both pre-service training and in-service development, have also been addressed. Ministry of Education research is increasingly combined with professional learning to build teacher and Ministry knowledge about effective professional development for teachers.

There are a number of centrally funded and managed professional learning development initiatives focused on Government priorities such as numeracy, literacy, and assessment. Professional development to support the implementation of the National Certificate in Educational Achievement (NCEA) has been offered to all secondary teachers. The Numeracy Projects, which have shown that professional development for teachers can be effective in raising students’ achievement regardless of the students’ gender, ethnicity or socio-economic background. Weaknesses in
teacher knowledge and understanding in a subject area contributes to their lack of confidence, leading to disappointing student achievement. The Numeracy Project results are important indicators of what can be achieved, and provide positive evidence that it is possible to overcome barriers and reduce disparities in achievement. Significant challenges remain, but the evaluations show that with high quality and effective teaching, all children can enjoy and achieve success learning mathematics. The projects have been extended to include all teachers in primary settings, including Maori immersion, with nearly 10,000 teachers participating so far.

A newly developed tool to assist teachers in effective teaching of all students is the Assessment Tools for Teaching and Learning (asTTle), which provides valid and reliable assessments in literacy and numeracy in both English and te reo Maori. Created by the Ministry and the University of Auckland, this remarkable tool has the built-in capacity to analyse data with pointers to assist teachers and schools to use the information gained. An individual student’s strengths and weaknesses can be discovered so that teaching can be suited to their learning needs, teachers can see how their students are progressing in relation to national standards, and data can be provided to compare individual students, particular subgroups, or whole classes.

The country has experienced a shortage of secondary teachers in some subject areas, and since 2002 the Ministry of Education has paid allowances in three instalments to graduates who are accepted into secondary teacher education programmes in English, physics, te reo Maori, mathematics, chemistry, biology, physical education and computing/ICT. Scholarships are also available for Maori and Pasifika graduates and non-graduates. Loan repayments are available for third year physics, te reo Maori and mathematics teachers as an incentive for retaining them in the profession. (Ministry of Education, 2004).

Educational research and information

In 1996/97, the Education Review Office (ERO) provided:

- Assurance audit reports of individual schools and early childhood centres. These give information and analysis of the quality of management of the education sector, to inform and assist those concerned about the performance of educational institutions, in terms of their contractual undertakings—as specified in charters and legislation. In the year to 30 June 1997, 1,073 reports were provided (924 in 1996).

- Effectiveness review reports of individual schools. These provide information and analysis of the factors affecting student achievement. In the year to 30 June 1997, 359 reports were delivered (314 in 1996).

- Education evaluation reports. These national assessments of aspects of the education system include management systems or structures, curricula content or delivery issues. They provide information about the performance of schools and early childhood services as a whole and are available free of charge. Eighteen were delivered in the year to June 1997 (eight in 1996).
The Office is funded by the Crown, receiving NZ$15.39 million in the year ended on June 1997. It has around 160 staff members, about 100 of whom are review officers.

The New Zealand Council for Educational Research (NZCER) was set up in 1934. Since 1945, when it was given statutory recognition, it has received an annual government grant under terms which permit it to retain its autonomy. The government grant of NZ$1.2 million was part of a total budget for the 1995/96 year of NZ$3 million. The Council also has trading activities and contract research, compatible with its research priorities.

NZCER aims to: improve the quality of education through research; help reduce barriers and expand horizons of education for all New Zealanders; and create educational resources based on sound research. In line with this, the Council grouped its projects into four main areas which reflect high client interest: early childhood education; educational policy and institutions; learning, curriculum, and assessment; and Maori language and education. Within these groups, projects are undertaken at the three levels of the education system – early childhood, the formal school system, and tertiary education.

Sources


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**Web resources**


