

OECD Review on Evaluation and Assessment Frameworks for Improving School Outcomes

New Zealand Country Background Report 2010

ISBN: 978-0-478-36758-4

ISBN: 978-0-478-36759-1 (web)

RMR-966

Front cover:

Kapiti from Pukerua Bay

© New Zealand Artist Shona Moller 2010

www.shonamoller.com

© Ministry of Education, New Zealand 2010

Research reports are available on the Ministry of Education's website Education Counts:

www.educationcounts.govt.nz/publications.

This report was prepared for the Ministry of Education as an input to the OECD Review on Evaluation and Assessment Frameworks for Improving School Outcomes. The document was prepared in response to guidelines the OECD provided to all countries. The opinions expressed are not necessarily those of the national authority, the OECD or its Member countries. Further information about the OECD Review is available at www.oecd.org/edu/evaluationpolicy.

Table of Contents

Foreword	vii
List of acronyms and glossary	ix
Executive Summary	1
Chapter 1: The school system	5
1.1 Structural features of the school system	5
1.2 Māori-medium education provision	8
1.3 Division of responsibility	10
Chapter 2: The framework for evaluation and assessment	15
2.1 Current practices	15
2.2 The New Zealand context	18
2.3 Policy challenges and initiatives	26
Chapter 3: System evaluation	29
3.1 Current practices	29
3.1.1 Overall framework for system evaluation	29
3.1.2 System evaluation procedures	30
3.1.3. Competencies to evaluate the school system	36
3.1.4 Using system evaluation results	37
3.2 Implementation of system evaluation	38
3.3 Policy challenges and initiatives	39
Chapter 4: School assessment	41
4.1 Current practices	41
4.1.1 Overall framework for school assessment	41
4.1.2 School assessment procedures	43
4.1.3 Competencies to assess schools	45
4.1.4 Using school assessment results	46
4.2 Implementation of school assessment	47
4.3 Policy challenges and initiatives	48
Chapter 5: Teacher appraisal	51
5.1 Current practices	51
5.1.1 Overall framework for teacher performance management	51
5.1.2 Teacher appraisal procedures	54
5.1.3 Competencies to appraise teachers	57
5.1.4 Using teacher appraisal results	57
5.2 Implementation of teacher appraisal	58
5.3 Policy challenges and initiatives	58
Chapter 6: Student assessment	61
6.1 Current practices	61
6.1.1 Overall framework for student assessment	61
6.1.2 Student assessment procedures	67
6.1.3 Competencies to assess students	72
6.1.4 Using student assessment results	73
6.2 Implementation of student assessment	74
6.3 Policy challenges and initiatives	75
References	81

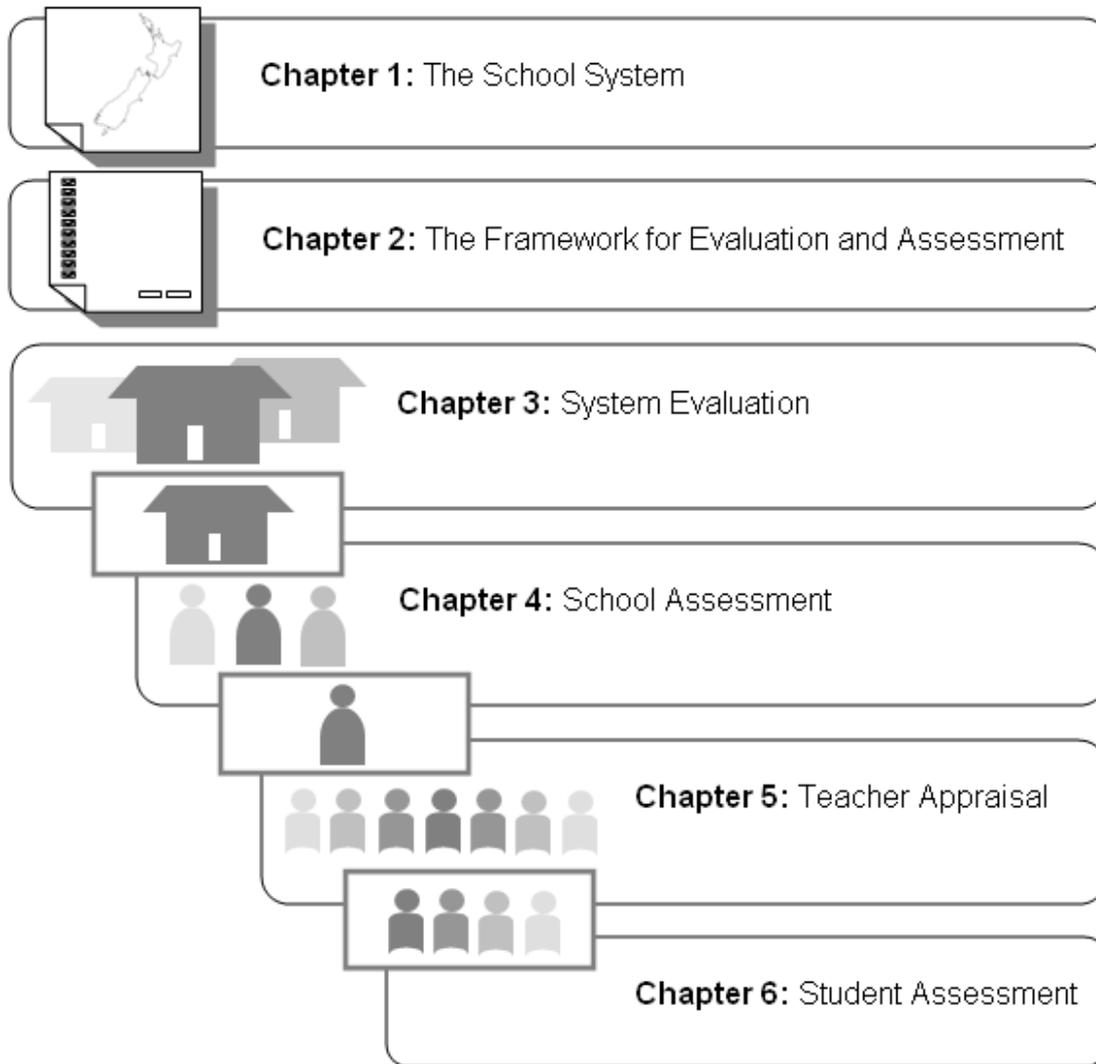
Annex 1: Māori immersion levels	85
Annex 2: Education Indicators Framework.....	86
Annex 3: Education Review Office Evaluation Indicators.....	87
Annex 4: International studies	88
Annex 5: Secondary School Teachers Professional Standards.....	89
Annex 6: Registered Teacher Criteria	91
Annex 7: Graduating teacher standards.....	94
Annex 8: Principals professional standards	96
Annex 9: Programme evaluation	99

List of Tables

Table 1: Size of the New Zealand schooling system at 1 July 2009.....	7
Table 2: Balance of provision in New Zealand at 1 July 2009	7
Table 3: Māori-medium education provision.....	9
Table 4: Key education agency statutory responsibilities	13
Table 5: Sharing evaluations and building knowledge	19
Table 6: Student achievement information collected from qualifications	23
Table 7: Student assessment for national qualifications	24
Table 8: Evaluation focuses and supporting information	31
Table 9: NEMP cycles with subjects and assessment areas.....	33
Table 10: Attaining a National Certificate of Educational Achievement (NCEA)	64
Table 11: Gaining University Entrance	64
Table 12: Functions of NZQA	66

List of Figures

Figure 1: Overview of education options	6
Figure 2: Students at different levels of Māori immersion	10
Figure 3: Statement of Intent priorities	16
Figure 4: Education system framework for evaluation and assessment	25
Figure 5: Continuous improvement cycle	38
Figure 6: Registration and career progression of teachers	52
Figure 7: Using information to support improvement in education	61
Figure 8: Frequency of different assessment practices	68
Figure 9: Gathering, interpreting and using assessment information	70
Figure 10: Percentage of school leavers with little or no formal attainment	74
Figure 11: Percentage of school leavers with NCEA Level 2 or above	75



Foreword

The education system of New Zealand today reflects our bicultural heritage, relatively short colonial history and the enduring vision of a world-leading education system that enables every student to be successful. This section outlines significant influences on the development of the system.

Egalitarian intentions

The egalitarian approach to the development of education in New Zealand can be seen in the provision of a variety of schooling structures and the opportunity for all students to experience success through a broad national curriculum.

The 1877 Education Act established that a primary education for New Zealand students would be ‘free, compulsory and secular’. The development of national primary education provision emphasised the right of every student to expect a similar standard of education regardless of school location and size. By the early twentieth century the secondary schooling system was in place. A range of options, such as combining primary and secondary education in District High Schools, served rural populations. The Correspondence School extended provision to students in remote areas.

The development of the liberal progressive tradition in the 1920s shaped the direction of the system for several decades. From the 1930s intermediate schools (Years 7-8) were set up to bridge the transition between primary and secondary schooling; a complete review of the primary school curriculum was undertaken; a core curriculum for the first two years of secondary schooling developed; and changes made to the examination system that enabled the provision of a wider range of subject choices for students. The policies and practices established in the 1940s, to ensure a well balanced education for the wide range of students entering post-primary education, influenced developments in the structure of secondary schooling, as well as curriculum provision, for the next 50 years.

Social change through the 1960s, including the call for women’s rights and justice for indigenous peoples, followed by the economic downturn in the 1970s, generated dissatisfaction with an education system that did not appear to be providing equality of outcomes for all students. A number of reports in the 1980s identified the need to broaden curriculum provision, improve retention rates and provide for an equitable assessment system in secondary schooling.

Administering for Excellence (1988) and *Tomorrow’s Schools* (1988) set the direction for structural reform of the education system, with responsibility for governance and management of individual schools devolved to elected boards of trustees. In making provision for Māori communities to set up and govern their own schools, *Tomorrow’s Schools* enabled the development of the Māori-medium sector.

Following the structural reforms of the 1980s, the national curriculum was comprehensively revised in the 1990s and a new standards-based qualifications system introduced from 2002, the National Certificate of Educational Achievement (NCEA).

Influence of the Treaty of Waitangi

The Treaty of Waitangi was signed in 1840 by Māori chiefs and representatives of the British Crown. The Treaty is recognised as a founding document of New Zealand and an important constitutional document relevant to the process of government. Over time, the principles established through Treaty jurisprudence have formed the basis of obligations on the Crown and on Māori.

In education, these obligations have been expressed through the establishment of Māori education pathways that foster and support the Māori language and culture. For Government this has required a focus on how the delivery of education must be improved for Māori learners. *Ka Hikitia – Managing for Success 2008-2012*, the Māori Education Strategy, is based on principles that seek to ensure that education for and with Māori enables ‘Māori to succeed in education as Māori’. As well as seeking system shifts to improve the education experience and outcomes from education for each Māori learner, the Ministry of Education also maintains educational partnerships with Iwi (tribal) groups through relationship instruments.

The Māori-medium education sector provides the opportunity for students to learn through te reo Māori in Māori cultural settings from early childhood to tertiary education.

The challenge of increasing diversity

New Zealand’s population projections show rapidly increasing diversity by ethnicity and multiple cultural heritages. Projections¹ indicate that over half of students in schooling will identify with multiple and non-European ethnic heritages within the next five years. In 2009, almost a third of students in New Zealand schooling were Māori (22 percent) and Pasifika (10 percent).

On average, New Zealand students achieve as well or better than students from other countries in core areas such as reading, mathematics and science. Compared with similar countries, a greater proportion of young people achieve at the highest levels. However, the system serves some groups of students, in particular Māori and Pasifika students and students from low socio-economic communities, less well. Although in recent years the relative outcomes for these groups have improved, greater progress in reducing educational disparities is necessary.

The last decade has been characterised by increased recognition of the critical importance of improving the quality of teaching² and its responsiveness to the diversity of the student population, supported by effective professional leadership³. Using the evidence about what works to ensure that the system responds effectively to the needs of every learner demands shifts in practice at every level.

Conclusion

The education system has evolved alongside the development of New Zealand as a nation with an egalitarian outlook, a concern for social justice and a desire to ensure equality of opportunity. These features have contributed to the development of an education system that provides multiple pathways and flexible options with central control over policy development but devolved responsibility for policy implementation within a national accountability framework.

The current education priorities focus on a nationally driven effort to address the education system’s major challenges: reducing the achievement disparities within and across schools, particularly for Māori and Pasifika students, improving the education outcomes for all young New Zealanders, and Māori enjoying education success as Māori.

¹ Statistics New Zealand (April 2010). National ethnic population projections: 2006 (base) – 2026 update. www.stats.govt.nz National Population Estimates. Wellington.

² Hattie, J. A. C. (2009). *Visible Learning*. New York: Routledge.

³ Robinson, V., Hohepa, M., & Lloyd, C. (2009). *School Leadership and Student Outcomes: Identifying What Works and Why. Best Evidence Synthesis*. Wellington: Ministry of Education.

List of acronyms and glossary

Acronym	Name
ACE	Adult and Community Education
ALL	Adult Literacy and Life Skills Survey
ARBs	Assessment Resource Banks
AtoL	Assess to Learn programme
BECSI	Building Evaluative Capability in Schooling Improvement
BES	Best Evidence Synthesis Programme
BoT	Board of Trustees
DANZ	Directions For Assessment in New Zealand
EARU	Educational Assessment Research Unit
e-asTTle	Electronic-Assessment Tools for Teaching and Learning (Assessment Tool)
ECE	Early Childhood Education
ELL	English language learners
ELLP	English Language Learning Progressions
ERO	Education Review Office
GloSS	Global Strategy Stage (Assessment Tool)
ICAS	International Competitions and Assessments for Schools
ICCS	International Civic and Citizenship Education Study
ICT	Information and Communications Technology
IEA	International Association for the Evaluation of Educational Achievement
IEPs	Individual Education Programmes
IKAN	Individual Knowledge Assessment for Numeracy (Assessment Tool)
LPDP	Literacy Professional Development Project
MGF	Measurable Gains Framework
MNA	Managing National Assessment
MP	Member of Parliament
MoE	Ministry of Education
NAGs	National Administration Guidelines
NCEA	National Certificate of Educational Achievement
NEGs	National Education Guidelines
NEMP	National Education Monitoring Project
NSI/NSN	National Student Index/ National Student Number
NQF/NZQF	National Qualifications Framework/ New Zealand Qualifications Framework
NumPA	The Numeracy Project Assessment (Assessment Tool)
NZTC	New Zealand Teachers Council
NZQA	New Zealand Qualifications Authority
ORRS	Ongoing and Reviewable Resourcing Schemes
OTJ	Overall Teacher Judgement
PAT	Progress and Achievement Tests
PD	Professional Development
PEP	Pasifika Education Plan
PIRLS	Progress in International Reading Literacy Study
PISA	Programme for International Student Assessment
PRT	Provisionally Registered Teacher
PTE	Private Training Establishments
RoL/RoA	Record of Learning/ Record of Achievement
SES	Socio-Economic Status
SLS	Supplementary Learning Support
SMS	Student Management System
SOI	Statement of Intent

SRT	Student Record Transfer
STAR	Supplementary Tests of Achievement in Reading (Assessment Tool)
TCS	The Correspondence School
TIMSS	Trends in International Mathematics and Science Study
TKI	Te Kete Ipurangi (The basket of knowledge)
UE	University Entrance

The following definitions are used in the New Zealand context:

Ākonga are students.

Assessment is measuring or making professional observations on the extent or quality of performance. It can be used for two main purposes – to guide the development and improvement of the educational process (for instance, by identifying strengths and areas that require further attention) and to describe performance or achievement at a particular point in time (Assessment for Better Learning, 1999).

Curriculum in New Zealand is defined by two, aligned, curriculum documents, *The New Zealand Curriculum* used in English-medium schools, and *Te Marautanga o Aotearoa* used in Māori-medium settings. Both of these curriculum documents are enabling rather than prescriptive.

Decile system defines the socio-economic community that a school serves, with respect to 10 categories ranging from decile 1 (lowest socio-economic) to decile 10 (highest socio-economic).

Evaluation at the school level, or self review, refers to the process of interpreting assessment data (information on students' achievement), in order to review teaching and learning programmes within a classroom or school and to arrive at a judgement about their value, worth or effectiveness.

Iwi is a descriptor for a network of people with shared genealogy/ancestry, culture and language/dialect (tribe).

Kohanga Reo are Māori language learning settings for children of early childhood education age.

Kura are Māori language immersion schools. These include Kura Kaupapa, Kura Tuakana, Kura Teina, Kura Tuatahi, and Kura Arongatahi. *Te Kura* is the new name of The New Zealand Correspondence School.

Monitoring at the school level is the process of continually evaluating students' performance or checking that the aims of particular instructional activities have been achieved.

National monitoring refers to assessment, using standardised procedures, which is designed to assess overall educational performance or to provide clear information on how well education expectations are being maintained and which takes place at specified points in the system, at a set time during the year and at regular intervals.⁴

Pāngarau is the general term for mathematics.

Puna Reo includes both family/parent-run informal 'playgroups' and Early Childhood Education centres that operate through the mediums of Māori and English with a bi-cultural framework.

⁴ Ministry of Education (1994). *Assessment Policy to Practice*. Wellington: Learning Media.

Standards-based assessment is the comparison of student performance against expected criteria. There are two types of standards-based assessments used for qualifications in New Zealand: *unit standards* (that report in categories of Achieved and Not Achieved – although some now feature Merit and Excellence) and *achievement standards* (that report in categories of Excellence, Merit, Achieved and Not Achieved). New Zealand has introduced *National Standards* for primary schools in 2010. These standards are to improve teaching and learning and not for qualifications. *National Standards* report in categories of *Above* the standard, *At* the standard, *Below* the standard and *Well Below* the standard.

Taonga refers to a treasure or something prized.

Te Rautaki Reo Māori is the Māori language strategy, produced to support the revitalisation of te reo Māori.

Te Reo Māori is the study of the Māori language, both oral and written.

Tikanga refers to correct Māori procedure, customs, lore.

Tomorrow's Schools was an education reform delivered from a review of the New Zealand education system.⁵ This report recommended each school be established as a semi-autonomous Crown Entity managed by a Board of Trustees.⁶

Wānanga refers to formal tertiary learning centres that operate through the medium of English and Māori languages and customs within a Māori framework. These were established under the Education Act 1989.

Whānau is a term to describe a family unit linked by genealogy/ancestry, culture and language/dialect, and groups of people who share a common purpose.

Wharekura are formal learning settings that operate through the medium of Māori language and customs, for Years 9-13 students (ages 12-18), within a Māori framework (Māori-medium secondary school).

⁵ The second Picot report, titled *Tomorrow's Schools* outlined the education reform.
http://en.wikipedia.org/wiki/History_of_education_in_New_Zealand

⁶ Butterworth, G., & Butterworth, S. (1998). *Reforming education: the New Zealand experience 1984-1996*. Palmerston North: Dunmore Press.

Executive Summary

A centralised system framework with high levels of local responsibility

Although New Zealand has less than one million students in compulsory schooling, the system supports a wide range of options. The system includes English-medium and Māori-medium schooling provision.

Four key government agencies have specific responsibilities related to education evaluation and assessment: the Ministry of Education, the Education Review Office, the New Zealand Qualifications Authority and the New Zealand Teachers Council. Each agency has both accountability and improvement functions and plays an important role in supporting the quality of provision across the school system.⁷

The State Sector accountability framework *Managing for Outcomes* is a key mechanism for coordinating the strategic direction of the education agencies. Under this framework, agencies are required to follow annual cycles of reporting on strategic education priorities and actual performance.

New Zealand's education system is characterised by a high level of devolution. Responsibility for the governance, administration and management of individual schools rests with an elected Board of Trustees. The Board of Trustees employs all school staff, manages property, controls school finances and sets the policies that govern the school. The Board of Trustees and school leaders are expected to make decisions based on:

- the aspirations of parents and community;
- regulations such as the National Education Guidelines (NEGs) and National Administration Guidelines (NAGs);
- evidence compiled from a range of data-gathering processes;
- information available through research and practice that indicates 'what works';
- professional judgement as to how to prioritise and plan from this information.

The self-managing school model supports flexibility, responsiveness to local communities and innovative practice but this also places significant expectations and demands on principals and school leaders.

Student assessment

The development of assessment policy in New Zealand has consistently focused on improving learning. The *New Zealand Curriculum* for English-medium settings and *Te Marautanga o Aotearoa* for Māori-medium settings set out the valued achievement outcomes for New Zealand students, as well as their entitlement in terms of depth and breadth of learning opportunities in compulsory schooling. The curriculum states that the primary purpose of assessment is to improve students' learning and teachers' teaching. The curriculum allows for a high degree of flexibility, specifying expected learning outcomes rather than prescribing curriculum content.

Expectations for student achievement and progress in compulsory schooling have been established through curriculum achievement levels and key competencies (Years 1-13). A stronger focus has been placed on foundation learning in literacy and numeracy in recent years.

In 2010, the Government introduced *National Standards* in reading, writing and mathematics for use in English-medium schools and *Ngā Whanaketanga Rūmaki Māori* (mathematics, reading, writing and oral Māori language) for

⁷ As Crown Entities, each governed by a Board of Trustees, schools also have a responsibility for evaluation and assessment.

use in Māori-medium settings. These new standards, supported by existing literacy and numeracy progressions and English language learning progressions, clarify expectations for student achievement and progress in Years 1-8. The standards consist of descriptors, illustrations and examples of student work and assessment tasks linked to school Year levels.

Schools are required to report to parents on student progress and achievement against the standards at least twice a year. Students who are achieving ‘well below’ a standard, or are improving at a rate that is considerably less than expected, should receive support additional to the classroom programme.

Unlike some jurisdictions, New Zealand has not introduced national testing in primary schooling. Instead, teachers draw on a range of evidence of student learning in order to reach an overall professional judgement about student progress and achievement against the *National Standards*. The same process is used for making summative professional judgements about achievement and progress in relation to wider curriculum achievement objectives, key competencies and learning progressions.

The Ministry of Education does not mandate the use of particular assessment tools. However, a number of assessment tools are available to teachers to use in Years 1-10, including norm-referenced tools. An ongoing programme to align common assessment tools to *National Standards* has been established. This programme will assist in the determination of overall teacher judgements, and the moderation of judgements between teachers. Because of the relative newness of the Māori-medium sector, there is a need for further development of appropriate assessment tools and resources to support teaching and learning in, and through, the Māori language.

Broad parental support for plain language reporting of student progress and achievement exists. Within the wider education sector, concerns have been expressed that the implementation of the standards may promote an undue emphasis on achievement at the expense of progress and compromise the implementation of the new curriculum.

The National Certificate of Educational Achievement (NCEA) is the main national qualification for secondary students. Students in Years 11, 12 and 13 enter for NCEA at Levels 1, 2 and 3. Some standards are internally assessed while others are externally assessed (primarily by end-of-year examinations). Assessment for these national qualifications is standards-based. Students are assessed against published standards that specify knowledge and skills. Each standard is assigned a credit value and a level on the New Zealand Qualifications Framework.

The current programme of improvements to NCEA and the Standards Review are designed to enhance the quality and credibility of the qualification.

Use of assessment information to evaluate performance, drive school improvement and improve teaching practice

New Zealand has good quality information available to evaluate the performance of the school system as a whole. The Education Indicators Framework provides a strong basis for monitoring trends in overall student outcomes and tracking the achievement and progress of population sub-groups. Information sources contributing to system-level evaluation and assessment include national education monitoring data, international assessment studies, administrative data and surveys, evaluation and research findings, qualifications data, and Education Review Office (ERO) national reviews.

The results of system-level evaluation are used to inform education agencies’ strategic planning, policy and research priorities. Agencies also publish system-level data and disseminate information on best practice to a wide range of stakeholders, including individual schools.

In recent years there has been a growing focus on the analysis and use of assessment data *within* schools to drive self review and lift student achievement. For example, recent changes to teacher registration standards, or *Registered Teacher Criteria*, developed by the New Zealand Teachers Council, place a much stronger focus on student learning outcomes, including teachers' analysis and use of student assessment information.

Within the education sector, views on the extent to which teacher appraisal should be used for high stakes judgements or to inform professional development decisions are mixed. The recent report of an independent Education Workforce Advisory Group has recommended greater flexibility for principals to use resources such as salary units to reward teacher skill and capability. The Government will consider the advisory group report and the outcomes of a public consultation process.

As responsibility for implementing performance management and appraisal procedures is devolved to schools, there is potential for wide variation in the quality of practice. School management of professional learning and development programmes also varies across schools, depending in large part on the quality of the principal's leadership.

Building the capability of teachers, school leaders and Boards of Trustees to engage in effective self review to improve student learning is a current priority for the Ministry of Education and ERO. School self reviews contribute to external (ERO) reviews, which are most commonly conducted on a three-yearly cycle. ERO has also begun to use the quality of self review as one of the criteria for determining the frequency of review visits.

External assessment of the quality of education in New Zealand schools is undertaken by ERO. ERO focuses on school processes and how these contribute to school effectiveness. This approach includes evaluating the quality of schools' assessment policies and practices and making recommendations for improvement. ERO also looks at teacher appraisal and professional development plans within the context of school-wide planning and decision-making.

The results of external ERO reviews are provided to the Board of Trustees. There is an expectation that the Board, in collaboration with the school's leadership team, will address any recommendations through their planning and self-review procedures. ERO may also recommend intervention by the Ministry of Education, usually because student welfare or learning is at risk. The public nature of ERO reports means that schools take the findings seriously. ERO also collates information gathered in individual school reviews to provide system-wide reports and policy advice to the Minister or Ministry of Education on issues of national interest.

Boards of Trustees report each year to the Ministry of Education and their communities on progress against the student achievement targets set in their school charters. The nature, quality and format of student assessment information contained in annual reports and school charters vary across schools because of the self-managing environment. At a system level, this limits the Ministry of Education's ability to use assessment information contained in annual reports, alongside ERO reviews, to identify schools where student progress or achievement may be at risk, or to better target advice, support and interventions in line with government priorities.

The Government has introduced changes to school planning and reporting requirements linked to the introduction of *National Standards*. From 2012 Boards of Trustees with students in Years 1-8 will be required to include in their annual reports information about: school strengths and identified areas for improvement; the basis for identifying areas for improvement; and planned actions for lifting achievement. The annual report must also include the numbers and proportions of students at, above, below or well below the standards, as well as how students are progressing against the standards.

The reporting of school-level *National Standards* information is currently a contested area within the education sector. Concerns relate to the misuse of student achievement data as a proxy for school and teacher quality and the potential for

unfair school comparisons or ranking of primary schools. Further work is being carried out with the education sector in 2010 to resolve these challenges.

The New Zealand Qualifications Authority (NZQA) administers NCEA for senior secondary students (Years 11-13). School-level results from NCEA assessments in Years 11-13 are available to schools to use in their self-review processes. Qualifications results from NCEA assessment are also published at a school level on the NZQA website. At a system level, the analysis of patterns of performance in NCEA is used in the evaluation of the performance of the education system and to inform policy and programme delivery.

Chapter 1: The school system

The purpose of this chapter is to outline the main components of education in New Zealand with particular focus on the structural features of the school system and the division of responsibilities between agencies and schools.



1. New Zealand is a country of 4.3 million people and as at 30 June 2009, approximately 20 percent were under the age of 15 years old.⁸ Like many countries, New Zealand is recognising and responding to an increase in the diversity of its population. Approximately 68 percent of the population identify as New Zealand European, 15 percent identify as Māori, around 9 percent of the population are of Asian origin, and seven percent are of Pasifika origin (Samoa, Tonga, Fiji, Niue, Cook Islands, Tokelau).
2. Although the population of New Zealand is divided between two main islands, 76 percent of the population lives in the North Island, while the remaining 24 percent lives in the South Island (including the Chatham Islands and Stewart Island). Most of the population (72 percent) live within the 16 main urban areas, approximately six percent live in secondary urban areas and the remaining 22 percent live in non-urban areas.⁹

1.1 Structural features of the school system

3. Under the New Zealand Education Act 1989,¹⁰ schooling is compulsory for citizens and residents between the ages of six and 16 but most students start school following their fifth birthday and can continue until 19 years of age.
4. The New Zealand schooling system is loosely divided into two parts, Primary education for students aged five to 13 years old (Year 1 to Year 8), and Secondary education for students aged 13 to 18 (Year 9 to Year 13).

Primary schooling

5. There are three types of school that cover the primary school age range:
 - contributing schools that provide education to Years 1 to 6;
 - full-primary schools that have Years 1 to 8 (mainly found in rural areas where there are no intermediate schools);
 - Intermediate Schools that provide education to Years 7 and 8.

Primary/secondary overlaps

6. There are two types of school that overlap the Primary/Secondary School age range:
 - composite schools that deliver education to Years 1 to 13 (mainly found in isolated rural areas);
 - Junior High Schools that deliver education to Years 7 to 10 (a recent development).

⁸ Statistics New Zealand (2009). *National Population Estimates: June 2009 quarter*, Wellington. www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalPopulationEstimates_HOTJun09qtr.aspx

⁹ New Zealand Government (2009). *Sub-national Population Estimates: At 30 June 2009*, Wellington. www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/SubnationalPopulationEstimates_HOT30Jun09.aspx

¹⁰ New Zealand Government (2009). *Education Act 1989* reprint as at 18 December 2009, Wellington. www.legislation.govt.nz/act/public/1989/0080/latest/DLM175959.html?search=ts_act_Education%20percent5c_resel&p=1&sr=1

Secondary schooling

7. The schooling options that cover the secondary school age range continue to evolve:

- secondary schools that provide for Years 7 to 13;
- secondary schools that provide for Years 9 to 13 (the most common form);
- senior high schools that provide for Years 11 to 13 (recent development).

Māori language (Te Reo Māori) education

8. Most New Zealand schools teach in English but Māori language education is also an important part of the education system. Māori language education enables learning experiences that reflect Māori knowledge, language and cultural values. These experiences can be delivered through:

- bilingual (English/Te Reo Māori) classes;
- Te Reo Māori immersion classes;
- Kura Kaupapa Māori schools;
- arrangements between Kura Tuakana (mentoring schools) and Kura Teina (mentored schools).¹¹

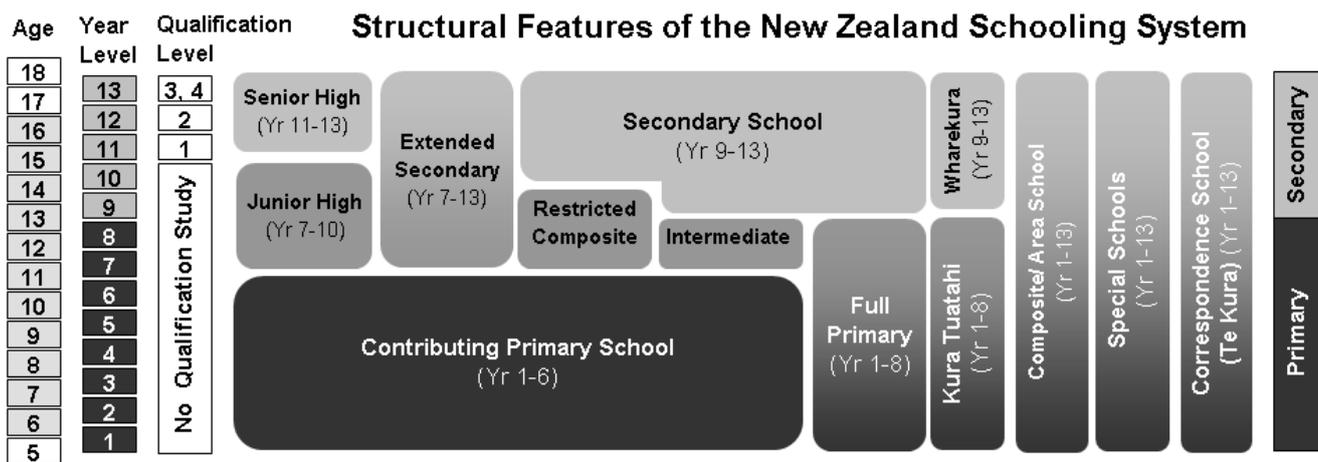
9. There are three levels of Kura Kaupapa Māori schools within the New Zealand education system, these are:

- Kura Tuatahi (primary school) that deliver education within the range of Years 1 to 8 (as contributing primary, full-primary or intermediate school);
- Kura Arongatahi (primary/secondary overlap) that deliver education from Year 1 to 13 (as composite schools);
- Wharekura (secondary school) that deliver education to Years 9 to 13.

Overview of the schooling system

10. The schooling options for young people of compulsory school attendance age (6 to 16 years old) are displayed below. Figure 1 also includes the Year level of students and (in senior secondary), the qualification level that most students study towards.

Figure 1: Overview of education options



11. Although the New Zealand schooling system contains each of these options, the numbers of schools and attending students is not evenly distributed. There are considerably more primary schools (2,027 schools) than secondary schools (336 schools) because of their smaller size. This is shown in Table 1.

¹¹ Kura Kaupapa Māori – Māori language education within the New Zealand schooling system. http://en.wikipedia.org/wiki/Kura_Kaupapa_M%C4%81ori#Types_of_Kura_Kaupapa_Maori

12. The average size of the national student cohort is approximately 58,000 students per Year level. This means there are approximately 464,000 students in Years 1 to 8 (Primary) and approximately 290,000 students in Years 9 to 13 (Secondary). Statistical breakdowns of students by Year level, gender and ethnicity are available on the Education Counts website.¹²

Table 1: Size of the New Zealand schooling system at 1 July 2009

Type of School	Number of Schools	Number of Students
Full primary	1,109	170,867
Contributing primary	795	207,941
Intermediate	123	56,049
TOTAL PRIMARY	2,027	434,857
Composite	149	43,183
The Correspondence School	1	6,076
TOTAL COMPOSITE	150	49,259
Secondary (Years 7-15)	101	60,020
Secondary (Years 9-15)	235	213,852
TOTAL SECONDARY	336	273,872
Special schools	47	2,871
TOTAL SYSTEM	2,560	760,859
Beyond the School system	Number authorised	Number of Students
Home schooled	Families 3,541	6,787

Balance of provision

13. New Zealand provides a free education system through State-owned and operated schools. However, both State-integrated and private options exist (Table 2). State-Integrated schools are State schools that have a defined special character (usually religious) and which are owned by independent proprietors who have the right and responsibility to maintain the special character.

Table 2: Balance of provision in New Zealand at 1 July 2009

Type of school	Number of Schools	Number of Students
State schools	2,137	645,052 (85 percent)
State-integrated schools	327	85,433 (11 percent)
Private schools	96	30,374 (4 percent)
TOTAL SYSTEM	2,560	760,859 (100 percent)

14. The State schooling system in New Zealand is secular. Private schooling has been seen as one of the ways for parents to access (and students to participate in) religious education or a particular education philosophy (Steiner or Montessori schools).

Types of programmes

15. The New Zealand education system does not make distinctions between academic and vocational/technical programmes. All schools in New Zealand deliver an integrated curriculum that covers a broad range of experiences.

¹² Current data on schooling in New Zealand. www.educationcounts.govt.nz/statistics/schooling

16. The design of *The New Zealand Curriculum*,¹³ *Te Marautanga o Aotearoa*¹⁴ and National Certificate of Educational Achievement (NCEA) qualifications,¹⁵ enable students to select from a range of courses (including industry-based qualifications) in the final three years of secondary school (Years 11 to 13).
17. A new development is the introduction of Trades Academies. Trades Academies have been proposed to increase education participation rates amongst 16-19-year-olds.¹⁶ Five Trades Academies will open in 2011.¹⁷
18. There is a range of education delivery options that, because of their small size and sub-school-level arrangements, are not covered in this report. These options include Special Schools,¹⁸ Alternative Education,¹⁹ Activity Centres, Teen Parent Units,²⁰ off-site learning centres²¹ and Correspondence School (Te Kura) education.²²

1.2 Māori-medium education provision

System context

19. Te reo Māori is an official language of New Zealand and a taonga guaranteed to Māori through the Treaty of Waitangi. Government has made a commitment to te reo Māori through *Te Rautaki Reo Māori* (2003), the Māori Language Strategy. A primary goal of the strategy is that all Māori and other New Zealanders have access to high quality Māori language education. The Ministry of Education has a lead role with other government agencies to work with Māori towards achieving this goal.
20. The Māori-medium education sector is comparatively new when compared to English-medium schooling. Māori-medium education was established to help ensure the survival of te reo Māori and Māori culture.
21. The Māori-medium education sector provides an alternative learning pathway for students to learn through te reo Māori from early childhood education through to tertiary. The sector has its origins in Te Kōhanga Reo movement in the early 1980s followed by the establishment of the kura kaupapa Māori,²³ wharekura²⁴ and wānanga.²⁵ The establishment of these providers was driven by Māori who shared a common commitment to Māori teaching and learning philosophies and pedagogies and who saw the need to address the failure of the education system to be responsive to Māori learners.

¹³ The New Zealand Curriculum online can be found at: <http://nzcurriculum.tki.org.nz/>

¹⁴ <http://nzcurriculum.tki.org.nz/Curriculum-documents/Te-Marautanga-o-Aotearoa>

¹⁵ The NCEA is explained online at: www.nzqa.govt.nz

¹⁶ Introducing Trades Academies to the New Zealand education system.
www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/Initiatives/TradesAcademies.aspx

¹⁷ Minister of Education (2009). *Trades Academy set to open in Wellington*.
www.beehive.govt.nz/release/trades+academy+set+open+wellington

¹⁸ www.minedu.govt.nz/NZEducation/EducationPolicies/SpecialEducation/FormsAndGuidelines/SpecialSchools.aspx

¹⁹ www.tki.org.nz/e/community/alterned/about/index.php

²⁰ www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/PolicyAndStrategy/SchoolingInNewZealand/TeenParentUnitsFAQ.aspx

²¹ www.minedu.govt.nz/Boards/LegalObligations/SchoolProgrammesLocatedOffSite.aspx

²² www.correspondence.school.nz/

²³ Established under section 155 of the Education Act (1989) and required to adopt a specific teaching and learning philosophy based on Kaupapa Māori, *Te Aho Matua*.

²⁴ Wharekura refers to kaupapa Māori education from Years 9 to 13.

²⁵ Wānanga are public Tertiary Education Institutions established under the Education Act 1989.

22. The Māori education sector also includes Ngā Puna Reo and Ngā Puna Kōhungahunga,²⁶ Kura a Iwi,²⁷ bilingual and immersion units in English-medium schools, and a range of Māori Private Training Establishments (PTEs), Adult and Community Education (ACE) providers and Whare Wānanga (Māori departments) within universities.
23. Māori have high expectations of the outcomes desired from participation in education especially Māori language education. Holistic wellbeing outcomes are as important as academic and achievement outcomes.

Māori-medium education provision in schooling

24. Nearly 22,000 students participate in Māori-medium schooling representing three percent of all students in New Zealand schools.²⁸
25. There is evidence that in high quality Māori-medium education the outcomes for students are better than those of their peers in English-medium schools. Māori students in high quality immersion and bilingual settings have lower rates of truancy and higher National Certificate of Educational Achievement (NCEA) attainment rates.
26. Provision at every level is not available in all regions. Māori-medium education is often closely tied to a local Māori community or iwi. This supports Māori as a living culture, including students learning tikanga, kawa or local protocols, as well as more universal cultural traditions. The number of schools providing Te reo Māori immersion is shown below in Table 3.

Table 3: Māori-medium education provision

	Full immersion/ Bilingual	Schools with Te reo Māori students (Immersion level 1 to 4a) ²⁹
Māori-medium schools	166 schools	166 schools
Other schools		228 schools
TOTAL SCHOOLS	166 schools	394 schools

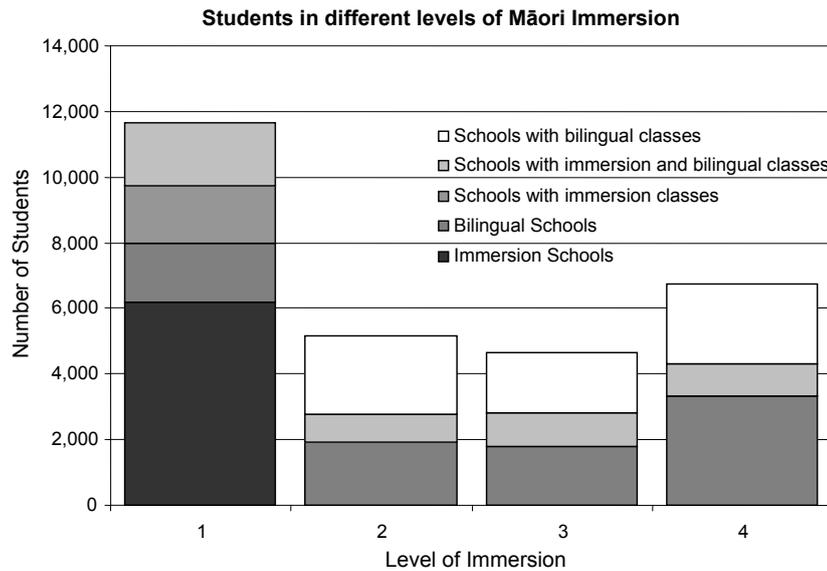
27. The Māori-medium sector includes immersion schools, as well as immersion or bilingual units and classes within English-medium schools. The level of immersion is shown below in Figure 2. The philosophy within the school, classroom or unit also varies: some schools operate as Kura Kaupapa Māori aligned to Te Aho Matua (a philosophy developed specifically for kura with its own principles for operation and for teaching), while others might formally align to local iwi.

²⁶ Early childhood education services for children from birth until school age, where the primary language of teaching and learning is te reo Māori.

²⁷ Established under section 156 of the Education Act (1989) as a 'designated character school'. Kura a Iwi are not required to adopt the *Te Aho Matua* teaching and learning philosophy.

²⁸ As at July 2009 in the roll return data. Includes all those participating in settings where te reo Māori is spoken at least 31 percent of the time (or immersion levels 1-3).

²⁹ Māori immersion levels 1-4a indicate that the curriculum is taught in te reo Māori. The range of Māori immersion levels includes: 100 percent taught in te reo Māori (Level 1), 51-80 percent taught in te reo Māori (Level 2), 31-50 percent taught in te reo Māori (Level 3) and 12-30 percent taught in te reo Māori (Level 4a). This is outlined in Annex 1.

Figure 2: Students at different levels of Māori immersion

28. Although a national network to provide Māori language education for learners from early childhood education through to tertiary settings exists, the newness of the sector means that there are areas that require further development. These include:
- strengthening access to, and the quality of, the network of provision;
 - increasing the supply of teachers with the Māori language proficiency required to teach across all Māori language education settings;
 - ensuring all teachers have the levels of language proficiency necessary to implement *Te Marautanga o Aotearoa* and *Ngā Whanaketanga Rūmaki Māori*;
 - further developing the professional support infrastructure to ensure that all schools and teachers have access to high quality external expertise;
 - continued development of resources and tools (including assessment tools) with a particular focus on supporting the teaching and learning of te reo Māori as a second language;
 - building a cohesive evidence base to inform future development.
29. From the perspective of the system-level evaluation and assessment framework, Māori-medium provision sits within the context of the overall system and regulatory framework.

1.3 Division of responsibility

30. Compared to other OECD countries, New Zealand's school system is characterised by a high level of devolution. Prior to 1989, primary schools were governed at a district level by regional education boards, supported by central regulation and funding. This model came under sustained critique in the mid 1980s. The system was seen by many as inflexible, overly bureaucratic and lacking responsiveness to the needs of students and local communities.
31. The *Tomorrow's Schools* (1988) reforms dismantled regional education boards. Policy decisions were centralised and responsibility for the administration and management of individual schools was placed with Boards of Trustees. Self-managing schools, governed primarily by parents and competing for students, were expected to foster better teaching and learning, and a higher performing education system.
32. At a system-wide level, consultation has been a strong feature of the New Zealand system. For example, the development of the current *New Zealand Curriculum* began with extensive stakeholder consultation through a

- ‘curriculum stocktake’. There are strong expectations that teacher unions, professional organisations, principals’ associations, representatives of the School Trustees Association, business groups, cultural groups and other key stakeholders will have opportunities to influence policy development through working parties, advisory groups, pilot studies and consultation exercises. This approach ensures ‘buy-in’ from all those who must drive, implement, and manage change as a result of a new policy or strategy.
33. The New Zealand Education Act (1989) outlines the core responsibilities of agencies and parties within the education system.³⁰ The Act:
- established a policy-focused Ministry of Education (replacing the much larger Department of Education);
 - established self-managing schools ‘*Tomorrow’s Schools*’ as small Crown Entities each governed by a Board of Trustees (replacing local and regional Education Boards);³¹
 - established a separate government department, the Education Review Office, as the ‘accountability’ agency to evaluate and report publicly on the education and care of students in schools and early childhood education centres;
 - established a number of other Crown Agencies with specific education functions and responsibilities.
34. The **Ministry of Education** (MoE) is responsible for:
- providing policy advice to Government on all aspects of education;
 - oversight of the whole of the education sector;
 - developing and supporting the curriculum;
 - developing assessment standards;
 - setting minimum standards for being a teacher;
 - negotiating and providing teacher salaries;
 - providing schools’ operational funding;
 - monitoring system and provider performance and intervening in circumstances of risk and/or failure for learners;
 - leading cross-government priorities and initiatives.
35. The Ministry has a strong focus on:
- raising achievement and reducing disparities in achievement at all levels;
 - targeting priority areas (literacy, numeracy, Māori achievement);
 - building the knowledge-base and capability of the sector;
 - building an understanding of, and confidence in, the education system.
36. The **Education Review Office** (ERO) is responsible for evaluating and reporting on:
- the quality of education provided for children and students in individual schools and early childhood education centres, including Māori-medium;
 - the appropriate provision of education in private schools;
 - the education of students exempted from school (home schooled);
 - the quality of governance and management provided by individual school Boards of Trustees and managers of early childhood education centres);
 - specific aspects of schooling and early childhood education;
 - evaluations of sector performance and policy implementation.

³⁰ The 1980s contained significant social policy change called the ‘*New Public Management*’ reforms.

³¹ The rationale for the *Tomorrow’s Schools* changes and the evolution of governance expectations are outlined in *Effective Governance – working in partnership*. www.minedu.govt.nz/~media/MinEdu/Files/Boards/EffectiveGovernanceTagVer.pdf

37. The **New Zealand Qualifications Authority (NZQA)** is a Crown entity, as defined by the Crown Entities Act 2004, and is empowered by section 248 of the Education Act 1989. NZQA is governed by an independent Board appointed by the Minister of Education. NZQA's role in the education sector is to ensure that New Zealand qualifications are accepted as credible and robust, nationally and internationally, in order to help learners succeed in their chosen endeavours and to contribute to New Zealand society.
38. NZQA's functions include:
- developing, registering and supporting the New Zealand Qualifications Framework;
 - managing the external assessment of secondary school students (for NCEA and NZ Scholarship), and moderating internal assessment activities for secondary students' work towards national qualifications;
 - quality assuring non-university tertiary education organisations, and their courses, and moderating assessment activities and processes for national qualifications using Unit Standards for which NZQA is the standard-setting body;
 - maintaining effective liaison with overseas certifying and validating bodies in order to recognise overseas educational and vocational qualifications in New Zealand, and achieve recognition of New Zealand educational and vocational qualifications overseas.
39. The **New Zealand Teachers Council (NZTC)** is responsible for:
- providing professional leadership and encouraging effective teaching;
 - establishing and maintaining standards for qualifications that lead to teacher registration;
 - approval and monitoring of initial teacher education programmes;
 - carrying out processes for registration of teachers;
 - exercising disciplinary functions relating to teacher misconduct and incompetence;
 - identifying research priorities and where appropriate promoting or sponsoring research according to those priorities;
 - developing and publishing a code of ethics for the teaching profession;
 - coordinating a system for police vetting of all teachers and other people employed in schools and early childhood education centres.³²
40. **Career Services** is responsible for:
- providing advice on career planning, jobs, and training.
41. The **Tertiary Education Commission (TEC)** is responsible for managing the Government's \$3 billion annual funding for tertiary education. TEC provides policy advice and implementation support across the sector so that tertiary education organisations are accountable, self-improving and self-managing. All forms of post-secondary school education and training come under the TEC umbrella. TEC gives effect to the Government's requirements for tertiary education as outlined in the Tertiary Education Strategy

³² NZTC is currently waiting to shed the non-teacher police vetting function – legislation has been introduced to Parliament to this effect.

Table 4: Key education agency statutory responsibilities

Agency	Policy advice	Student outcomes	Education priorities	Knowledge base	Monitoring	Intervention	Quality assurance	Regional issues	Qualifications	Teacher performance	Student pathways
Ministry of Education	✓	✓	✓	✓	✓	✓		✓			✓
Education Review Office	✓	✓	✓	✓	✓		✓	✓		✓	
NZ Qualifications Authority	✓	✓	✓		✓	✓	✓	✓	✓		✓
Tertiary Education Commission	✓	✓	✓			✓	✓	✓	✓		
NZ Teachers Council			✓	✓						✓	
Career Services		✓	✓	✓				✓			✓

School finance

42. Schools receive operational funding from the Ministry of Education based on:
- student numbers;
 - Year level of students;
 - socio-economic status of the community (a decile system rated 1 to 10);
 - school location (adjustments for isolated schools).
43. The Ministry of Education purchases school property and provides school buildings. Schools' leaders have the ability to develop five-year property plans.
44. Both principals and teachers are employed and appointed by the school Board of Trustees. Pay and conditions are negotiated on a national basis (every three years) between respective unions and the Ministry of Education (on behalf of Government).

Accountability in the education sector

45. The Ministry of Education agrees with the Minister of Education the work that it will perform over the next five years and the funding available. This is set out in the annual Statement of Intent (SOI). The Ministry of Education reports annually to Parliament against the SOI.
46. The regulatory framework for schools' accountabilities is provided by the National Education Guidelines and the National Administration Guidelines.³³
47. The National Education Guidelines (NEGs) have five components:
- National Education Goals;
 - Foundation Curriculum Policy Statements;
 - National Curriculum Statements;
 - National Standards;
 - National Administration Guidelines.

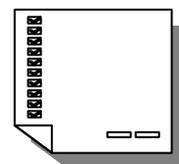
³³ www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/PolicyAndStrategy/PlanningReportingRelevantLegislationNEGSAndNAGS

48. The National Administration Guidelines (NAGs) outline requirements related to:
- the provision of teaching and learning programmes (NAG 1);
 - planning, self review and reporting (NAG 2);
 - employment and personnel management (NAG 3);
 - financial and property management (NAG 4);
 - the provision of a safe physical and emotional environment (NAG 5);
 - other legislative requirements, including attendance, and the length of the school day and year (NAG 6).
49. State schools are governed by a Board of Trustees that is elected by parents and staff every three years. A Board of Trustees normally includes: five elected parents, the Principal, a staff member, and a student representative in secondary schools.
50. The responsibilities of the Board of Trustees include:
- preparing and maintaining a school charter;
 - ensuring school policies include National Education Guidelines (NEGs);
 - preparing and maintaining an annual plan and a long-term plan;
 - reporting against the school charter annually to the community and Ministry of Education.
51. The Board of Trustees (the Board) depend on the principal, as chief executive of the school, to provide much of the information they require to be fully informed of all important matters relevant to the management of the school. The principal is, ultimately, an employee of the Board. The Board is expected to hold the principal accountable for effective performance as the Board's chief executive, professional adviser and the school's educational leader.
52. The Board of Trustees employs all the staff of the school, manages the property, controls the school's finances and sets the policies that govern the school. The work of the Board of Trustees is:
- audited annually by the Government's auditor;
 - reviewed on a regular cycle by the Education Review Office.
53. New Zealand's self-managing schools have a number of strengths, including being flexible and enabling innovative local practice. Teachers have a high degree of professional autonomy. The New Zealand curriculum allows for considerable flexibility, specifying expected learning outcomes rather than prescribed content to be taught. It is expected that teachers will analyse students' needs, select teaching strategies, source teaching materials aligned with the national curriculum and work with individuals or groups of students in a responsive way.
54. Self-managing schools create some challenges for system evaluation and assessment. Expectations and demands on school principals and Boards of Trustees are also high. In low socio-economic status or small rural areas, where the pool of possible trustees is quite small and skills or experience may be limited, schools can struggle.
55. Following the *Tomorrow's Schools* reforms there has been a shift in focus from structural features of the school system and administrative compliance, towards a focus on the teaching and learning that occurs within classrooms and schools.³⁴ There is growing recognition that lifting student achievement requires better, more responsive teaching practices, particularly for groups where there is evidence of system under-performance, such as Māori, and Pasifika.

³⁴ Langley, J. (Ed) (2009). *Tomorrow's Schools 20 years on...* Auckland: Cognition Institute.

Chapter 2: The framework for evaluation and assessment

This chapter provides an overview of the system framework for evaluation and assessment in New Zealand. It discusses the design of the framework, its objectives and purposes, and how the main components contribute to improving school outcomes.



2.1 Current practices

System framework for evaluation and assessment

56. The reform of education administration in New Zealand, *Tomorrow's Schools* (1988), established the individual school as the unit of education administration with control over educational resources, to use within national education guidelines.
57. *Tomorrow's Schools* also made provision for the establishment of the principal education agencies, with roles and functions related to evaluation and assessment: a Ministry of Education (provision of policy advice and policy implementation); a Review and Audit Agency (review of school performance and the effectiveness of policy implementation and outcomes); a National Education Qualifications Authority; and a Teachers Registration Board. The roles and functions of these agencies have changed and/or expanded in response to shifts in Government policy direction and the need for support in the education sector.
58. The system framework for evaluation and assessment is provided by four key agencies: two Government departments, the Ministry of Education (the Ministry) and the Education Review Office (ERO); and two Crown Entities, the New Zealand Qualifications Authority (NZQA) and the New Zealand Teachers Council (NZTC).³⁵
59. Each agency has both accountability and improvement functions. Roles and functions associated with evaluation and assessment are distributed across the agencies and include evaluation, assessment, quality assurance and monitoring. The agencies have direct relationships with individual schools, which are Crown Entities.
60. Within this framework the involvement of agencies, in particular evaluation and assessment components, is distributed as follows:
 - system evaluation – ERO and the Ministry of Education;
 - school evaluation – schools (self review), ERO (Review Reports), NZQA (Managing National Assessment for qualifications), Ministry of Education (school reporting);
 - teacher performance management – schools, ERO, NZTC and the Ministry of Education;
 - student assessment – schools, ERO, NZQA and the Ministry of Education.
61. The evaluation and assessment responsibilities and functions distributed across the Ministry of Education, ERO, NZQA and NZTC sit within the context of the regulatory framework, which sets out the performance expectations for self-managing schools, the NEG's and the NAG's (Chapter 1).

Managing for outcomes: the public sector framework

62. The New Zealand State Sector accountability framework *Managing For Outcomes*³⁶ provides an overarching framework of high-level goals for system performance. The purpose of the introduction of *Managing for*

³⁵ NZQA is a Crown Agent that gives effect to Government policy (Education Act (1989) Part 20). NZTC is an Autonomous Crown Entity that must have regard to Government policy (Education Act (1989) Part 10A).

Outcomes (2004) was to develop a more responsive Public Service that could identify and deliver the interventions that best contribute to Government outcomes.

63. State Sector agencies are required to follow annual cycles of reporting on proposed performance (through Statements of Intent, Estimates, and Output Plans) and actual performance (through Annual Reports, reports to Select Committees on expenditure, Departmental Reports to Ministers on Output Plans). From a system perspective these accountability mechanisms involve education agencies in making judgements about the quality and level of their performance, relative to high-level goals for system performance.
64. A major premise of the Managing for Outcomes framework is accountability for using performance information (evaluative information) to adjust policies and programmes to improve progress towards outcomes. Agencies, through their formal accountability documents, need to show how evidence and performance information is progressively used to improve levels of performance.³⁷
65. In addition, the Office of the Auditor-General (OAG) is responsible for carrying out performance audits and inquiries in the public sector, including education.³⁸ New Zealand's Auditor-General is an independent statutory Officer of Parliament. The primary role of the Auditor-General is to ensure that public money is being used properly and effectively.

Strategic education outcomes

66. Government has identified six priority areas for education. These priorities are outlined in the Ministry of Education's *Statement of Intent 2009-2010* and shown below in Figure 3.

Figure 3: Statement of Intent priorities



67. Two major Ministry of Education strategies, *Ka Hikitia Managing for Success: The Māori Education Strategy 2008 – 2012*³⁹ and the *Pasifika Education Plan*⁴⁰ specify key system-level goals and indicators for areas of particular performance focus.
68. The Managing for Outcomes framework is an important mechanism for coordinating the strategic direction of the education agencies.

³⁶ Managing for Outcomes. www.treasury.govt.nz/publications/guidance

³⁷ State Services Commission. www.ssc.govt.nz/display/document.asp?DocID=7437

³⁸ www.oag.govt.nz/2008/boards-of-trustees www.oag.govt.nz/2008/teachers-development

³⁹ www.minedu.govt.nz/theMinistry/PolicyAndStrategy/KaHikitia/MeasuringandReportingProgress.aspx

⁴⁰ www.minedu.govt.nz/NZEducation/EducationPolicies/PasifikaEducation/PasifikaEducationPlan.aspx

69. Government education agencies are committed to collective strategic leadership to ensure that the priority outcomes for education are achieved. The priority outcomes are included in each agency's Statement of Intent and inform their operating intentions.

Education indicators

70. Two sets of indicators are important in evaluating the performance of the system overall and the quality of education provided in individual schools; the Education Indicators Framework (Annex 2) and the Education Review Office Evaluation Indicators (Annex 3). The development of both sets of indicators has been informed by the evidence of impact on student outcomes synthesised through the *Best Evidence Synthesis Programme*.⁴¹
71. The Education Indicators Framework identifies key areas of interest in monitoring progress in terms of priority outcomes at the system level. The current indicator domains focus on: education and learning; effective teaching; student participation; family and community; quality education providers; and resourcing.⁴² Performance against the Education Indicators framework is reported annually in *The State of Education in New Zealand*.⁴³
72. The Education Review Office Evaluation Indicators (English-medium and Māori-medium) have been developed for use by review officers and schools in evaluating the quality of education provision and outcomes in schools.
73. ERO's indicators are based on current research, evaluation theory and the characteristics of effective schools. Although the evaluation of school performance is made as a whole, the six dimensions of effective practice identified by ERO are:
- student learning, engagement, achievement and progress;
 - effective teaching;
 - leading and managing the school;
 - governing the school;
 - safe and inclusive school culture;
 - engaging parents, whānau and communities.

⁴¹ BES Publications list. www.educationcounts.govt.nz/publications/series/2515

⁴² Indicators Framework at: www.educationcounts.govt.nz/technical_info/indicator_framework

⁴³ The State of Education in New Zealand. www.educationcounts.govt.nz/publications/ece/2551

2.2 The New Zealand context

System evaluation

74. The Ministry of Education develops and provides strategic and operational policy advice in relation to all aspects of schooling; the regulatory framework, curriculum, assessment and qualifications,⁴⁴ teaching workforce, school and student support, professional learning and development and leadership, property, funding systems, interventions in schools and specialist services. The Ministry has a role in designing and implementing, and evaluating and monitoring the impact of, policy either through its regional offices or contracts for services.
75. Within the Ministry, the Strategy and System Performance Group has the core responsibility for system-level evaluation and assessment. This group is responsible for research, information management and analysis and the development of strategic direction for the education sector.
76. The Ministry also monitors the performance of NZQA and NZTC as Crown Entities. The Crown Entity Monitoring Team is a small team within Tertiary Sector Performance Analysis and Reporting that has responsibility for the government ownership monitoring of these entities and managing the process for ministerial appointments to the Boards of these entities.
77. ERO is an independent evaluation agency with responsibility for evaluating the quality of education provided in schools, kura, early childhood education services and ensuring the effective use of public funds. ERO reviews the implementation of government education policy and provides independent advice to the government on national education issues.
78. ERO publishes Education Evaluation Reports on national educational issues. These issues may be identified by ERO within the regular cycle of reviews, as well as in discussion with the Minister and the Ministry of Education. ERO also produces reports on effective education practice. The national evaluation reports are used across the education sector, by parents, Boards of Trustees, teachers and government officials.⁴⁵

Dissemination of evaluation and assessment information

79. At a system level, agencies disseminate a wide range of information, primarily through the web.⁴⁶ The role and function of the individual agency determines the purpose for data gathering and its use for improvement. As self-managing entities, New Zealand schools have a responsibility to make informed decisions about education provision. While the patterns of website traffic are monitored, little hard data is available about how systematically schools use the information disseminated for improvement.
80. Each year the Ministry of Education publishes a range of analytical reports, related to the performance of the education system overall, on the Education Counts website. Examples are shown in Table 5.

⁴⁴ The Ministry develops assessment standards.

⁴⁵ ERO review and national reports. www.ero.govt.nz

⁴⁶ www.educationcounts.govt.nz

Table 5: Sharing evaluations and building knowledge

Focus	Information	Publications ⁴⁷
Overall system	Annual report on performance against the Education Indicators Framework	<i>The State of Education in New Zealand</i>
	Annual report on the schooling sector	<i>New Zealand Schools: Nga Kura o Aotearoa</i>
	Annual statistical report on the education sector	<i>Education Statistics of New Zealand</i>
Demographic & Statistical	Central forecasting Monitoring reports	<i>Quarterly Migration Report</i> <i>Teacher supply</i> <i>School Roll Forecasts</i> <i>School Roll Summary</i> <i>Student Attendance and Engagement</i>
International Comparisons	New Zealand performance in international assessment studies	<i>PISA, PIRLS, TIMSS, ALL</i>
National Education Monitoring	Achievement and attitudes of New Zealand students at Years 4 and 8 across all curriculum learning areas on a four-year cycle	<i>National Education Monitoring Reports</i>
National Evaluations	Evaluation and research findings, including assessment data, related to particular education initiatives (See Annex 9)	<i>Numeracy Project Evaluation Reports</i> <i>Literacy Professional Development Project Reports</i>
Syntheses of Research	The <i>Best Evidence Synthesis</i> (BES) programme identifies influences on a range of education outcomes for diverse learners ⁴⁸	<i>BES publications list</i>
Literature Reviews	Areas of particular policy and programme interest	<i>Gender Differences</i> <i>Bilingual Education</i> <i>Middle Schooling</i>
Commissioned Reports	Areas of particular policy, programme and/or performance interest	<i>Secondary School Motivation & Achievement</i> <i>The Status of Teachers</i>

81. ERO produces 12 to 20 National Evaluation Reports per year. Recent reports include:

- Reading and Writing in Years 1 and 2;
- Resource Teachers: Learning and Behaviour – An Evaluation of Cluster Management;
- Managing Professional Learning and Development in Primary Schools;
- Managing Professional Learning and Development in Secondary Schools;
- Progress in Pacific Student Achievement: A Pilot Evaluation of Auckland Schools;
- Science in Years 5 to 8: Capable and Competent Teaching;
- Preparing to Give Effect to the New Zealand Curriculum.

82. The system is knowledge-rich in terms of the information that is generated and available to the education sector. A key challenge is enabling this information to be used for system improvement at every level.

83. The New Zealand Government portal facilitates access to online information, services and resources offered across government organisations.

⁴⁷ These reports are approved for release by the Minister of Education and can then be accessed through the Education Counts website. www.educationcounts.govt.nz

⁴⁸ The policy significance of the Best Evidence Syntheses has been recognised by the International Academy of Education and the International Bureau of Education. Summaries of recent Best Evidence Syntheses are published on the UNESCO website. www.ibe.unesco.org/en/services/publications/educational-practices.html

External evaluation of schools

84. Under the Education Act 1989, the Chief Review Officer has the power to administer reviews of schools and early childhood education services. The Chief Review Officer can also initiate a review or administer a review when directed by the responsible Minister. The Chief Review Officer may designate any suitably qualified person who, in carrying out evaluation activities, must adhere to the ERO Code of Conduct. Reviewers have legal powers of entry and inspection and are entitled to information necessary for the purposes of review.
85. ERO's role includes both accountability (schools' statutory obligations) and improvement functions (the quality of education provided).
86. ERO uses different evaluation methodologies⁴⁹ for English-medium and Māori-medium settings. Since the establishment of the agency, the methodology has shifted from an accountability/compliance-oriented approach to an improvement-oriented approach that supports the integration of school self review and external evaluation.
87. Where ERO identifies concerns about the quality of education provision and outcomes in a school setting, intervention by the Ministry of Education is recommended.⁵⁰
88. The review reports produced by ERO on individual schools are the main accountability mechanism and source of evaluative information on the quality of education provision and outcomes for students at the school level. The reports are used by schools and the public to compare, and make judgements about, school quality and performance.⁵¹

School self review

89. National Administration Guideline 2 (NAG 2) requires that Boards of Trustees, with the principal and teaching staff, develop a strategic plan, which documents how school policies, plans and programmes give effect to the NEGs. Each school is required to maintain an ongoing programme of self review and report to students and their parents on the achievement of individual students. The school must also report to its community on the achievement of students as a whole and of specific groups, including the achievement of Māori students.
90. The information gathered through school self review is used to:
- evaluate the success of the school's curriculum and teaching programmes;
 - inform strategic planning and school development;
 - improve the achievement of individual students and subgroups.
91. Self-review information also provides the basis for setting goals and objectives for student outcomes and describing these for the school community in an annually updated charter.⁵² In its annual report, the school communicates its progress against these objectives.⁵³
92. The quality of schools' self review and strategic/operational planning is evaluated by ERO as part of its cycle of reviews. Schools are encouraged to use ERO's Self-Audit Checklist, Board Assurance Statement and Evaluation Indicators as part of the self-review process.

⁴⁹ Education Review Office – Publications. www.ero.govt.nz

⁵⁰ www.minedu.govt.nz/Boards/SupportForBoards/InterventionsInSchools.aspx

⁵¹ Education Review Office - School Reports. www.ero.govt.nz

⁵² The purpose of a school charter is to establish the mission, aims, objectives, directions, and targets of the board that will give effect to the national education guidelines. The charter is updated each year.

www.legislation.govt.nz/act/public/1989/0080/latest/DLM179268.html

⁵³ School planning and reporting in Annual Reports. www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/SchoolOperations/PlanningAndReporting/SchoolsPlanningReporting.aspx

93. Schools are required to report annually to the Secretary for Education in terms of their charter obligations. Schools do not have to use specified data-gathering tools or follow a prescribed reporting format. This approach is responsive to the different priorities and circumstances of schools. Schools' reporting cannot be used to directly compare school performance.

Framework for teacher appraisal

94. Mandatory requirements for the performance management systems in New Zealand schools are prescribed by the Secretary for Education in the *Guidelines on Performance Management Systems*.⁵⁴ The primary purpose of these guidelines is to provide a positive framework for improving the quality of teaching and learning in schools.
95. The *Guidelines on Performance Management Systems* link the identification of expected performance to both the minimum requirements for teacher registration and the *Professional Standards* contained in the Primary⁵⁵ and Secondary Teachers Collective Employment Contracts.⁵⁶
96. The New Zealand Teachers Council (NZTC)⁵⁷ is the professional and regulatory body for teachers in English and Māori-medium schools and provides professional leadership to teachers and schools. Teacher registration is compulsory.
97. The Council determines standards for teacher registration. The *Registered Teacher Criteria* represent the essential knowledge and capabilities for quality teaching in New Zealand.⁵⁸ NZTC carries out functions relating to teacher registration and develops the code of ethics for teachers. NZTC establishes and maintains standards for qualifications that lead to teacher registration and approves teacher education programmes in conjunction with other quality assurance agencies.
98. The Council also exercises the disciplinary functions relating to teacher misconduct and reports of teacher convictions; sets the criteria for reporting serious misconduct and for reporting on competence issues; and coordinates a system for the police vetting of all teachers and other people employed in schools.

Implementation of teacher appraisal within schools

99. The State Sector Act 1988⁵⁹ and The Education Act 1989⁶⁰ provide the legislative framework for schools' roles in performance management. National Administration Guideline 3 (NAG 3) requires that schools:
- develop and implement personnel and industrial policies that promote high levels of staff performance;
 - be a good employer and comply with the conditions contained in employment contracts applying to teaching and non-teaching staff.
100. The Primary Teachers' Collective Agreement requires that appraisal occurs annually for salary progression and that appraisal is dependent on competent performance and/or proven performance in classroom duties, as attested by the principal. The Secondary Teachers' Collective Employment Contract requires that teachers be working

⁵⁴ www.lead.ece.govt.nz/sitecore/content/minedu/home/NZEducation/EducationPolicies/Schools/SchoolOperations/EmploymentConditionsAndEvaluation/PerformanceManagementSystems.aspx

⁵⁵ www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/SchoolOperations/EmploymentConditionsAndEvaluation/CollectiveAgreements/PrimaryTeachersCA.aspx

⁵⁶ www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/SchoolOperations/EmploymentConditionsAndEvaluation/CollectiveAgreements/PrimaryTeachersCA.aspx

⁵⁷ Section 139AE of the Education Act (1989).

⁵⁸ New Zealand Teachers Council (2009). *Registered Teacher Criteria*. www.teacherscouncil.govt.nz/rte/rte.pdf

⁵⁹ New Zealand Legislation. www.legislation.govt.nz/act/public/1988/0020/latest/DLM129110.html

⁶⁰ New Zealand Legislation – Education Act (1989). www.legislation.govt.nz/act/public/1989/0080/latest/DLM175959.html?search=ts_act_education+1989_resel&p=1&sr=1

towards high competence and quality. Individual employment contracts for primary and secondary principals provide for progression, based on performance.

101. The quality of schools' performance management policies and practices is evaluated by ERO as part of the cycle of reviews.

Framework for student assessment

102. The Ministry of Education is responsible for the development of the national curriculum, *National Standards* in reading, writing and mathematics and *National Certificate of Educational Achievement* (NCEA) achievement standards. NZQA and industry bodies are responsible for unit standards.
103. *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* set out the valued education outcomes for New Zealand students, as well as their entitlement in terms of depth and breadth of learning opportunities, in compulsory schooling.⁶¹
104. New Zealand is the first country to produce and implement national school curricula in two languages that are not direct translations of each other. *Te Marautanga o Aotearoa* is the national curriculum for teaching, learning and assessment in Māori-medium schooling. *Te Marautanga o Aotearoa* and the English-medium *New Zealand Curriculum* seek the same outcomes for students: strong foundations for learning; high levels of achievement; engagement in lifelong learning; and the ability to contribute to a highly skilled and innovative workforce.
105. The introduction of *National Standards* in reading, writing and mathematics for use in English-medium schools and *Ngā Whanaketanga Rūmaki Māori te Reo Matatini* (reading, writing and oral Māori language) and *Pāngarau* (mathematics) for use in Māori-medium settings in 2010 is a new Government initiative. These new standards establish clear expectations for progress and achievement in reading, writing and mathematics for students in Years 1 to 8.⁶²

Student assessment up to Year 11

106. There are no nationally administered common assessments before Year 11.⁶³ Schools are required to use a range of assessment practices to gather information that will enable the progress and achievement of students to be evaluated (NAG 1) in relation to the national curriculum. The expectation is that schools will develop and implement teaching and learning strategies that are responsive to students and groups of students not achieving or at risk of not achieving.
107. The curriculum specifies that the primary purpose of assessment is to improve students' learning and teachers' teaching. Effective assessment practice involves the focused and timely gathering, analysis, interpretation and use of information that can provide evidence of student progress.⁶⁴
108. The Ministry of Education has led the development of a range of assessment⁶⁵ tools and exemplars that are referenced to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*. Teachers are expected to use these tools for both formative and reporting purposes at student, classroom and school levels.

⁶¹ <http://nzcurriculum.tki.org.nz/>

⁶² <http://nzcurriculum.tki.org.nz/National-Standards>

⁶³ At a system level the National Education Monitoring Project (NEMP) monitors the achievement, skills and attitudes of New Zealand students at Years 4 and 8 across all curriculum learning areas on a four-year cycle.

⁶⁴ Ministry of Education (2007). *The New Zealand Curriculum*. Wellington: Learning Media.

⁶⁵ <http://assessment.tki.org.nz/>

109. The primary purpose of assessment is to:
- enable the provision of the most appropriate learning opportunities;
 - provide feedback about achievement and progress;
 - establish learning goals;
 - develop educationally powerful partnerships with parents;
 - ensure continuity of education for individual students.
110. The quality of schools' assessment policies and practices is evaluated by ERO as part of its regular cycle of reviews. ERO has also published National Evaluation Reports on assessment practice in primary and secondary schools that identify areas for improvement in the quality of practice.⁶⁶

Student assessment for national qualifications

111. The outcomes from secondary schooling are assessed and monitored through national qualifications. At a system level, the analysis of patterns of performance in NCEA is used to inform policy and programme development.
112. The New Zealand Qualifications Framework (NZQF)⁶⁷ is a register of all quality assured qualifications in New Zealand. The NZQF is designed to provide nationally recognised, consistent assessment standards and qualifications spanning all learning areas of knowledge and skill. The framework includes tertiary and industry-based standards and qualifications in addition to those designed for secondary education.
113. The National Certificate of Educational Achievement (NCEA) is the main national qualification for secondary students. Students in Years 11, 12 and 13 enter for NCEA at Levels 1, 2 and 3. Some standards are internally assessed while others are externally assessed (primarily by end of year examinations). The information gathered for monitoring purposes is shown below in Table 6.

Table 6: Student achievement information collected from qualifications

National Qualifications monitoring	Year level
NCEA (Level 1) student achievement in 96 recorded subject areas	Year 11*
NCEA (Level 2) student achievement in 96 recorded subject areas	Year 12*
NCEA (Level 3) student achievement in 96 recorded subject areas	Year 13*
Scholarship (Level 4) student achievement in 33 subject areas	Year 13*

* **Note:** Though students can participate in National qualifications at any stage, the majority of the cohort correspond to the recorded Year levels.

114. Programmes in schools can include achievement standards and unit standards. Both achievement standards and unit standards earn students credits that can be used towards a national qualification. A cross-crediting process enables students to apply credits gained (demonstrating competency) to more than one qualification (for example, counting towards both an NCEA and National Certificate in Tourism).
115. In New Zealand the assessment for National Qualifications is standards-based. Students are assessed against published standards that specify knowledge and skills. Each standard is assigned a credit value and a level on the New Zealand Qualifications Framework. The distinctions between Achievement Standards and unit standards are demonstrated below in Table 7.

⁶⁶ www.ero.govt.nz

⁶⁷ Formerly the National Qualifications Framework (NQF) and the Register of Quality Assured Qualifications.

Table 7: Student assessment for national qualifications

Approach	Achievement Standards	Unit Standards
Focus	Based on the national curriculum	Cover subjects related to individual industry curricula
Grades	Four grades: not achieved; achieved; merit; and excellence	Two grades: achieved and not achieved (although some now feature merit and excellence)
Internal/External	Approximately half of the standards are internally assessed and half externally assessed	These standards are all internally assessed

116. The New Zealand Qualifications Authority (NZQA) is the lead agency for assessment for qualifications. NZQA ensures that national qualifications are accepted as credible and robust, nationally and internationally. The agency administers the New Zealand Qualifications Framework (NZQF), including the National Certificate of Educational Achievement (NCEA) and other national certificates and diplomas.
117. In the schooling sector, NZQA administers NCEA for senior secondary students (Years 11-13). This role includes:
- managing examinations for NCEA and New Zealand Scholarship;
 - moderating the quality of internal assessment through a sampling approach carried out by NZQA moderators to ensure national consistency;
 - maintaining students' electronic Record of Achievement (a lifelong record of all standards and qualifications achieved for each student).
118. NZQA is responsible for Managing National Assessment (MNA). This is the process for quality assuring school systems to assess national qualifications. MNA reports are produced for all schools based on an analysis of each school's capability to assess against NCEA standards. MNA reports are publicly available and provide an important quality and accountability check for schools and the public regarding assessment policies and practices.
119. School-level results from NCEA assessments are available to schools to use in their self-review processes. Qualifications information is available in the annual Secondary Qualifications Statistics publications⁶⁸ and as NCEA Fact Sheets.⁶⁹ At a system level, the analysis of patterns of performance in NCEA is used in the evaluation of the performance of the education system and to inform policy and programme development.

Building capability in evaluation and assessment

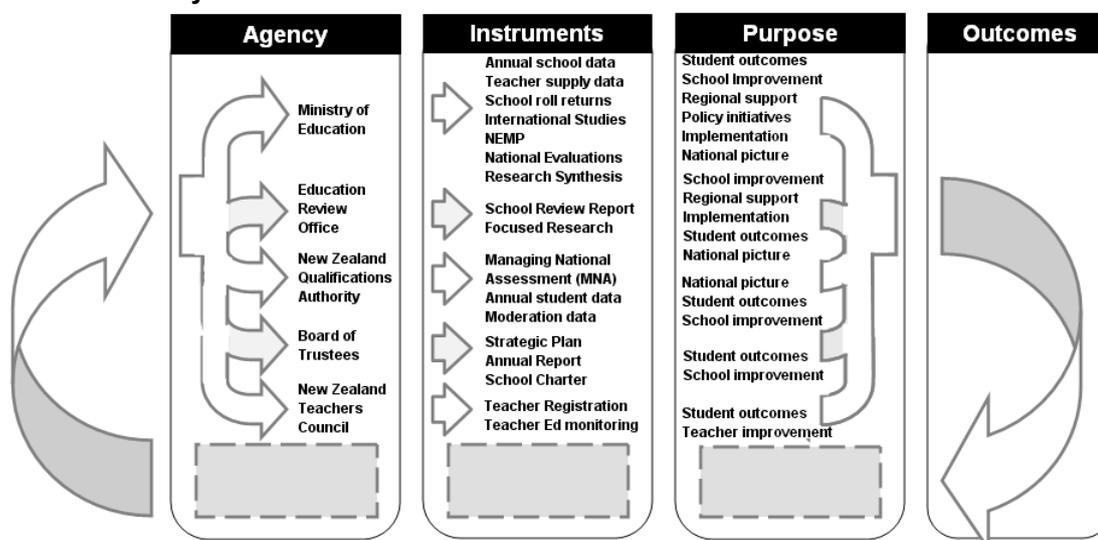
120. As New Zealand's independent evaluation agency, ERO has established a systematic approach to building evaluation capability and capacity. ERO's demand for high levels of evaluation skill from its reviewers has stimulated the creation of post-graduate qualifications in evaluation. ERO also has a separate Māori evaluation unit (Te Uepū-ā-Motu), which conducts reviews in Māori-medium settings. Similarly, the Ministry of Education has increased evaluation, research and data analysis expertise. ERO has a programme of work focused on increasing the evaluation capacity of the schooling sector. NZTC has a programme of work focused on building the capability in schools to implement appraisals effectively.

⁶⁸ www.educationcounts.govt.nz/publications/schooling/secondary_qualifications_statistics

⁶⁹ NCEA Fact Sheets. www.educationcounts.govt.nz/publications/schooling/ncea_factsheets

121. Since 2001 the Assessment Strategy⁷⁰ has had a strong focus on building capability across the schooling sector in student assessment and school management of assessment and self review. This focus has included the provision of support through the development of assessment tools and centrally funded professional development programmes for teachers (including assessment and moderation workshops).
122. While schools as employers are obliged under employment legislation to manage the performance of teachers, evidence suggests that the quality of the assessment of teachers through performance appraisal and the management of professional development in schools is variable.⁷¹
123. The information collected by the education agencies provides a comprehensive resource for the improvement of the system. An overview of the framework for evaluation and assessment is shown below in Figure 4.

Figure 4: Education system framework for evaluation and assessment



Role of stakeholder groups

124. Education stakeholder groups play a key role within the framework for evaluation and assessment. Individual agencies have processes for engaging with the education sector in relation to activities associated with their roles and function. National reference groups and advisory groups are established for specific purposes, for example, the Secondary Leaders Forum, the NEMP Advisory Committees and the *National Standards* Reference Group.

⁷⁰ National Assessment Strategy. www.tki.org.nz/r/assessment/strategy_e.php

⁷¹ Education Review Office (2009). *Managing Professional Learning and Development in Primary Schools*. Wellington: Education Review Office.

2.3 Policy challenges and initiatives

*Introduction of National Standards in reading, writing and mathematics in primary schooling*⁷² and *Ngā Whanaketanga Rūmaki Māori in Māori-medium schooling*⁷³

125. The introduction of *National Standards* in reading, writing and mathematics for use in both English and Māori-medium schools in 2010 is a critical component of the Government's drive to improve educational outcomes. The implementation of the standards will improve the alignment between the curriculum achievement expectations in primary schooling and those in secondary schooling.
126. Unlike other jurisdictions, the *National Standards* are broad and deliberately linked to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*. This is consistent with an analysis of the reading, writing and mathematics skills required for students to progress in all curriculum learning areas.
127. New Zealand has not introduced national testing. Teachers and schools are able to select from the range of assessment tools already available and use these to make on-balance judgements about student achievement and progress in relation to the *National Standards*. Students' progress against *National Standards* must be reported to parents in plain language at least twice a year.

Changes in schools planning and reporting

128. Changes have been made to NAG 2 so that schools will be required to report in their annual report on the *National Standards* in three areas: school strengths and identified areas for improvement; the basis for identifying areas for improvement; and planned actions for lifting achievement. The annual report must also include the numbers and proportions of students at, above, below or well below the standards, as well as how students are progressing against the standards.
129. Currently, to allow time for the implementation of the standards this information will not be reported in schools' annual reports until 2012 for English-medium schools and 2013 for Māori-medium schools. However, the reporting of this information is currently a contested area for the education sector, which has expressed concern about the ranking of schools. Further work will be carried out with the sector in 2010 to resolve these challenges.

Implementation of the National Standards

130. From a system perspective there are a number of challenges associated with the successful implementation of *National Standards*:
 - the variable capability of teachers and schools in the gathering, analysis, interpretation and use of assessment data to make sound on-balance judgements about student achievement and progress in relation to the standards; and to use that information effectively at a school level to make decisions about effective interventions;
 - the moderation of teacher judgements in relation to the standards, which may be a new area of activity for some schools;
 - the demand for a range of high quality assessment tools to support teaching and learning at particular levels of primary schooling, in particular, in Māori-medium settings;
 - the need for all schools to have functionality and expertise in the effective use of Student Management Systems (SMS);
 - the need to find an agreed approach to schools' reporting in relation to the new requirements of NAG 2, that is educationally sound and minimises the risks associated with school league tables.

⁷² <http://nzcurriculum.tki.org.nz/National-Standards>

⁷³ <http://nzcurriculum.tki.org.nz/National-Standards>

131. The Minister has established an Independent Advisory Group to provide advice on assessment approaches to support the implementation of *National Standards* and on changes that may need to be made to the standards.

ERO's introduction of a differentiated approach to reviews

132. In 2009 ERO introduced a differentiated approach to school reviews. The differentiated approach means that schools that are not performing well will be visited more frequently, while schools that are performing well will be reviewed less frequently. This approach is intended to increase the responsiveness of the system to schools where intervention for improvement is required.
133. Although schools are reviewed, on average, every three years, for schools that are not performing well, ERO implements a longitudinal capability building review process. Through this process, schools are supported to develop their own capacity for self review by more effective use of student achievement data. The Ministry of Education provides these schools with appropriate support and professional development.
134. Schools that have effective self-review processes and are performing well for all students are reviewed on a (less frequent) four to five-year cycle.

Implementation of the Registered Teacher Criteria

135. The Registered Teacher Criteria will be implemented by NZTC in 2010. The focus is on training and resource development in preparation for mandatory implementation in 2011. The accompanying evaluation will determine the impact of the criteria in promoting their stated purposes of guiding the assessment and professional learning of teachers and promoting quality teaching for all learners.

Developments in information and communications technology

136. During the last ten years the use of information and communications technology (ICT) in evaluation and assessment has increased across the system. This increase is reflected in, for example: the availability of online assessment tools, such as e-asTTle; the use of ICT options for assessment in the National Education Monitoring Project (NEMP); the use of online surveys to gather evaluative data by ERO; the management of data and processes associated with assessment for qualifications by NZQA; and the development and use of Student Management Systems in schools to enable the analysis and reporting of student achievement data and the tracking of individual student progress. Variation exists in ICT capability and capacity at the school level.
137. The Government's investment in ultra-fast broadband over the next six years will improve schools' access to, and use of, information technology in assessment, teaching and learning, as well as for school management.

Chapter 3: System evaluation

This chapter considers processes that seek to make an assessment of the school system as a whole. Other forms of evaluation are considered to the extent their results are used to make inferences about the school system.



3.1 Current practices

3.1.1 Overall framework for system evaluation

138. The evaluation of the school system has a range of objectives – some of these relate to formal accountability mechanisms within the New Zealand state sector and others to improvement and learning goals. Both these aspects are covered in New Zealand’s state sector accountability framework, *Managing for Outcomes*.⁷⁴

Formal accountability mechanisms

139. New Zealand State sector agencies, such as the Ministry of Education and other education agencies, follow annual cycles of reporting on proposed performance and actual performance. These accountability mechanisms involve education agencies in making judgements about the quality and level of their performance, relative to high-level goals for system performance.

Improvement and learning goals

140. In the context of the Managing for Outcomes Framework, agencies are accountable for using performance information (evaluative information) to adjust policies and programmes to improve progress towards outcomes. The intended accountability is for effectively managing towards, as well as achieving, outcomes. It is assumed that agencies, through their formal accountability documents, are able to ‘tell a performance story’, which shows how evidence and performance information is progressively used to improve levels of performance.

141. More recently, the State sector Performance Improvement Framework has been introduced to public sector accountability and improvement arrangements. This framework is a joint central agency initiative (the Treasury, State Services Commission, Department of Prime Minister and Cabinet) to help senior leaders drive performance improvement across the State Services. The framework consists of a comprehensive model for performance and capability improvement and cycles of formal performance assessments, which identify priority areas for action, and a process to ensure these are addressed.⁷⁵

Broad objectives

142. Consistent with its overarching accountability and improvement objectives, data generated for system evaluation in New Zealand compulsory education is used to:

- understand the level of national coherence and consistency in education provision within a devolved system. New Zealand’s system, while designed to be responsive to diversity in local contexts, needs to be able to meet broad equity and quality goals;
- assess the relative strengths and weaknesses of the sector (levels of performance across key indicators, such as quality teaching and learning);

⁷⁴ www.ssc.govt.nz/display/document.asp?navid=339

⁷⁵ www.ssc.govt.nz/display/document.asp?DocID=7437

- make judgements about the effectiveness and efficiency of the use of resources within the system (value for money);
 - monitor change in system characteristics and performance over time (including student performance);
 - compare performance in New Zealand to international benchmarks (including student performance);
 - assess consistency in the delivery of all subjects in the national curriculum;
 - contribute information for reviewing high-level policy settings, specific policies and programmes, and understanding the impact of system-level policies and programmes.
143. The focus areas for system evaluation relate to priorities for the schooling system. The Ministry of Education's Statement of Intent prioritises three areas for schooling (Figure 1 *Overview of Education Options*). These relate to learners achieving literacy and numeracy levels that enable them to effectively engage in learning; all young people having the skills and qualifications that enable them to contribute to their and New Zealand's future; and, Māori being confident and achieving in education as Māori.
144. Progress on national strategies *Ka Hikitia – Managing for Success*,⁷⁶ the *Pasifika Education Plan*,⁷⁷ the *Disability Strategy*⁷⁸ and the implementation of *National Standards* also needs to be evaluated over time.

Strategic importance of system evaluation

145. For stewardship⁷⁹ the Government and education sector agencies rely on data to inform decisions and monitor progress at different levels of the schooling system, particularly in relation to skills and competencies. Performance objectives and criteria used in system evaluation are described in Chapter 2.⁸⁰ The Education Indicators Framework provides information to inform judgements about the overall health and performance of the education system.

3.1.2 System evaluation procedures

146. A broad, multi-faceted approach is used to evaluate the school system as a whole. The following table shows the range of information sources used to monitor student outcomes and related factors, school governance and management and workforce development (Table 8).

⁷⁶ Ka Hikitia – Managing for Success: The Māori Education Strategy 2008-12 is the Ministry of Education's approach to improve the performance of the education system for and with Māori. It will be measured in a number of ways, including a Measurable Gains Framework. www.minedu.govt.nz/theMinistry/PolicyandStrategy/KaHikitia/MeasuringandReportingProgress.aspx

⁷⁷ In the compulsory sector (schooling) the Pasifika Education Plan focuses on accelerating literacy and numeracy achievement and gaining secondary-level qualifications. The plan sets out goals, Ministry of Education actions and targets. www.minedu.govt.nz/NZEducation/EducationPolicies/PasifikaEducation/PasifikaEducationPlan/CompulsoryEducation.aspx

⁷⁸ www.odi.govt.nz/nzds/

⁷⁹ In this context, stewardship refers to governance, school review and development, future learning and partnership (New Zealand Curriculum 2007: 40).

⁸⁰ These include international benchmarks in achievement, engagement and funding, performance indicators in the Statements of Intent and goals and targets in specific strategies (*Ka Hikitia* and the *Pasifika Education Plan*).

Table 8: Evaluation focuses and supporting information

Evaluation Focus	Information sources
Student outcomes/performance (includes: all curriculum areas, a focus on reading, mathematical & scientific literacy, problem-solving, civics & citizenship, competencies).	International assessment studies National Education Monitoring Project Monitoring/evaluation of <i>National Standards</i> ERO school reviews NCEA data School planning and reporting documents
Student participation and engagement (includes: pass rates; drop-out rates, attitudes; learning strategies)	International assessment studies ERO school reviews National Education Monitoring Project School Roll Return ENROL ⁸¹ Attendance and absences studies
Monitoring equity and effectiveness of policy and programmes (includes: school decile, indices of SES, ethnicity and gender, language and migration status)	International assessment studies National Education Monitoring Project ERO national reviews NCEA data and MNA reports New Zealand Council for Educational Research national primary and secondary surveys ⁸² Measurable Gains Framework for <i>Ka Hikitia Pasifika Education Plan</i> Monitoring Report Evaluation projects
School governance and management (includes: teaching quality)	ERO school reviews Board of Trustees surveys NZCER Educational Leadership Practices survey School planning and reporting documents Schooling improvement data School Roll Return
Workforce	Annual Teacher Census NZCER Annual Teacher Workplace Survey Payroll data Census data Teacher Vacancy Survey Teacher Professional Development monitoring reports and specific evaluations

147. The Ministry of Education collaborates extensively with academics, education researchers and expert groups in respect of system-level national and international studies. The Ministry also works with a range of external partners, including representatives of the schooling sector and unions, to ensure the results of monitoring studies relate to and inform teaching practice.

International achievement studies

148. New Zealand participates in a range of international studies that measure student achievement (International Civic and Citizenship in Education Study (ICCS); Progress in International Reading Literacy (PIRLS); Programme for International Student Assessment (PISA); Trends in International Mathematics and Science Study (TIMSS)). These studies have been part of New Zealand's system-level evaluation since the 1970s.

⁸¹ www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/SchoolOperations/ENROLAndEnrolment.aspx

⁸² NZCER is an independent educational research organisation that conducts research and provides research-based knowledge, advice, products and services. www.nzcer.org.nz

149. Participation in international assessment studies is a key element of the system-level evaluation framework. Although based on a representative sample of New Zealand schools rather than all schools, data from these studies enables the examination of equity and quality in New Zealand's educational provision, within an international context.
150. These studies not only yield data on outcomes in domains such as reading, mathematics and science at Years 5 and 9 and at age 15 years but they also yield information on students' levels of engagement, attitudes and classroom, school and family background factors that are linked to performance.
151. Although it is often assumed that international studies are primarily useful for international benchmarking purposes, the real value of these studies lies in their ability to provide a rich picture for each participating country so that within-country as well as between-country profiles can be examined.
152. Data from these studies is systematically used alongside other information to assist in decision-making for policy and practice. As sample studies they do, however, have some limitations. Boards of Trustees of participating schools may use the information obtained from these studies to inform school self review and drive improvement. Results cannot, however, be used by the Ministry of Education to identify specific geographical areas or schools that may require additional support and/or intervention.
153. The publication of results from these studies has triggered a number of activities. The following two examples relate to PIRLS (school-based activity) and TIMSS (national strategy) respectively.
154. To make the PIRLS findings more accessible and relevant to teachers, the New Zealand Education Institute (the primary teachers union), with the support of the Ministry of Education, initiated and funded a number of focus group discussions throughout New Zealand. These discussions allowed schools to reflect on how the system-level information provided by PIRLS could be related to their own practice.
155. Over 40 countries, including New Zealand, participated in the Third International Mathematics and Science Study (TIMSS). New Zealand students in Years 4-5, Years 8-9 and the final year of schooling took part. Poor middle primary school results (TIMSS 1994/5) led to the formation of the Mathematics and Science Taskforce in 1997.⁸³
156. All studies are implemented, analysed and reported on by an in-house team of eight staff within the Ministry of Education, Comparative Education Research Unit. Further information has been included in Annex 4.

National Education Monitoring Project (NEMP)

157. Between 1962 and 1990 at least four national working parties highlighted the need for dependable and consistent information about educational achievements, skills and attitudes of New Zealand students. The activities of these groups culminated in the report *Tomorrow's Standards* prepared by the Ministerial Working Party on Assessment for Better Learning (1991). This report proposed assessing educational outcomes through light sampling as an appropriate assessment procedure for monitoring the performance of the education system at the national level.
158. At the national level, NEMP has provided assessment information in English-medium State schools since 1995. Its focus has been on providing a broad picture of the achievement and other educational outcomes of representative samples of students in New Zealand schools at Years 4 and 8 within and over time. Each year, over a four-year period, different curriculum areas are assessed. At the national level, NEMP provides assurance about the quality of education and is a means of evaluating progress towards education priorities.

⁸³ www.edgazette.govt.nz/Articles/Article.aspx?ArticleId=5174

159. NEMP⁸⁴ was established and the first assessment results were collected in 1995. The project is funded by the Ministry of Education and has been run by the Educational Assessment Research Unit (EARU), a subsidiary of the University of Otago, since its inception.
160. NEMP provides a national ‘snapshot’ of students’ knowledge, skills and attitudes. All curriculum areas are assessed so that a broad picture of students’ abilities across the education sector at Years 4 and 8 can be generated. NEMP also assesses students’ attitudes, in school based contexts and contexts outside school, towards the learning areas being assessed. NEMP enables the system to monitor aspects of performance that are improving, remaining constant or declining.
161. As shown in Table 9 below, NEMP is conducted in cycles, with each learning area repeated every four years. For example, science was assessed in 1995, 1999, 2003 and 2007 allowing for assessment within a particular year as well as across years (trend data).

Table 9: NEMP cycles with subjects and assessment areas

1995 1999* ⁸⁵ 2003* 2007	Science Visual Arts ⁸⁶ Graphs, Tables and Maps	Essential Skills Communication Problem-solving Self-management and cooperative Social and cooperative Work and Study	Attitudes
1996 2000* 2004* 2008	Music Aspects of Technology Reading and Speaking		
1997 2001* 2005* 2009	Information Skills ⁸⁷ Social Studies Mathematics ⁸⁸		
1998 2002* 2006 2010	Listening and Viewing Health and Physical Education Writing		

162. Students are assessed at their schools by experienced teacher administrators, selected from a pool of applicants. The teacher administrators undergo a week’s training by the NEMP team. The assessment process occurs in Term 3 and consists of five weeks of Year 8 assessments followed by Year 4 assessments.
163. At the system level, NEMP data is used to highlight learning areas where further action is required and to support policy development. For example, issues highlighted in relation to student performance in science sharpened the focus on science education in primary schooling.
164. A strength of NEMP is that it delivers multi-year trend data. This allows the Ministry to track where overall performance in an area is improving, falling off or being sustained. The NEMP data also allows the Ministry to examine patterns of performance across school deciles, ethnicity, gender and other factors.

⁸⁴ <http://nemp.otago.ac.nz/>

⁸⁵ * Denotes that Māori-medium data was also collected in that year.

⁸⁶ Prior to 2003 this was ‘Art’.

⁸⁷ In 2009 this was ‘Information Skills for Inquiry Learning’.

⁸⁸ In 2009 this was ‘Mathematics and Statistics’.

165. NEMP also contributes to teacher assessment practice and school self review. Classroom teachers can use the range of items from the different curriculum areas and compare the performance of their students with the NEMP sample. Schools can also use this information, together with information on attitudes, interest and engagement in all subjects, for self review.
166. A revised approach to national monitoring in English-medium schools is being developed that takes into account the implementation of the revised *New Zealand Curriculum* and the *National Standards*. Other factors, such as what has been learned from NEMP over time and data collected through international surveys of student achievement in reading and mathematics at different Year levels, will also be considered.
167. NEMP was also implemented in Māori-medium schools from 1999 in te reo Māori. The subjects assessed were the same as for English-medium schools (Table 9: *NEMP cycles with subjects and assessment areas*). Items for the Māori-medium school sector were direct translations from the English items prepared for English-medium schools. NEMP in Māori-medium schools was discontinued after 2005. This was primarily because items were not developed within a Māori-medium context.
168. The Ministry of Education is now working with Māori assessment experts to develop a new national monitoring study in te reo Māori in the context of *Te Marautanga o Aotearoa* and *Ngā Whanaketanga Rūmaki Māori* (*National Standards* for the Māori-medium sector). The overarching framework for this study is *Te Tirewa Matai* (a framework or scaffolding used for the purpose of hanging items on). Areas to be assessed within this framework are under development.

Evaluation of major strategies

169. While system-level data generated by the above studies can be used for assessing the general ‘health’ of the education system and, over time, the extent to which the system is changing in relation to high level policy settings, they have limited utility for evaluating change related to specific national policies and programmes.
170. To evaluate national policies and strategies, the Ministry of Education commissions independent evaluations from external academics and researchers and/or draws together information from a range of sources (for example, monitoring and evaluation of the *National Standards* and *Ka Hikitia – Measurable Gains Framework*). These evaluations can be used for both summative purposes (judgements about the effectiveness and value of policies and programmes) and formative purposes (modifying and improving policies and programmes).

Monitoring and evaluation of National Standards in English-medium

171. The Ministry of Education has developed a framework for generating information about the implementation and outcomes of *National Standards*⁸⁹ that is underpinned by an intervention logic and related questions. The broader context for this work is *the New Zealand Curriculum*.
172. The monitoring and evaluation framework will draw on a range of different and complementary information sources to answer questions relating to the implementation of the standards in schools over time, such as reporting to parents about student progress, the effectiveness of classroom programmes, use of data by schools and student outcomes.
173. These information sources include ERO reports, a *National Standards: School Sample Monitoring and Evaluation Project*, surveys and probe studies and data from international and national assessment studies. This information will assist Ministry decision-making about ongoing implementation and support for the standards.

⁸⁹ <http://nzcurriculum.tki.org.nz/National-Standards/Key-information/Fact-sheets/Monitoring>

174. The *National Standards: School Sample Monitoring and Evaluation Project 2009-2013* will collect monitoring and evaluation information from a sample of English-medium State schools as they introduce and implement *National Standards* in reading, writing and mathematics (Years 1-8). The contracted evaluation team responsible for this project will collect, store, analyse and report on a range of data to provide monitoring and evaluative information about the impact of the standards in sample schools.
175. Data from across these sources will be synthesised and reported over the 2010-2013 period.

Monitoring and evaluation of National Standards in Māori-medium (Ngā Whanaketanga Rūmaki Māori)

176. The Ministry of Education is also currently developing a framework for generating good information about the implementation and outcomes of *Ngā Whanaketanga Rūmaki Māori*⁹⁰ that are to be implemented in the Māori-medium schooling sector in 2011.
177. As with *National Standards*, this framework will draw on a range of different and complementary information sources to answer questions relating to the implementation of the standards in schools over time such as reporting to whānau (family) about student progress, the effectiveness of programmes, use of data by kura (schools) and student outcomes.
178. These sources will include ERO reports, surveys and probe studies. This information will assist Ministry decision-making about ongoing implementation and support for *Ngā Whanaketanga Rūmaki Māori*.
179. Data from across these sources will be synthesised and reported over the 2011-2013 period.

The Measurable Gains Framework – Ka Hikitia: Managing for success

180. *Ka Hikitia - Managing for Success*: the Māori Education Strategy 2008-2012 is the Ministry of Education's strategic framework for improving the performance of the education system for and with Māori. *Ka Hikitia – Managing for Success* sets out specific outcomes, priorities for action and targets over a five-year period to realise Māori potential.⁹¹
181. The Measurable Gains Framework (MGF) has been developed to monitor and evaluate the success of *Ka Hikitia* and is an integral part of that strategy. The primary aim is to enable the Ministry to understand and report on progress made in achieving the strategy. MGF will provide accurate and ongoing information on outcomes in Māori education that can be related to outcomes of the four focus areas in the strategy, as well as the goals, targets and actions.
182. The MGF will draw on evidence (research and evaluation data), statistics and experiential knowledge (information on the outcomes of activities responsive to goals in *Ka Hikitia*) from a range of sources within the Ministry of Education and the education sector. This includes data from other education sector agencies, such as ERO and NZQA.
183. This information will be used: to develop *key messages* on ongoing progress towards goals and targets and summative reports on progress; for self review by Ministry divisions; and to evaluate *Ka Hikitia*.

ERO national evaluation reports

184. ERO undertakes system-wide evaluations to inform the development and implementation of education policy and practice. At the system level ERO reports on significant education issues through national evaluations of education sector performance; reports about educational good practice; and policy advice to the education sector.

⁹⁰ www.minedu.govt.nz/theMinistry/EducationInitiatives/NgaWhanaketangaRumakiMaori/Overview.aspx

⁹¹ www.minedu.govt.nz/theMinistry/PolicyAndStrategy/KaHikitia.aspx

185. ERO works with both the Ministry of Education and other agencies to identify topics for ERO's national evaluation reports and information from these evaluations contributes to policy development.⁹²

Monitoring and administrative data

186. A considerable volume of information about education is collected by surveys and assessments. The information is provided through reports such as the School Roll Summary Reports and Education Statistics of New Zealand⁹³ and by the New Zealand Qualifications Authority.⁹⁴
187. While some of this data provides information about student achievement (results of NCEA), the majority of data is used for reporting indicators of student participation, such as truancy, suspensions and expulsions, retention of students and early leaving statistics.⁹⁵
188. Indicators on family and communities, effective teaching, quality education and resourcing are also generated through statistics obtained from Ministry of Education and other education agency databases and from other sources, such as the New Zealand Census.

3.1.3. Competencies to evaluate the school system

189. As set out in Chapter 2, the Ministry of Education and the Education Review Office both have roles in evaluation and monitoring at the system level.
190. Within the Ministry the Strategy and System Performance Group has the core responsibility for system-level evaluation and assessment. Key functions include:
- the collection of annual statistical data from schools;⁹⁶ central forecasting; demographic and statistical analysis; data management; database consulting and warehousing; the Best Evidence Synthesis (BES) Programme; and the development of education indicators and monitoring;
 - the management and coordination of national student outcomes assessment and evaluation and research activities on the drivers of system performance;
 - the development of strategic policy frameworks for the system and the provision of advice on priorities and trends that impact the system.
191. Additionally in the schooling sector, NZQA's system-level evaluation role relates mainly to NCEA as it administers this qualification at the senior secondary school level. NZQA produces secondary qualifications statistics in annual Secondary Qualifications Statistics reports.⁹⁷

Building capability

192. Chapter 2 describes the Education Review Office's and the Ministry of Education's role in building capability in evaluation and assessment.
193. The Ministry of Education also has a focus on building its evaluative capability through the Strategy and System Performance Group's Research and Evaluation Team and Best Evidence Synthesis Programme.

⁹² Education Review Office (2009). *Statement of Intent*, page 7.

⁹³ www.educationcounts.govt.nz

⁹⁴ www.nzqa.govt.nz/ncea/index.html

⁹⁵ www.educationcounts.govt.nz/indicators

⁹⁶ School level statistical data. www.educationcounts.govt.nz/data_collections

⁹⁷ Secondary Qualifications. www.nzqa.govt.nz/qualifications/ssq/statistics/statsreports.doc

194. The Research and Evaluation Team (in the Research Division) leads the Ministry's work on building evaluative (research, evaluation and monitoring) capability. This activity involves ensuring that the Ministry regularly and strategically uses evaluative information (research, evaluation and monitoring data) for decision-making and action. For the Division, this role involves creating the infrastructure and developing expertise within the organisation for effective planning and use of evaluative information.
195. The iterative Best Evidence Synthesis (BES) programme in the Education Information and Analysis Group is a collaborative knowledge-building strategy designed to strengthen the evidence base that informs education policy and practice in New Zealand.⁹⁸
196. The Best Evidence Synthesis (BES) Programme produces syntheses of high quality New Zealand and international education research linked to outcomes about what works to improve professional practice and lift student achievement. To date, two syntheses, *Effective Pedagogy in Mathematics/Pāngarau* and *Te Ako Pāngarau Whaihua and Teacher Professional Learning and Development*, have been selected by the International Academy of Education as the definitive international research in the field and summaries are published on the UNESCO website.⁹⁹
197. Gaining a better understanding of how Ministry staff engage with research in general and BES reports, their information needs and how those needs can be better met, is fundamental in promoting the development of innovative, evidence-based policy.¹⁰⁰

3.1.4 Using system evaluation results

198. As discussed in Chapter 2, the Education Indicators Framework provides monitoring information to inform system-level assessment of key aspects of the education system and changes in education outcomes over time.
199. Education agencies use system-level information in their strategic and business planning and review cycles. In turn, Government makes judgements based on advice from the Ministry of Education, ERO, NZQA, and other contestable advice.

Strategic and business planning

200. A range of system-level data drawn from the Education Indicators Framework and other sources is used in the preparation of the Ministry of Education's Statement of Intent.¹⁰¹
201. In terms of the Managing for Outcomes framework, the preparation of the Statement of Intent relates to the management cycle of setting direction, planning, implementing and delivering and reviewing results, which then feeds back into the cycle to inform future planning, enabling a cycle of ongoing improvement (Figure 5).
202. Within the Ministry of Education, this strategic review and planning is a core function of the Leadership Team.¹⁰²

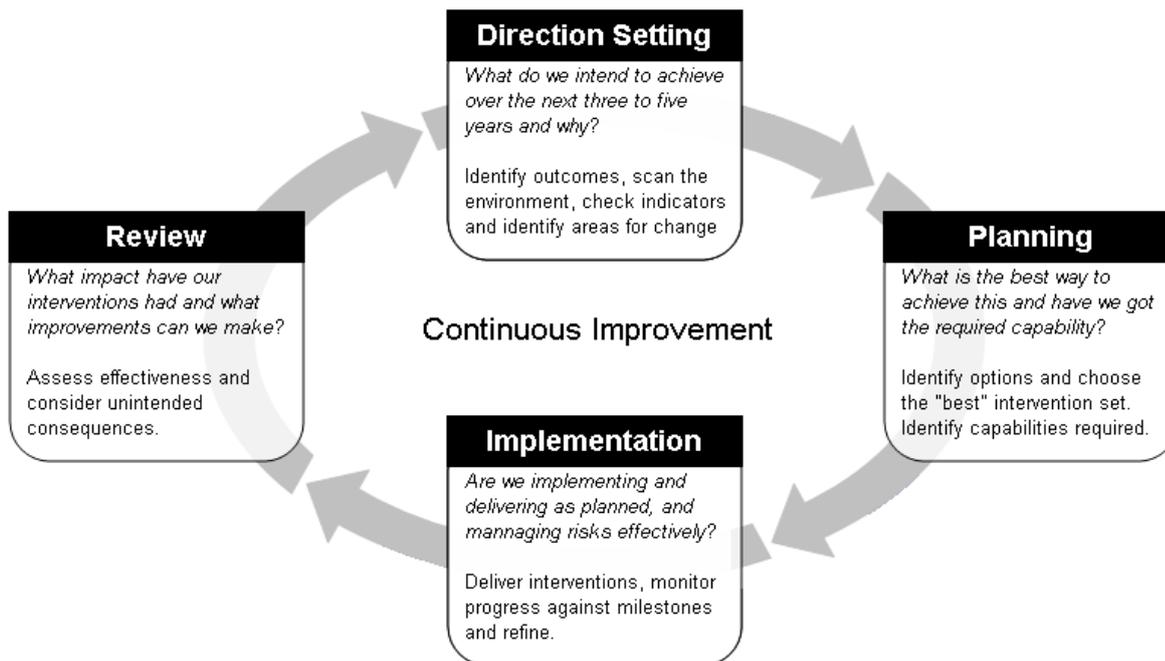
⁹⁸ www.educationcounts.gov.nz/themes/BES

⁹⁹ See www.ibe.unesco.org/en/services/publications/educational-practices.html

¹⁰⁰ www.educationcounts.gov.nz/_data/assets/word_doc/0019/26254/BES_Evidence_Based_Policy_Project61109.doc

¹⁰¹ www.minedu.govt.nz/theMinistry/PublicationsAndResources/StatementOfIntent/SOI2009/4StrategicDirection.aspx

¹⁰² www.minedu.govt.nz/theMinistry/AboutUs/LeadershipTeam.aspx

Figure 5: Continuous improvement cycle¹⁰³

Publications

203. Publications using system-level data are made available by sector agencies and serve two primary purposes: they summarise the 'health' of the education system and the extent to which it is changing (accountability) and disseminate information on best practice to stakeholders (improvement).
204. The Ministry of Education publishes a range of analytical reports related to the performance of the education system overall. These are outlined in Table 5: *Sharing evaluations and building knowledge* (page 25). These reports are approved for release by the Minister of Education and are made available on the Ministry of Education and the Education Counts websites.¹⁰⁴
205. In addition, reports are published by ERO and NZQA. ERO's national evaluation reports are published and publicly available on its website.¹⁰⁵ NZQA also publishes a range of reports, including annual NCEA results.

3.2 Implementation of system evaluation

206. Across the key education agencies there is a wealth of data about system-level performance. Information is available to evaluate each of the purposes set out at the beginning of this chapter. The key issue is how this information is drawn together and synthesised to make overall evaluative judgements about system performance.¹⁰⁶
207. While this is partly a knowledge management issue (managing multiple streams of information) it is also related to the coherence and consistency of the approach to defining and agreeing important system-level outcomes.

¹⁰³ State Services Commission (2003). *Managing for Outcomes: Guidance for Departments* Wellington. www.ssc.govt.nz/display/document.asp?docid=3530&pageno=1#P12_245

¹⁰⁴ Ministry of Education's Education Counts website. www.educationcounts.govt.nz

¹⁰⁵ Education Review Office website. www.ero.govt.nz

¹⁰⁶ The one exception to this is the iterative Best Evidence Synthesis Series, which systematically draws together information that supports the development of effective practice linked to student outcomes.

208. Although New Zealand has established evaluation indicators, there is a need for a framework to support judgements against these indicators (what results would constitute a poor, good or exceptional outcome). Such a framework would facilitate the overall evaluation of the system.
209. There are a number of challenges in implementing system-level evaluation. In primary schooling, student achievement data at the school level cannot be aggregated to system level because of the diverse range of tools used by schools and the variety of approaches to school reporting. The only sources of consistent student or school-level achievement data are international and national assessment studies. This is not the case in secondary schooling where NCEA data can be aggregated from the school level.
210. Data collection based on international and national studies is heavily dependent on the goodwill of schools, since there is no mandatory requirement for them to contribute or encourage participation in system-level achievement studies.

3.3 Policy challenges and initiatives

211. Over the last 5-10 years a range of initiatives have been put in place to improve the effectiveness of system evaluation across public sector agencies.
212. Statements of Intent provide clear priorities about where agencies expect to make shifts in performance, and in recent strategies (for example, *ka Hikitia – Managing for Success* with its Measurable Gains Framework) there is a greater focus on identifying goals and targets and related actions and activities that the evidence suggests will make a difference.
213. A National Student Index (NSI) has also been initiated in the last five years. The NSI is a database maintained by the Ministry of Education. The purpose of the application is to allocate a unique identifier, the National Student Number (NSN), to every student enrolled in an education provider in New Zealand.¹⁰⁷
214. National system-level monitoring (currently NEMP) is also being reviewed and realigned primarily to take into account the introduction of the (revised) *New Zealand Curriculum* in 2010, changes in assessment methodology over the last 10 years and the consequent implications for how data can now be used at the system level.
215. Overall, education sector agencies provide good information on the health of the education system and, in particular, on student outcomes. There is also a growing body of work about what works and what does not work that can inform the development of policy and practice.
216. The ability to link system-level to regional and school-level data is, however, limited. Prior to upper secondary school, system-level outcome data is collected through sample-based studies only. This has some advantages. Among education sector stakeholders there is a general desire for national monitoring data to be low stakes, with a focus on improvement rather than accountability. In existing sample studies, the names of individual students and schools remain strictly confidential to the research team and sample schools.
217. From a system perspective, the lack of comprehensive school-level achievement data does make it difficult to target guidance and support where it is most needed. As indicated in Chapter 2, changes to school planning and reporting associated with the introduction of *National Standards* are expected to result in better school-level information about student achievement in Years 1-8 from 2012.
218. While system-level data provides information that can be related to high-level policy settings within New Zealand, it is not designed to evaluate specific national policies and programmes. Other forms of data are collected for the purpose of evaluating national policies and programmes.

¹⁰⁷ www.minedu.govt.nz/NZEducation/EducationPolicies/TertiaryEducation/ForTertiaryEducationInstitutions/NationalStudentIndex/Background.aspx

219. Education sector agencies have a strong record of publication and place an emphasis on making system-level monitoring and evaluation evidence available to all stakeholders. The focus is now on ensuring information is accessible in the way it is written and disseminated.

Chapter 4: School assessment

This chapter outlines both the external and internal processes for assessing New Zealand schools. It focuses on the framework for assessment, the implementation of procedures, the expertise of evaluators and how the information is used.



4.1 Current practices

4.1.1 Overall framework for school assessment

220. School assessment is undertaken in two main ways:
- audits check financial probity and compliance;
 - reviews check accountability and improvement. Both approaches use internal and external processes.
221. Schools report annually on their financial accounts to the Office of the Auditor-General and include the Auditor-General's report in their annual report to the Ministry of Education. Boards of Trustees also report each year to the Ministry of Education and their communities on progress against the student achievement targets they set for themselves in their school charters.
222. Schools undertake a self-audit of compliance issues and prepare a Board Assurance Statement that is checked by the Education Review Office as part of the school's regular external review process.

Self review

223. Schools are required to undertake ongoing self review to inform strategic planning, priorities and resource allocation. School self reviews also contribute to the external (ERO) reviews, which, most commonly, are conducted on a three-yearly cycle.¹⁰⁸ Both audits and reviews are compulsory under the Education Act (1989). Some schools may voluntarily undergo further assessments relating to their religious or philosophical basis, for example, Catholic schools are reviewed three yearly by the Catholic Diocese.
224. In practice, the quality of school self review is variable. In 2007, ERO indicated that around half of schools were using assessment information well to inform teaching and school decision-making.¹⁰⁹ In recent years building the capability of teachers, school leaders and Boards of Trustees to engage in effective school review has taken on a higher priority.
225. ERO has begun to use the quality of self review as one of the criteria for determining how soon a return visit should be made to a school. To support this approach, ERO has updated the review process, rewritten documentation and provided workshops for principals, Board chairs and school leadership teams to build their understanding of, and skill in, conducting self review. ERO's interest is in how schools use self review to make decisions that build continuous improvement.

¹⁰⁸ Secondary schools are also reviewed on a three-yearly cycle by NZQA as part of the MNA process.

¹⁰⁹ ERO (2007). *The Collection and Use of Assessment Information in Schools*. Wellington: Education Review Office.

External review

226. The external assessment of the quality of education in all pre-tertiary education institutions – early childhood education services, State primary and secondary schools, including Kura Kaupapa Māori, schools of special character and home schooling situations – is undertaken by the Education Review Office (ERO). ERO was established under the State Sector Act 1988 as an independent government department.
227. ERO also evaluates the quality of education in private (non-State schools) every three years but with a more limited focus on ‘efficiency’ (as required under the Education Act Section 35A and Part 28).¹¹⁰ There are currently fewer than five percent of schools that are registered as ‘private’ under this legislation. Many schools that might be considered ‘private’ in other countries, such as Catholic or other faith-based schools, choose to be ‘integrated’ into the New Zealand education system. They accept State funding, teach *The New Zealand Curriculum* and are reviewed in the same manner as State schools.
228. Until recently, ERO’s external reviews of schools had three areas of focus: compliance issues; education reviews, including the school’s specific focus area; and areas of national interest (where data is aggregated across a wide range of schools to produce a system-wide analysis). This approach is currently being refined to make schools’ self reviews and ERO’s external review more complementary.
229. ERO aims to balance its two roles – accountability and improvement – by reporting on the quality of education within the school and making recommendations for improvement. The balance of accountability and improvement roles has changed over the years to increased self-accountability for schools and a greater focus on continuous improvement by ERO.
230. Complementary evaluation takes the approach that schools know their contexts best and they are expected to bring their own evaluative lens from an internal perspective. ERO brings an external lens from the broader knowledge of what happens in all other schools in the country and what effective practice looks like. ERO reviewers as the secondary evaluators use their expertise to triangulate, confirm or challenge the school’s findings.
231. ERO reports go to the school through its Board of Trustees and are available publicly from ERO’s website. ERO will return to a school in a shorter timeframe if it is deemed necessary to support that school’s development.
232. ERO’s reports are seen as ‘high stakes’ by schools because of their public nature. The reports provide a comprehensive picture of what is happening in a school at that point in time and indicate whether ERO is confident that the school can continue to function effectively or whether some form of intervention is necessary. The Minister can, at any time, request that ERO conducts a special review of a school if an issue arises that needs further investigation.
233. ERO’s review reports do not rate or rank schools and are not intended to be comparative. However, the media, especially community newspapers, do pick up on ERO reports and further publicise findings. Wider coverage is given to high profile issues. Attempts are also made by some media to rate or rank schools, usually secondary schools, through national examination results or value-added scales. Parents also use ERO reports to make choices about schools their children will attend.

¹¹⁰ ‘Efficient’ means, among other things, having suitable premises, staffing, equipment, and curriculum; and giving students tuition of a standard no lower than that of the tuition given to students enrolled at primary, secondary and special schools of the same class. www.legislation.govt.nz/act/public/1989/0080/latest/DLM178265.html

234. Where ERO determines that intervention is needed, usually because student welfare or learning is at risk, it makes a recommendation to the Ministry of Education. The Ministry of Education can choose from lighter interventions, for example, requiring a Board of Trustees to seek specialist support, to the appointment of a limited statutory manager to work on a particular aspect of school operations, through to the dissolution of a Board of Trustees and the appointment of a commissioner to govern the school. A school Board can itself ask the Ministry of Education for help and the Ministry of Education, on its own initiative, can choose to intervene.
235. To achieve the improvement aim, ERO examines the extent to which the school focuses on the educational achievement of all its students, especially those at risk of underachievement. In the New Zealand context, this requires particular strategies for meeting the educational needs of Māori and Pasifika students. The review investigates how the school uses its own self-review processes to determine priorities, make and implement strategic decisions and to monitor its efforts towards continuous improvement. ERO identifies areas for development and confirms or challenges areas that the school's self review has highlighted as strengths and weaknesses.
236. ERO's evaluative judgements are guided by a set of indicators. Outcome indicators directly link what is happening in the school to the desired outcomes (for example, measures of student engagement, achievement and progress). Process indicators are based on factors that research and practice show influence or impact on student engagement, achievement and progress (for example, professional leadership, effective teaching, and an inclusive school culture).
237. In the past, where ERO was not confident that a school could continue in the regular review cycle and recommended a supplementary review (in a timeframe shorter than the normal cycle), the option of a post-review assistance workshop was available. This meeting brought together the Board of Trustees chair, the principal, ERO, the Ministry of Education and other individuals or agencies that could assist the school in developing an action plan to work on the identified priorities. ERO is currently developing a methodology that incorporates post-review assistance into a longer-term process.
238. In terms of articulation with other forms of evaluation, ERO has the power to access all school documentation, including student assessment results, Board of Trustees reports, financial documents, minutes of meetings, as well as teacher appraisal and professional development plans. How schools analyse assessment information and make decisions are an important part of both self review and ERO's external reviews. ERO also looks at teacher appraisal documents and professional learning plans, within the context of school-wide planning and decision-making. Reports do not assess individual teachers but do comment on teacher quality overall and areas that need attention.
239. Although the main focus of a review is to furnish a report on each school, ERO also gathers data on areas of national interest. Data is generally collected at the time of a regular review and aggregated to provide a broader picture of an issue, an initiative, a policy or a curriculum area. These topics can be determined by ERO, requested by the Minister or Ministry of Education, or suggested by a stakeholder group. These reports provide valuable information at a regional or system-wide level. ERO undertakes 12-15 national evaluations per year. These are available to schools and other educational groups in hard copy or electronically.

4.1.2 School assessment procedures

240. ERO has developed a comprehensive methodology that is regularly revised and updated in line with national and international research and effective practice. The aim is for national consistency and credibility but reviewers coordinating reviews are able to use discretion in adapting the methodology to meet the needs of individual settings.

241. The overarching guidelines for school review are found in ERO's *Manual of Standard Procedures*, which set out the purpose, rationale, and procedures in detail in order to ensure coherence and consistency. There are various templates to assist with this consistency.
242. The methodology is outlined in ERO's *Framework for Reviews* and the *Evaluation Indicators* documents.¹¹¹ There are four distinct methodologies and sets of indicators to match four distinct approaches. There is an approach for schools, for early childhood education services, for Kōhanga Reo and for Te Aho Matua Kura Kaupapa Māori. The framework for reviews and relevant indicators are available to schools so that they can prepare for their reviews and feel confident that they understand the parameters of the process. A booklet entitled *Getting the most out of your ERO review* outlines the process in layperson's language.
243. Each review is conducted by a team comprising a variety of experience and skills. All efforts are made to match the team to the school (for example, prior teaching/management experiences in the relevant sector) and include Māori or Pasifika reviewers for schools with high numbers of these students. There is a separate Māori unit, Te Uepū-ā-Motu, which conducts reviews in Te Aho Matua Kura Kaupapa and Kōhanga Reo. There are also Māori reviewers who work in the generalist teams, as all schools are expected to report on the education provisions for their Māori students.
244. The conceptual framework for school reviews, until recently, was based on the Chain of Quality' which linked the four elements of effective governance, professional leadership, high quality teaching and student achievement in the context of a positive and safe school environment with involved families and communities.
245. The chain of quality was adapted in various ways to meet the philosophies of the three other approaches in their relevant documents. Current revisions to the methodology for schools retain the essence of the chain of quality but include six dimensions: student learning – engagement, progress and achievement; governing the school; leading and managing the school; effective teaching; safe and inclusive school culture; and engaging parents whānau and communities.
246. Prior to a review, the school and ERO exchange relevant information. This exchange might include whether or not the school wants to make use of a Friend of the School (someone selected by the school to shadow the review team). The review team then conducts a scoping exercise to determine timing and priorities. An initial meeting between ERO and the Board of Trustees helps firm up expectations and processes and build relationships before the on-site visit takes place.
247. The on-site investigation and synthesis takes place over several days and involves a team of reviewers. ERO uses a range of data-gathering strategies – document analysis; review of student assessment and other quantitative and qualitative data; results of school self review; meetings, interviews and conversations with Board of Trustees members, the principal, school management team, teachers, general staff, students, parents, whānau and iwi, and other groups relevant to that school's context and location; classroom and playground observations; and other strategies that might arise in a specific situation.
248. The evaluation indicators provide detailed evaluative questions, prompts, indicators and data sources to guide reviewer data collection strategies, questions, analysis and judgements. The indicators are statements of what ERO would expect to find in a high performing school and break each dimension into sub-categories. The indicators are underpinned by research, such as the Ministry of Education's Best Evidence Syntheses, and ERO's experience of effective schools. The indicators are not devised to be a checklist but a guide against which reviewers use their professional judgement. Schools have access to the indicators so that the process is open and transparent and are encouraged to use the indicators in preparation for the review visit and for their own self review.

¹¹¹ www.ero.govt.nz

249. The school is kept informed of the ongoing analysis and synthesis of the tentative findings, with opportunities to contribute to the process. Before leaving the site, ERO will present a verbal report. An unconfirmed written report follows several weeks later. This report will have gone through a quality assurance process at ERO, with a peer reviewer checking the evidential file against the judgements. The school will have a final opportunity to comment on the findings before the report is confirmed and forwarded formally to the Board of Trustees and made public.
250. Each final ERO report informs a school when they can expect their next review – within one or two years (if ERO determines there are issues to be addressed), within three years (the norm), or within four to five years (if the school has strong self-review processes and meets criteria that would indicate it is a high performing school). Schools therefore have an idea of the approximate timing of their next review. This will be confirmed in writing nearer the on-site visit, with time for the school to undertake any preparation necessary. ERO is willing, in extenuating circumstances, to negotiate the rescheduling of the on-site visit.

4.1.3 Competencies to assess schools

251. ERO evaluators (review officers) are statutory officers designated under the Education Act and hold powers of entry, investigation and reporting. They carry a formal designation, which they present on arrival at a school and wear an identifying name badge.
252. Review officers are generally recruited from the ranks of experienced educators – principals, senior management, early childhood education supervisors, and school advisors. They are given an intensive induction programme and are mentored through their early reviews by a Senior Review Officer. New reviewers are supported to undertake postgraduate study in evaluation theory and practice. Ongoing personal and professional development is part of their contract.
253. Individual review officers are appraised against a set of evaluator competencies and given regular feedback from the Manager of Review Services. There are processes in place, through Human Resources, to manage competence or conduct issues. A Code of Conduct sets the expectations for reviewer behaviour and this has recently been aligned to the State Services Commission's Standards of Integrity and Conduct. Review officers are also encouraged to be reflective as part of their appraisal and general practice. Many review teams conduct a reflective activity at the end of each review in order to improve their individual and team performance.
254. ERO has undergone several ministerial reviews since its establishment, resulting in shifts in its role and function.¹¹² The introduction of the Friend of the School was a response to the most recent review. The Friend of the School was initially to act as a conduit between ERO and the school but in more recent times has become an active participant in the review process and often works with the school once ERO has concluded its visit to assist the school in meeting the recommendations made.
255. Quality assurance is maintained at the operations level through strategies such as: regular surveys of schools that have recently had reviews; a robust complaints procedure; regular meetings throughout the year with approximately 30 stakeholder groups from unions, sector groups and other agencies; the use of internal and external reference groups; and the use of evaluator and leadership competencies.
256. Organisationally, ERO has a Risk and Assurance Committee, chaired by an external person; is involved in the State Services Performance Improvement Framework; is audited by the Office of the Auditor-General; conducts an internal Gallup workplace satisfaction survey; produces an annual Statement of Intent, outlining its

¹¹² Austin, M., Parata-Blane, A., & Edwards, W. (1997). *Achieving excellence: A review of the education external evaluation services*. Wellington: Ministry of Education. Rodger, S., Holden, J., Meade, A., Millar, A., & Smith, B. (2000). *Report to the Minister of Education: A review of the roles and responsibilities of the Education Review Office*. Wellington: Ministry of Education.

performance indicators; and provides an Annual Report that details the extent to which the indicators have been met. In 2009, ERO published *He Toa Takitini: Outcomes for Māori, A Strategy and Implementation Plan* to meet its commitments in this area.

257. Schools have access at any time, through ERO's website, to the *Evaluation Indicators* and *Framework for Reviews* documents and guidelines for preparing the Board Assurance Statement. ERO holds regular meetings in its regions for schools that have a forthcoming ERO review. At the individual school level, schools are provided all the necessary material, along with formal notification of the visit. This is followed by an exchange of information, part of which requires the school to reflect on the progress made since the last review.
258. The current changes to ERO's methodology increase emphasis on the school's self review. This approach has required schools to develop their understanding and expertise in self review. ERO has played an evaluation capacity-building role both within and outside the context of the review process. Workshops for school leadership teams, Chairs of Boards of Trustees and Friends of the School have been held throughout New Zealand to enhance schools' self-review capabilities.
259. Within the review process, ERO reviewers articulate the review process and focus on strategies that build evaluative relationships, model a range of data-gathering, analysis and judgement-making activities and seek to improve the school's understanding of the role of self review in a longer term developmental process.
260. Schools are encouraged to build the results of an ERO review into their long-term planning. Where schools are not performing well, support is given to determine priorities and develop an action plan (as in the PRA workshop). Schools are expected to seek support through the Ministry of Education and other sources to address the recommendations in ERO reviews.

4.1.4 Using school assessment results

261. The use of assessment information to inform self review and school improvement varies across the system, depending in part on the quality of school leadership. School assessment results also serve an accountability function. However, as indicated in Chapter 2, under New Zealand's devolved system, schools have a high level of flexibility to determine the way in which they analyse and report to their communities and the Ministry of Education. As a result, the nature and quality of student assessment information contained in annual reports and school charters varies significantly across schools.
262. At a system level, the variance in school reporting limits the Ministry of Education's ability to use annual planning and reporting data to identify schools or target support, on the basis of student achievement or progress. From 2012, changes to school planning and reporting linked to *National Standards* are expected to result in better school-level information about student achievement in Years 1-8. In secondary schools, student achievement information is available through the data held by NZQA.
263. At an individual school level, the results of external ERO reviews are provided to the School Board of Trustees. In collaboration with the school's leadership team, the Board are expected to build the results into their long-term planning and self-review procedures. ERO will return within a pre-determined timeframe to check on how these recommendations have been addressed. The public nature of school reports means that schools take the findings seriously and creates pressure for schools to meet recommendations made.
264. ERO does not aggregate school-level student assessment results. Reviewers evaluate the quality of school processes and how these contribute to school effectiveness. ERO is able, however, to collate information gathered in the individual reviews to provide system-wide reports and policy advice to the Minister or Ministry of Education on issues of national interest. For example, ERO furnishes reports on issues, such as Māori or Pasifika student achievement, and on the topics selected for a national evaluation, such as the implementation of

a new policy or an area of the curriculum. Thematic national evaluation reports often include case studies of good practice to disseminate good practice and build capability in those areas.

4.2 Implementation of school assessment

265. All schools are reviewed, in general, every three years. ERO's 2009 Annual Report outlines the reviews it undertook in the 2008-2009 financial year:
- 1,222 reviews of early childhood education services (of which there are approximately 4,000);
 - 837 school reviews (of which there are approximately 2,800);
 - 620 home school reviews, 29 private school reviews; 53 PRA workshops for early childhood education services and 62 for schools;
 - readiness audits for four new schools.
266. In 2008-2009, ERO produced 19 national evaluation reports, which included Māori education, Pasifika education, special education, education for students at risk of not achieving, international student provision, teacher professional learning and development and other areas of interest.
267. ERO data from individual reports and national evaluations showed that schools provide high quality education when they:
- focus on meeting the potential of learners through an analysis of progress and achievement;
 - understand and use assessment to improve the achievement of students;
 - use achievement information to drive school improvement;
 - promote leadership in an inclusive culture;
 - enhance effective teaching;
 - engage their communities;
 - use their targeted funding for the benefit of their students;
 - implement coherent policies and practices in a cycle of continuous self review.
268. There is little New Zealand-based research on the impact of external evaluation on schooling improvement. Two studies show that schools act on the recommendations from the review process. Nees (2007) found that schools do respond to their ERO recommendations. Every school in his study had made progress towards achieving the intent of ERO's recommendations.¹¹³ Parsons (2006) found that while there was variability in the way reviews were conducted by ERO and received by schools, "the influence of external evaluation in the context of New Zealand schooling is pervasive, multi-faceted and subtle".¹¹⁴ Schagen and Wylie (2009) reported that three quarters of the primary principals in their survey found ERO's affirmation of their approach to improvement to be the main outcome of the most recent ERO review.¹¹⁵
269. In 2008-2009, ERO met with representatives of over 30 education sector organisations, the business community, iwi and local bodies. ERO engaged a contractor to conduct interviews with the Ministry of Education and three other agencies about the relevance, usefulness and use made of national and contractual reports. The findings showed that the reports provided high quality, relevant and useful information. The impact of the reports was more positive when relevant personnel involved were fully briefed, involved in the development process and able to comment before the reports were finalised.

¹¹³ Nees, P. (2007). *Schools and their ERO recommendations: A study of six Wellington area schools*. www.educationalladers.govt.nz/content/download/744/6082/file/nees-sabbatical-06.pdf

¹¹⁴ Parsons, R.M. (2006). *External evaluation in New Zealand schooling*. Unpublished doctoral thesis. Palmerston North: Massey University.

¹¹⁵ Schagen, S., & Wylie, C. (2009). *School resources, culture and connections*. Wellington: NZCER.

270. After every review report is confirmed, ERO asks Boards of Trustees and school leaders to complete a questionnaire on their review. The responses in 2008-2009 showed an increasing perception of the usefulness of ERO's review process and confirmation that findings from previous reviews had been used to improve the quality of education in schools.
271. A further random survey undertaken in 2008-2009 by schools some fifteen months after a review, received an 82 percent response rate. The majority of schools found the ERO process and report to be useful or very useful in informing school developments. Most respondents found the discussion to be very useful. The three areas where the review process and report had most impact were building on strengths, addressing weaknesses and improving self review.
272. As ERO reviews have been in operation for over 20 years, there is less anxiety about the review process than when reviews were first introduced. Schools are reporting higher levels of confidence in understanding their roles in the review and the clarity of the review process. ERO is seen as being willing to build relationships, make the review process and criteria open and transparent, and share its expertise by building self-review capacity.
273. There is now broad acceptance that the review process is important for providing assurance that schools are providing high quality education and identifying where this is not happening. Teacher unions, national and regional principals groups, other teacher professional organisations, the School Trustees Association, parent-teacher associations, Te Aho Matua Kura Kaupapa Māori Runanga Nui, Iwi groups, Pasifika community groups and other interest groups, including other education agencies, provide their views on specific concerns, larger issues and the possible directions for school reviews through a variety of means.
274. As individuals or representatives of groups they can ask questions or raise concerns through ERO's Public Affairs section, the complaints procedure, through the various surveys ERO undertakes, by lobbying their MP to ask questions in the House, at a variety of ERO public meetings or speaking engagements or through external reference groups and ERO-sector liaison meetings.

4.3 Policy challenges and initiatives

275. The focus of school self review has changed in recent years from an emphasis on management and policies, towards a much greater focus on the analysis and use of assessment information in order to lift student achievement.
276. Collaboration between the Ministry of Education and New Zealand educationalists has led to the publication and dissemination of a best evidence synthesis *School Leadership and Student Outcomes: Identifying What Works and Why* in 2009.¹¹⁶ A series of self-review tools to support Boards of Trustees, school leaders and teachers to use *National Standards* in reading, writing and mathematics to improve students' learning and achievement within *The New Zealand Curriculum*, have been made available in 2010.
277. Current initiatives to improve the effectiveness in school assessment through ERO reviews are part of ERO's Building Capacity in Evaluation Project. This project has been in place for two years, with the first year focusing on building reviewer understanding of the role that self review plays in external review and how reviewers might build evaluation capacity as part of the review process.
278. Alongside this has been the updating of the *Evaluation Indicators, Framework for Reviews* and *Manual of Standard Procedures*. A related aspect of reviewer professional learning has been building knowledge of

¹¹⁶ Robinson, V., Hohepa, M., & Lloyd, C. (2009). *School Leadership and Student Outcomes: Identifying What Works and Why: Best Evidence Synthesis Iteration (BES)*, Wellington: Ministry of Education.
www.educationcounts.govt.nz/publications/series/2515/60169/60170

assessment tools and processes. The second year focused on delivering workshops on self review to principals, leadership teams and Boards of Trustees. Case studies of good practice in self review and self-review support material have been developed alongside the workshops.

279. The costs of these developments have been minimal as the internal initiatives were part of ongoing professional development and learning for reviewers. The workshops were conducted in conjunction with principals associations, with minimal venue costs and small travel and materials budgets.
280. In 2009, 35 workshops were delivered by a national facilitator and supporting local senior reviewers to over 1,200 participants across New Zealand, including relatively isolated areas. Workshop feedback was positive and reviewers are reporting improved self-review processes from schools that attended the workshops. Further workshops were planned for 2010.
281. A further initiative began in 2010, in response to ERO developments, stakeholder feedback and a request from the current Minister, was a project to refine the school review methodology to provide more support for schools where ERO is not confident in their ability to drive their own self improvement (those given a one to two-year return timeframe) and less to those where ERO is highly confident (those given a four to five-year return time). This differentiated review policy is receiving favourable responses from sector stakeholders.
282. In order to meet its commitment to the Treaty of Waitangi and its stated intention to focus on promoting success for Māori learners, ERO has published and presented workshops to staff on its strategy: *He Toa Takitini: Outcomes for Māori, A Strategy and Information Plan*.
283. Work continues on refining the reporting of school reviews and engaging with a wide range of stakeholders to ensure confidence in ERO's role in the education sector.

Chapter 5: Teacher appraisal

Teacher performance has a strong link with student outcomes. This chapter outlines the approach New Zealand uses to appraise teacher performance.



5.1 Current practices

5.1.1 Overall framework for teacher performance management

284. The functions, roles and responsibilities associated with the management of teacher performance are distributed across the Ministry, NZTC, schools and ERO. The performance management framework aims to ensure that all students in New Zealand schools experience effective teaching.
285. The framework for teacher performance management incorporates both accountability and improvement purposes. In the context of self-managing schools, the Board of Trustees is accountable for overall personnel management. Responsibility for staff performance management is usually delegated to the principal. School leaders, therefore, have a pivotal role in establishing the school conditions for teacher appraisal, the quality and implementation of teacher appraisal procedures and the use of appraisal results for improvement.
286. The outcomes of teacher appraisal are used for different purposes. These purposes include: teacher registration, attestation for the purposes of salary progression and improving professional practice.
287. The regulatory framework for teacher appraisal has a number of components:
- the legislative framework provided by the State Sector Act (1988) and the Education Act (1989);
 - mandatory requirements for performance management in schools, *Guidelines on Performance Management Systems* (1997);
 - two sets of professional standards: professional standards embedded in the *Guidelines on Performance Management Systems* and the Primary and Secondary Teachers Collective Employment Contracts, and the *Registered Teacher Criteria* developed by NZTC;
 - teacher appraisal for accountability purposes: registration against the standards set by the NZTC for entering the teaching profession and maintaining ongoing membership; and attestation against the professional standards for salary progression;
 - teacher appraisal for improvement purposes linked to ongoing professional learning and development to improve teaching and learning linked to either set of professional standards.
288. The framework of standards used for teacher appraisal focuses on professional values, knowledge, practices and relationships, and includes an expectation that teachers analyse and reflect on evidence to improve their teaching practice. The link between teacher appraisal and other forms of evaluation, such as student assessment and school assessment is, however, likely to vary between schools, depending in part on the quality of school leadership.
289. Recent changes to the registration standards, now called the *Registered Teacher Criteria*, developed by NZTC, place a much stronger focus on student learning outcomes, including teachers' analysis and use of student assessment information. The Ministry of Education's new self-review tool for school leaders also guides them towards analysing classroom and school-wide assessment information in order to inform school priority setting, professional development planning, and changes to teaching practice. This shift towards a greater focus on

student achievement is reinforced by recent amendments to centrally-managed professional development contracts for school leaders.

290. In its accountability role, ERO reviews schools' compliance with the legislative requirements in terms of the State Sector Act (1988) and the Education Act (1989) as well as the quality of the policies and practices associated with school performance management systems. Where there are issues with student achievement, ERO will investigate the quality of school processes associated with, for example, classroom teaching, assessment, self review and planning, professional leadership, personnel and resource management, and identify areas of focus for improvement.

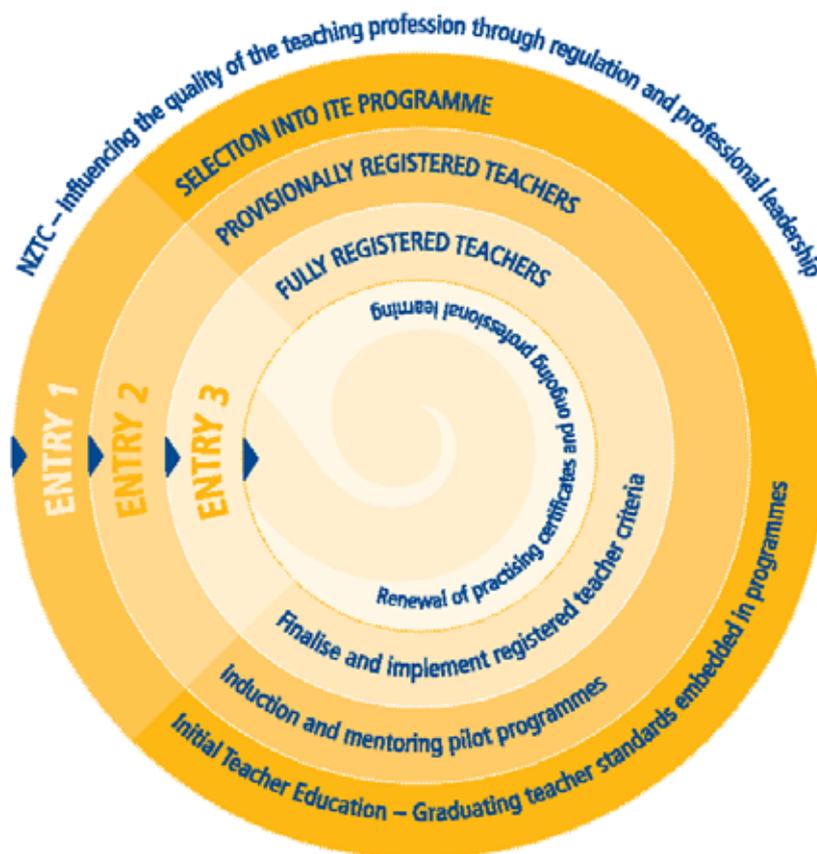
Role of the New Zealand Teachers Council

291. NZTC has regulatory and professional leadership functions in relation to teacher performance management. Significant functions related to teacher performance include:

- setting standards for entry to, and maintaining ongoing membership of, the profession;
- setting requirements for and approving initial teacher education programmes;
- carrying out processes for the registration of teachers (the issue and renewal of teachers' practising certificates);
- carrying out processes for dealing with issues of competence and discipline of teachers;
- supporting the development of teachers' knowledge and understanding of the standards and the commitments of the teaching profession, including the *Code of Ethics for Registered Teachers*.

292. In recent years, NZTC has focused its work programmes on points of leverage associated with entry to, and ongoing membership of, the profession. An overview of teacher career progressions is shown in Figure 6.

Figure 6: Registration and career progression of teachers



Teacher professional standards

293. There are two sets of professional standards for teachers in New Zealand. These sets of standards were developed separately, by different agencies for different purposes.
294. The requirements for teacher performance management in schools are prescribed by the Secretary for Education, in accordance with section 77C of the State Sector Act (1988).¹¹⁷ Professional standards for teachers (see, for example, Annex 5) and guidelines to support their implementation, were developed when performance management systems were introduced in schools (1997).
295. In 1999, as part of the Government's negotiation of the Primary and Secondary Teachers Collective Employment Contracts, these professional standards were included in the agreements to provide a basis for annual attestation for movement up the salary scale. As a consequence these standards have assumed greater importance because of their link to pay progression for teachers through the attestation process.
296. These professional standards describe three levels of teacher development:¹¹⁸
- Beginning Classroom Teachers - provisionally registered teachers (teachers in the first two years of teaching);
 - Classroom Teachers – registered teachers who have generally been teaching for between three and five years;
 - Experienced Classroom Teachers – generally teachers who have had three successful attestations at the classroom level.
297. There are additional standards for Deputy Principals and Assistant Principals (Primary Schools) and for holders of units of additional responsibility (Secondary Schools), which must be met in addition to the classroom teacher standards, for those in leadership and management roles.

Registered Teacher Criteria and Graduating Teacher Standards

298. The *Registered Teacher Criteria* and the Graduating Teacher Standards were developed by NZTC in consultation with the sector.
299. Until 2009, a set of standards called the 'Satisfactory Teacher Dimensions' were used to determine what constituted a satisfactory teacher for the purposes of registration. Teachers were assessed against the following dimensions: professional knowledge, professional practice, professional relationships and professional leadership. NZTC required satisfactory performance in these dimensions (a minimum level of acceptability) for its purposes under the Education Act 1989.
300. In 2010, the 'Satisfactory Teacher Dimensions' were replaced by the *Registered Teacher Criteria* (Annex 6), which describe the criteria for quality teaching that are to be met by all fully registered teachers and guide the learning of provisionally registered teachers (PRT). The criteria relate to two dimensions of practice: professional relationships and professional values; and professional knowledge in practice. The *Registered Teacher Criteria* will be progressively implemented 2010-2013.

Graduating Teacher Standards

301. Graduating Teacher Standards have been in place since 2008. NZTC developed Graduating Teacher Standards in response to a demand from the teaching profession for more consistency in the quality of all graduates from all teacher education programmes.

¹¹⁷ Section 77C provides for the Secretary for Education to prescribe matters to be taken into account when assessing the performance of teachers.

¹¹⁸ The terminology below describes the levels for secondary teachers. The term *Fully Registered Teachers* is used instead of *Classroom Teachers* in the professional standards for primary teachers.

302. There are seven Graduating Teacher Standards (Annex 7). These relate to: Professional Knowledge; Professional Practice; and Professional Values and Relationships. The standards apply to all graduates, including Māori-medium settings. Teacher education providers must demonstrate that new teaching programmes, and those for which they are seeking re-approval, align with the Graduating Teacher Standards, if they are to gain approval to run the programmes. Courses are approved every five years so that by 2012 all courses should have been tested against the standards.
303. There is currently no process for ensuring each graduate has met the standards. Initial Teacher Education providers decide whether the graduating student has met the standards and can therefore apply to the NZTC for provisional registration and seek employment as a teacher. There is no moderation of how these standards are applied. Quality assurance occurs at the design stage rather than the decision stage.

5.1.2 Teacher appraisal procedures

Appraisal for registration purposes

Compulsory registration

304. Registration is compulsory for teachers. The Education Act 1989 requires teachers to be ‘satisfactory’ practitioners and, when renewing their practising certificates every third year, to satisfy the NZTC that they remain so.

Requirements for teacher registration

305. Performance management and legal requirements for teacher registration need to be incorporated into any performance management system operating in a school. Each Board of Trustees must identify both performance expectations and development objectives based on key performance areas and/or key performance responsibilities. This policy is consistent with the requirements of NZTC, particularly the organisation of an induction and mentoring programme to be offered to teachers who are registered provisionally or subject to confirmation. An effective performance management system in a school needs to include a method for ensuring that an accurate picture is maintained of how teachers continue to meet the dimensions and criteria by which NZTC deems a teacher ‘satisfactory’ (*Registered Teacher Criteria*).
306. The following registration requirements should be contained within an effective Performance Management System:
- the induction and mentoring of teachers registered ‘provisionally’ and ‘subject to confirmation’;
 - the ‘satisfactory teacher’ dimensions for all teachers (the *Registered Teacher Criteria* from 2010), affirmed when the practising certificate is renewed or a Provisionally Registered Teacher (PRT) applies to move to full registration;
 - the professional learning and development undertaken for all teachers, affirmed when the practising certificate is renewed.
307. The recommendation to move to full registration is based on the professional judgement of the principal and school leaders. At the conclusion of two years teaching as a PRT the principal is required to attest that a PRT has undertaken an induction and mentoring programme over a period of two years and has been satisfactorily assessed against the registration criteria. The PRT can then apply to move to full registration and the principal must sign registration application declarations.
308. Similarly, the renewal of practising certificates is based on the judgement of professional leaders in schools. The renewal process assumes that leaders have carried out appraisals of teachers confirming that they meet the

dimensions of satisfactory performance (in the *Registered Teacher Criteria*) and have completed satisfactory professional development.

Requirements for the appraisal of teachers

309. Teacher appraisal is compulsory, serves both improvement (professional development) and accountability functions and is a process that is internal to the school.
310. The *Guidelines on Performance Management Systems*¹¹⁹ specify a number of requirements that Boards of Trustees, as the employers of teachers, must adhere to when assessing teacher performance. The requirements include principles that underpin teacher appraisal policies and processes, specific features of the appraisal process and aspects that should be appraised.
311. Boards of Trustees have flexibility in designing performance appraisal systems appropriate to their school and community, within a minimum quality assurance and accountability framework.¹²⁰

Principles

312. Boards of Trustees must ensure that policies and procedures for the appraisal of teacher performance are part of an integrated performance management system operating within the school. The policies and procedures should be appropriate for teachers, the school and its community context; developed in a consultative manner; be open and transparent; have a professional development orientation; be timely and helpful to the individual teacher; and consider matters of confidentiality.

Features of the appraisal process

313. The Board of Trustees is responsible for ensuring that:
- a policy for the appraisal of teacher performance is in place in accordance with the above principles;
 - responsibility for the implementation of the appraisal policy and process is formally delegated to a professionally competent person or persons;
 - the appraisal process for each teacher is completed in accordance with the policy;
 - each teacher participates in the appraisal process at least once within a twelve-month period;
 - the school has a specified process for dealing with disputes.
314. Boards of Trustees (through the person(s) responsible) must ensure that the appraisal process includes the following elements:
- the identification of an appraiser and the development of a written statement of performance expectations, in consultation with each teacher;
 - the identification and written specification of one or more development objectives to be achieved during the period for which the performance expectations apply;
 - for each development objective, the identification and written specification of the assistance or support to be provided;
 - observation of teaching (for those with teaching responsibilities) and self-appraisal by the teacher;
 - an opportunity for the teacher to discuss their achievement of the performance expectations and the development objective(s) with their appraiser;
 - an appraisal report prepared and discussed in consultation with the teacher.

¹¹⁹ www.lead.ece.govt.nz/sitecore/content/minedu/home/NZEducation/EducationPolicies/Schools/SchoolOperations/EmploymentConditionsAndEvaluation/PerformanceManagementSystems.aspx

¹²⁰ The Education Act (1989) gives school Boards the control of the management of schools with wide ranging powers, which include the authority to appoint, suspend or dismiss staff.

Aspects that should be appraised

315. Boards of Trustees (through the person(s) responsible) must ensure that the performance expectations for teachers relate to the key professional responsibilities and key performance areas of their positions. Key responsibilities and performance areas include:
- teaching responsibilities (such as planning and preparation, teaching techniques, classroom management, classroom environment, curriculum knowledge, and student assessment);
 - school-wide responsibilities (such as contribution to curriculum leadership, school-wide planning, school goals, the effective operation of the school as a whole, pastoral activities and student counselling, and community relationships);
 - management responsibilities (such as planning, decision-making, reporting, professional leadership, and resource management).

Principal appraisal

316. In the context of this chapter it is important to note that principals are appraised on personnel management issues (NAG 2).¹²¹
317. Principals, who as chief executives of school Boards are responsible for teacher appraisal, are also subject to assessment.¹²² School Boards of Trustees appraise the principal and must:
- formulate an appraisal policy;
 - clarify the principal's role regarding performance expectations;
 - fund development objective(s);
 - develop and sign an annual performance agreement;
 - arrange for the operation of suitable appraisal processes;
 - review their practice for principal appraisal.
318. The implementation of management expectations associated with the National Administration Guidelines (NAGs) in schools are generally delegated by the Board of Trustees to the principal and set out in a principal's job description:
- curriculum management (NAG 1);
 - personnel management (NAG 2);
 - financial and property management (NAG 3);
 - school planning and self review (NAG 4);
 - managing the physical and emotional environment of the school (NAG 5);
 - school administration (NAG 6).

School implementation of appraisal procedures

319. Because Boards of Trustees have flexibility in the design of performance appraisal systems appropriate to their schools and communities, teacher appraisal procedures within individual schools vary widely.
320. Usually, Boards of Trustees delegate the responsibility for staff performance management, including teachers, to their principals. Depending on the size of the school, principals might either delegate the responsibility for teacher appraisal to a professionally competent third party or perform the duties themselves. The appraiser must be identified in consultation with the teacher concerned. A written statement of performance expectations must be drawn up collaboratively between the appraiser and the appraised. Development objectives that are to be

¹²¹ For a discussion of issues associated with the appraisal of principals see Wylie, C. (2009). Getting more from school self-management. In J. Langley (Ed). *Tomorrow's Schools 20 years on...* (pp. 135-146). Auckland: Cognition Institute.

¹²² www.lead.ece.govt.nz/sitecore/content/minedu/home/NZEducation/EducationPolicies/Schools/SchoolOperations/EmploymentConditionsAndEvaluation/PerformanceManagementSystems.aspx

achieved during the period for which the performance expectations apply must be identified and written. This written specification must stipulate what assistance or support is to be provided to the teacher in order to reach the specified objectives.

321. Teachers are assessed against the professional standards contained within the individual collective agreements for attestation purposes. Under the terms of the agreements, Boards of Trustees (through their appraisers) are obliged to follow these standards. The standards closely mirror the responsibilities/performance areas set out in the *Guidelines on Performance Management Systems*.
322. Anecdotal evidence suggests that operating a high trust, internal process in a school context where the principal signs out attestations and assessments, either for moving to full registration, renewal of practising certificates, attestation for salary increments or managing performance appraisal processes, school management personnel ‘amalgamate’ the registration standards and professional standards in practice. While schools may do separate assessments and attestations for different purposes, they are likely to draw on the same evidence for determining whether a teacher has met the standard.

5.1.3 Competencies to appraise teachers

323. The *Guidelines on Performance Management Systems* require that an appraiser is a professionally competent person. There is no definition of the knowledge and expertise required to be an appraiser, although in most schools appraisal will be the responsibility of experienced teachers and managers. In smaller schools, the role of appraiser is likely to be the responsibility of the principal. In larger schools, other senior staff may be appointed to the appraiser role by the principal. No special training is required or given to evaluators. No formal evaluation of appraisers is carried out.
324. NZTC has recently developed a draft framework of knowledge, skills and attributes for the training of mentor teachers. This initiative provides a basis for the systematic development of skills for appraisal as one of the components of a mentor teacher’s role.
325. Suggested content for mentor teacher development includes: leadership development; the pedagogy of mentoring; knowledge of the Satisfactory Teacher Dimensions and the *Registered Teacher Criteria*; approaches to gathering evidence of teachers’ learning and providing and documenting formative feedback; collection and analysis of learning data for PRTs to engage with in their professional learning; and knowledge of specific strategies for supporting differentiated learning needs.¹²³

5.1.4 Using teacher appraisal results

326. Teacher appraisal results are used to determine whether teachers meet the performance expectations set out in the written statement developed by the appraiser and the teacher at the beginning of the period for which the performance expectations apply. At the end of the performance period, the appraiser provides the appraised teacher with feedback on the areas in which he/she has done well as well as on areas where improvements are needed. If performance shortfalls have been identified, then professional development opportunities can be implemented to redress these issues.
327. Teacher appraisal results are used to determine recommendations in relation to the application for full registration and the renewal of practising certificates.
328. Appraisal results are also used to guide progression on the salary scale. The current scale has 14 steps and the initial placement on that scale is dependent on qualification levels. Satisfactory teacher appraisal results lead to further progression up this scale. In practice, teachers usually progress up the salary scale each year.

¹²³ Timperley, H., Wilson, A., Barrar, H., & Fung, I. (2007). *Teacher Professional Learning and Development. Best Evidence Synthesis Iteration*. Wellington: Ministry of Education.

329. The individual collective agreements contain sections that deal with serious competence issues that may be identified during the appraisal period. These provisions promote an approach where teachers are informed of any serious performance shortfalls as early as possible. An appropriate assistance and guidance programme must be put in place and a teacher will normally be given 10 school weeks to remedy matters of concern. At the end of this period, an assessment will be made as to whether concerns have been resolved. If the problems causing concern have not been resolved by the end of this period, the teacher may be dismissed.
330. Reporting to the NZTC is mandatory when, despite completing a competency procedure, a teacher has not reached the required level of competence, or when a teacher resigns having been advised by the school of dissatisfaction with some aspect of competence.

5.2 Implementation of teacher appraisal

331. The approach to the implementation of teacher appraisal is a high trust model. Because responsibility for implementing performance management systems and appraisal procedures is devolved to schools, there is potential for a wide variation in the quality of practice. The evidence base about the quality and impact of appraisal practice is limited.
332. There is little evidence available about the range and consistency of data-gathering methods used in teacher appraisal within schools. Schools are expected to include self evaluation, classroom observation and interview. Sinnema's (2005) investigation of teacher appraisal in the New Zealand context found that limited attention is given to student learning in appraisal documents, discussions and goals.¹²⁴ A study of provisionally registered teachers (2007) found that many were unclear about what standards their appraisals were based on as there were no external moderation procedures to monitor and assure quality.¹²⁵
333. NZTC is seeking to gain more consistency in understanding and application of the new *Registered Teacher Criteria* in the implementation phase of the criteria. Workshops are being held throughout New Zealand promoting practices that enhance a common understanding of the 'standards' of practice teachers should gather evidence on and demonstrate.
334. ERO's reports on individual schools provide evaluative information about the quality of teaching in relation to the learning areas of *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* and the school policies and practices that support teaching and learning. ERO has published a number of National Evaluation Reports on the effectiveness of teaching in specific curriculum learning areas.
335. Recent ERO National Evaluations, *Managing Professional Learning and Development in Primary Schools* (2009) and *Managing Professional Learning and Development in Secondary Schools* (2009)¹²⁶ show that a wide variation exists in the quality of school management of professional learning and development programmes. A key factor determining how well teacher professional learning and development is managed appears to be the quality of the principal's leadership and management of the school's programme.

5.3 Policy challenges and initiatives

336. There are several challenges associated with implementing teacher appraisal effectively in the New Zealand context. These challenges relate to: professional standards; the quality and consistency of the implementation of teacher appraisal processes; and developing capability in teacher appraisal.

¹²⁴ Sinnema, C. (2005). *Teacher appraisal: Missed opportunities for learning*. Unpublished Doctoral Thesis. Auckland: University of Auckland.

¹²⁵ Cameron, M., Dingle, R., & Brooking, K. (2007). *Learning to Teach: A survey of provisionally registered teachers in Aotearoa New Zealand*. Wellington: New Zealand Teachers Council.

¹²⁶ Education Review Office (2009). *Managing Professional Learning and Development in Primary Schools*. Wellington: Education Review Office.

Professional standards

337. There are currently two separate sets of professional standards in place. The first are the standards for teacher registration purposes and the second are the standards outlined for pay progression in the collective agreements. Boards of Trustees must also comply with requirements associated with the State Sector Act (1988) and the mandatory requirements for performance management in schools (1997). Agreement to a coherent set of professional standards would assist in the definition and exemplification of quality.
338. Within the education sector, opinions on the extent to which appraisal can or should be used for high stakes judgements, or whether it should simply feed into professional development decisions, are mixed.
339. The recent report of an independent Education Workforce Advisory Group¹²⁷ recommended setting clear standards against which effective, transparent and robust judgements of teacher capability and performance can be made. The new *Registered Teacher Criteria*, developed by NZTC, were published in January 2010 for implementation from 2011. The advisory group also recommended greater flexibility for principals to use resources such as salary units and non-contact time to provide opportunities for teachers to upskill, and to reward their increased expertise and capability. The Government will consider the advisory group report and outcomes of a public consultation process.

Quality and consistency of implementation

340. In New Zealand the primary challenge for the system is ensuring effective teaching for all students. There are few mechanisms to ensure that the standards used are applied rigorously, fairly and consistently across the profession.
341. The multiple sector players with different perspectives involved in teacher appraisal is a challenge in ensuring quality and consistency. Unions, teacher professional organisations and parents are all directly or indirectly involved in the implementation of teacher appraisal. In the school setting there may also be a number of personnel involved in the appraisal process.
342. The Best Evidence Synthesis Programme has brought together the evidence linked to outcomes related to quality teaching, professional learning and development and leadership. The evidence suggests a need to develop the provision of opportunities for building the capability of school leaders in the effective implementation of teacher appraisal to improve the quality of professional practice and student outcomes.
343. The Professional Standards for Primary and Secondary Principals have been revised (Annex 8).

Developing capability in teacher appraisal

344. Several recent programmes provide the basis for further building capability in carrying out teacher appraisal.
345. The focus of a number of successful professional learning and development initiatives¹²⁸ (Annex 9) on the detail of classroom practice has raised awareness about the importance of effective data-gathering methods, such as the use of video, to be able to effectively analyse and develop classroom practice.
346. NZTC has led a pilot programme focused on strengthening the induction and mentoring of PRTs during their first years of teaching as qualified teachers. The programme trains mentor teachers to purposefully observe teachers' practice, provide evidence-based feedback, facilitate professional learning conversations based on data from the teacher's practice and collect evidence for both formative and summative evaluations of the teacher.

¹²⁷ Education Workforce Advisory Group (2010). *A Vision for the Teaching Profession*, Education Workforce Advisory Group Report to the Minister of Education. Wellington: New Zealand Government.

¹²⁸ Examples include: the Literacy Professional Development Project; the Numeracy Development Project; *Te Kotahitanga*; assessment initiatives; and some schooling improvement projects.

347. In response to requests from principals for additional tools, the Ministry of Education is supporting the development of tools that support effective evidence-based appraisal and professional learning processes that will improve outcomes for and with Māori students and other students.

Chapter 6: Student assessment

This chapter focuses on student assessment and how student achievement results are used in New Zealand to understand and improve the performance of the schooling system.

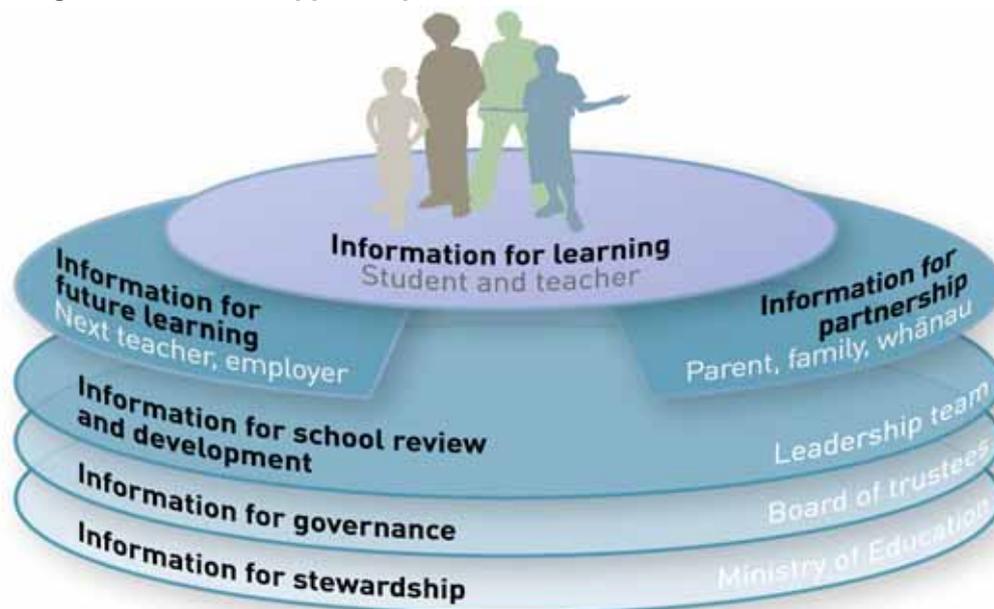


6.1 Current practices

6.1.1 Overall framework for student assessment

348. The framework for assessment and evaluation in New Zealand schools is described in terms of the information needed at three different levels: student, school and system (Figure 7). While evaluation and assessment ensure accountability, the primary focus is on ensuring all actions improve student outcomes.

Figure 7: Using information to support improvement in education



349. Assessment policy in New Zealand has consistently focused on improving learning.^{129 130 131} Since the introduction of self-managing schools, the following themes have been evident:

- classroom assessment has a strong link with the quality of programmes and improvements in student learning;
- teachers need support to consistently make sound professional judgements about student achievement and to provide responsive programmes of learning through professional learning and development programmes;
- the importance of high quality assessment tools that support teachers to identify student achievement and recognise progressions in learning;

¹²⁹ Ministerial Working Party on Assessment for Better Learning, (1990). *Tomorrow's Standards*. Wellington: Learning Media, Ministry of Education.

¹³⁰ Ministry of Education (1994). *Assessment: Policy to Practice*. Wellington: Learning Media, Ministry of Education.

¹³¹ Ministry of Education (1998). *Assessment for Success in Primary Schools*. Wellington: New Zealand Government, Green Paper.

- the need for schools to be able to gather, analyse and use high quality achievement information to inform decision-making and fulfil accountability and reporting requirements to their communities and the Ministry of Education.
350. A review of New Zealand's approach to assessment commenced in 2006 and culminated in a report, *Directions for Assessment in New Zealand* (the DANZ report).¹³² This report affirms and builds on the key principles underpinning assessment policy and practice and is being used to inform the development of a Ministry of Education position paper on assessment currently in preparation.
351. Key principles that underpin the current development of assessment policy at all levels of the system include:
- the student is at the centre of assessment practice;¹³³
 - the curriculum underpins assessment;
 - assessment capability is crucial to improvement;
 - an assessment capable system is an accountable system;
 - multiple sources of evidence enable a more accurate response;
 - effective assessment is reliant on quality interactions and relationships.
352. Assessment policy emphasises the importance of considering rates of progress as well as levels of achievement reached. The focus is on improving the rate of progress for students, regardless of their starting point and ensuring that all students are supported to reach their full potential. This approach recognises that not all students enter school at the same starting point in their learning and that they do not necessarily progress in a steady and linear way.

National Curriculum Framework

353. *The New Zealand Curriculum* recognises that student assessment information contributes to assessment for learning at all levels of the system.¹³⁴ The interaction between assessment, teaching and learning in informing classroom and school-wide programmes, policy and practice is also outlined in *Te Marautanga o Aotearoa*.¹³⁵
354. The framework of the national curriculum provides the basis for the development of the progressions and standards to guide teaching and learning and enable assessment for qualification purposes.

Signposts to guide teaching and learning

355. *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* contain achievement objectives. The objectives provide indicators of expected performance by curriculum level in each curriculum learning area: English, mathematics, science, social sciences; the arts; health and physical education; technology; and languages. Te reo Māori is an additional learning area in Māori-medium.
356. *National Standards* (English-medium in reading, writing & mathematics) and *Ngā Whanaketanga Rūmaki Māori* (Māori-medium in reading, writing, oral language and mathematics) are being implemented from 2010 (section 6.3).

¹³² Absolum, M., Flockton, L., Hattie, J., Hipkins, R., & Reid, I. (2009). *Directions For Assessment in New Zealand*, p.5 (National Assessment Strategy review position paper, released) – can be accessed at: www.tki.org.nz/r/assessment/research/mainpage/directions/

¹³³ Hattie, J. A. C. (2009). *Visible Learning*. New York: Routledge.

¹³⁴ Ministry of Education (2007). *The New Zealand Curriculum*, p.40.

¹³⁵ Ministry of Education (2008). *Te Marautanga o Aotearoa*, (English translation) p. 13. www.minedu.govt.nz/NZEducation/EducationPolicies/MaoriEducation/Consultation/TeMarautangaOAotearoa/WhakapakehatiaOTeMarautangaOAotearoa.aspx

357. *National Standards* (Years 1-8) together with literacy and numeracy learning progressions (Years 1-10) describe expectations of performance as students progress through schooling. The standards consist of descriptors, illustrations, and examples of student work and assessment tasks linked to school year levels.
358. Assessment in relation to these signposts occurs through teachers' professional judgements based on a range of evidence of student learning (see *Making professional judgements about progress and achievement* below).
359. There are no nationally administered common assessments before Year 11.

The New Zealand Qualifications Framework

360. The New Zealand Qualifications Framework (NZQF) provides the framework for the assessment of student outcomes in secondary schooling. The NZQF has 10 levels. Levels 1-3 relate to middle to senior secondary education and basic trades training. Levels 4-6 relate to advanced trades, technical and business qualifications. Levels 7 and above are advanced qualifications of graduate and postgraduate standard.¹³⁶
361. In the senior secondary school environment learners will typically progress from Level 1 to Level 3. There are no formal pre-requisites for any school subject-based standards. However, schools may require students to have achieved particular standards in a subject in a previous year before commencing study in that subject at a higher level.
362. Levels of the NZQF are not related to the age of the learner. Most commonly, assessment towards NCEA commences in Year 11 of schooling. However, it is not uncommon for students to undertake NCEA assessments earlier in their secondary schooling. In addition, multi-levelling, where students can be assessed at more than one level, for particular standards, and/or subjects, in a given year, is now a common feature in many secondary schools.

National qualifications

363. Assessment for the purpose of awarding qualifications on the NZQF is administered by the New Zealand Qualifications Authority (NZQA).
364. The rationale for the current approach to awarding qualifications is influenced by experience of previous assessment systems, legislative requirements, societal changes and changes in educational and assessment philosophy.¹³⁷ Under the previous system, schools tended to teach single year courses determined by a national curriculum and syllabus. Often this was limiting for schools and students.
365. Since the inception of NCEA,¹³⁸ a standards-based assessment system, schools have become better able to offer flexible senior programmes that meet the needs of students and their tertiary and workplace pathways by mixing and matching achievement and unit standards that are available in the Directory of Assessment Standards (formerly the National Qualifications Framework). As a result, schools have introduced new courses, established links with tertiary courses and increased work-related programmes.
366. Schools can still run one-year courses in traditional school subjects. However, they can also run shorter or longer courses, integrate studies, combine levels, and link with industry-based programmes. Students can work towards other national certificates (of which there are a large number) at the same time as working towards NCEA.

¹³⁶ Allen, P., Crooks, T., Hearn, S., & Irwin, K. (1997). *Te Tiro Hou* (Report of the Qualifications Framework Inquiry). Wellington: New Zealand Post Primary Teachers' Association.

¹³⁷ Black, P. (2000). Report to the Qualifications Development Group Ministry of Education, on the proposals for development of the NCEA. London: King's College.

¹³⁸ NCEA Level 1 was implemented in 2002, NCEA Level 2 in 2003, and NCEA Level 3 in 2004.

National Certificate of Educational Achievement (NCEA)

367. The three levels of the National Certificate of Educational Achievement (NCEA) are the most common qualifications students work towards in Years 11 to 13, the final years of secondary schooling. All State (publicly funded) schools are required to offer NCEA. Private schools can offer other qualifications and associated assessment. State schools can offer alternative qualifications as well as NCEA.
368. An NCEA is gained by accumulating credits from any part of the NZQF, regardless of whether they are curriculum-based or vocationally-based. NCEA is a multi-field qualification and allows for such flexibility of content. Credits are awarded for each standard a student achieves in their programme of study. Standards can be assessed in either English or in te reo Māori. The conditions for attaining an NCEA are recorded in Table 10, and for gaining entrance to a university programme in Table 11.

Table 10: Attaining a National Certificate of Educational Achievement (NCEA)

Qualification	Definition
NCEA Level 1 (80 credits)	Students must achieve: <ul style="list-style-type: none"> • 8 credits from approved numeracy standards • 8 credits from approved literacy standards¹³⁹ • at least 64 credits from other standards (NZQF Level 1 or above)*
NCEA Level 2 (80 credits)	Students must achieve: <ul style="list-style-type: none"> • at least 60 credits from any standards (NZQF Level 2 or above) • up to 20 credits from standards at NZQF Level 1* (At Level 2 there are no specific literacy or numeracy requirements)
NCEA Level 3 (80 credits)	Students must achieve: <ul style="list-style-type: none"> • at least 60 credits from any standards (NZQF Level 3 or above) • up to 20 credits from standards at NZQF Level 2* (At Level 3 there are no specific literary or numeracy requirements)

* **Note:** Credits can be used for more than one qualification. Some credits from a student's previous qualification can be counted towards the next NCEA qualification.

Table 11: Gaining University Entrance¹⁴⁰

Entry	Definition	Level
Qualification entry into a NZ University	Students require at least: <ul style="list-style-type: none"> • 14 credits from standards in one approved subject • 14 credits from standards in a second approved subject • 14 credits from standards in up to two additional NZQF domains or two other approved subjects 	(NZQF Level 3 or above)
	Literacy requirements <ul style="list-style-type: none"> • 4 credits from approved reading standards* • 4 credits from approved writing standards* 	(NZQF Level 2 or above)
	Numeracy requirements <ul style="list-style-type: none"> • 14 credits from approved mathematics standards* 	(NZQF Level 1 or above)
Age entry into a NZ University	Students over the age of 20 years old do not require any qualifications to be eligible to enter a New Zealand University	Not Required

* **Note:** These may be assessed in English or in te reo Māori.

Standards used to assess learning for qualification purposes

369. Standards registered in the Directory of Assessment Standards specify learning outcomes and describe the assessment criteria; that is, what a student needs to know, or what they must be able to do, to achieve the

¹³⁹ From 2012 this will increase to 10 credits for each of literacy and numeracy. 2011 is a transition year where either 8 or 10 credits will count.

¹⁴⁰ The requirements for University Entrance are being reviewed and are likely to change.

- standard. Examples can be found on NZQA's website.¹⁴¹ Each successful result for a standard contributes credits toward an NCEA qualification (Level 1, 2 or 3).
370. The number of credits is dependent on the amount of time involved in meeting the requirements of the standard. One credit corresponds to approximately 10 hours of work for an average student, including instruction, practice for assessment and assessment. Credits may be accumulated from different learning institutions or workplaces towards a single national qualification.
371. There are two types of standards in the Directory of Assessment Standards: unit standards and achievement standards. These are briefly described in Table 7: *Student assessment for National Qualifications*.
- Unit standards: assessed at school by teachers and workplace assessors (internal assessments). These vocationally-based standards are used widely outside schools. There are over 26,000 unit standards in the Directory of Assessment Standards, the majority of which are used in workplace training to deliver a large number of national qualifications.
 - Achievement standards: some are internally assessed by teachers at school, and others are externally assessed by national examinations (or portfolio) at the end of the year. Achievement standards are focused on the secondary school curriculum and are not used widely outside the school context. Most school curriculum subjects are divided into between four and seven achievement standards. Each standard represents a stand alone 'topic' idea or concept. There are approximately 850 achievement standards in the Directory of Assessment Standards. Most are used in schools.
372. Standards are organised into levels of increasing difficulty. The grades available for achievement standards are: Not Achieved, Achieved, Achieved with Merit and Achieved with Excellence. Most unit standards have two grade categories: Not Achieved and Achieved. Some unit standards have the grade Merit available, and work is under way to enable Excellence grades in unit standards where appropriate.
373. The number of credits achieved is not affected by the grade received. If the standard is worth three credits, then a student gaining an Achieved, Merit or Excellence grade will gain three credits.

Regulatory requirements related to assessment

374. The National Administration Guidelines (NAGs),¹⁴² require that schools:
- (NAG 1b) through a range of assessment practices, gather information that is sufficiently comprehensive to enable the progress and achievement of students to be evaluated; giving priority first to student achievement in literacy and numeracy, (especially in Years 1-8) and to breadth and depth of learning related to the needs, abilities and interests of students, the nature of the school's curriculum, and the scope of the national curriculum as expressed in *The New Zealand Curriculum* or *Te Marautanga o Aotearoa*;
 - (NAG 1c) on the basis of good quality assessment information, identify students and groups of students: who are not achieving; who are at risk of not achieving; who have special education needs (including gifted and talented students); and aspects of the curriculum that require particular attention;
 - (NAG 1d) develop and implement teaching and learning strategies to address the needs of students and aspects of the curriculum identified in (c) above;
 - (NAG 2c) report to students and their parents on the achievement of individual students;

¹⁴¹ www.nzqa.govt.nz/ncea/assessment/search.do?query=English&view=achievements&level=01

¹⁴² www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/PolicyAndStrategy/PlanningReportingRelevantLegislationNEGSAndNAGS/TheNationalAdministrationGuidelinesNAGs.aspx

- (NAG 2Aa) where a school has students enrolled in Years 1-8 ...report to students and parents on the student's progress and achievement in relation to *National Standards* ...reporting to parents in plain language in writing must be at least twice a year.

375. NAG 2A is a new requirement to support the implementation of *National Standards* and the plain language reporting associated with this policy (Sections 2.3 and 6.3).

376. The Education Act 1989 indicates the functions of the New Zealand Qualifications Authority (NZQA) and its responsibilities in relation to assessment and examinations.

Table 12: Functions of NZQA

<p>Section 253 of the Act outlines the functions of NZQA to:</p>	<ul style="list-style-type: none"> • oversee the setting of standards for qualifications in secondary schools and in post-school education and training; • monitor and regularly review, and advise the Minister on, the standards for qualifications in secondary schools and in post-school education and training, either generally or in relation to a particular institution or private training establishment or a particular course of study or training; • develop a framework for national qualifications in secondary schools and in post-school education and training in which: all qualifications have a purpose and a relationship to each other that students and the public can understand; and there is a flexible system for the gaining of qualifications, with recognition of competency already achieved.
<p>Section 265 of the Act provides NZQA with the authority to:</p>	<ul style="list-style-type: none"> • set and conduct examinations and make assessments, as it considers necessary for the performance of its functions; • make regulations, give directions and approve examiners, assessors and moderators: grant awards to persons who reach the standards in the examinations or assessments set by the Authority.

Longitudinal dimension to student assessment

377. Most New Zealand schools (over 99 percent)¹⁴³ use a Student Management System (SMS). This is a computer application designed to manage student attendance, demographic and assessment information, allowing easy reporting to parents, family and whānau, as well as the analysis of aggregated student data.

378. SMS applications are provided by several vendors and have varying functionality. Since teacher and school leader expertise in the use of the systems varies,¹⁴⁴ the use of the systems is varied. Some schools make limited use of their SMS (for example, roll return purposes) while others make full use of capabilities for longitudinal tracking of individual students as well as the reporting and analysis of aggregated student data.

379. In the best cases, student data from a range of assessment resources is held within the SMS, follows the student from class to class and is used for reporting to parents, families and whānau. Teachers use aggregated student data to adapt and plan their classroom programmes, tailoring instruction according to student need. School leaders use school-wide aggregated data to investigate the effectiveness of school programmes and student learning, set targets for achievement, make resourcing decisions and determine professional development priorities.

380. Aggregated school-wide data is also used to report to the school's Board of Trustees on progress in targeted areas according to the strategic plan. Currently, SMS from different vendors do not store data in compatible formats. A Student Record Transfer (SRT) initiative is currently under way to rectify this (Section 6.3).

381. A lifelong Record of Achievement (RoA) records a cumulative list of all NZQF registered standards and qualifications a student has achieved. Students can accumulate credits over a number of years and from many

¹⁴³ Ministry of Education, 1 March 2009 roll return.

¹⁴⁴ Ministry of Education (2009). *SMS Capability Review*. Wellington: Ministry of Education

providers, including schools, post-school education and the workplace until they have completed a qualification. An RoA provides an employer or post-school education provider with a transcript of a student's achievements.

6.1.2 Student assessment procedures

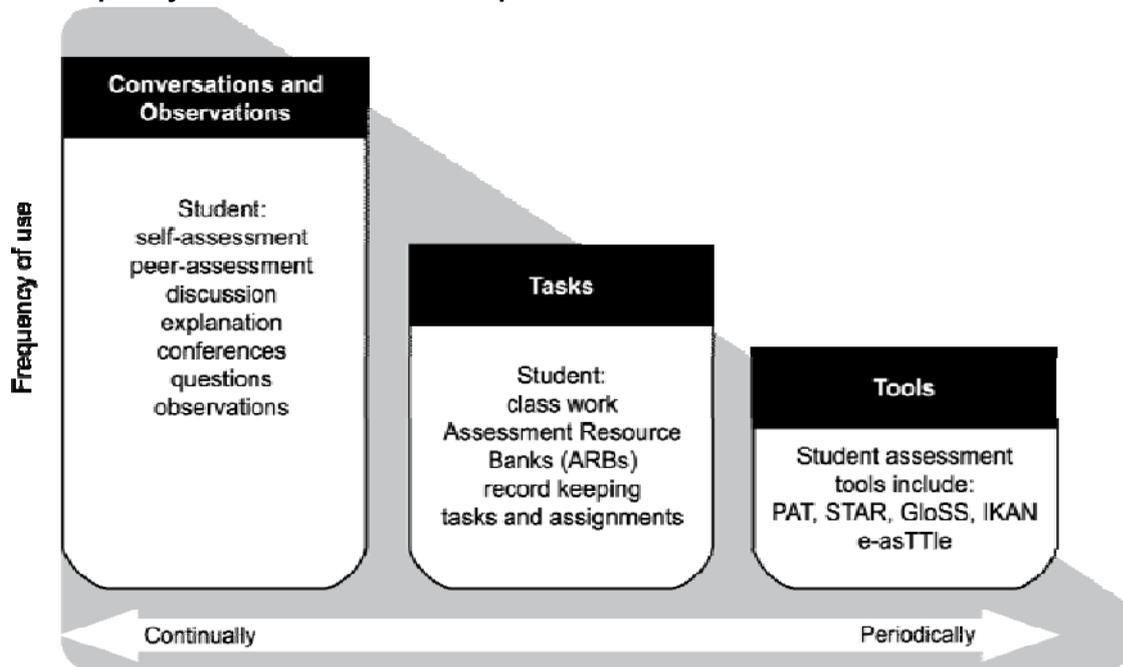
382. Each school is responsible for establishing and documenting its own policies and processes for assessment within the scope of the national framework and regulatory requirements. Schools are required to gather assessment information through “a range of assessment practices” (NAG 1b). This acknowledges that no single source of information can accurately summarise a student’s achievement or progress. Schools are further required to use “good quality assessment information” (NAG 1c).
383. Advice and guidance to schools about what constitutes effective assessment practice emphasises:
- the need to use a range of effective assessment practices to gather quality assessment evidence as an integral part of teaching and learning;
 - the need to interpret, use and respond to this information to determine next teaching and learning steps, plan classroom programmes, and support students to use assessment information to inform their own learning;
 - the need for effective quality assurance systems;
 - that this same information can be used by teachers to ‘step back’ at regular intervals and make summative professional judgements across the full range of assessment evidence; these judgements are considered both in terms of broad standards and expectations appropriate to the learner;
 - the importance of including students as active participants throughout the assessment process in order to build their assessment capability;
 - that students who are involved actively in assessment are more likely to feel confident in talking about their achievement and progress with their parents, family and whānau, to take ownership of their own learning and to develop into autonomous, self-regulating learners.

Years 1-10

384. *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* set out broad achievement outcomes for the levels in each curriculum learning area during schooling. *National Standards* (English-medium in reading, writing & mathematics) and *Ngā Whanaketanga Rūmaki Māori* (Māori-medium in reading, writing, oral language and mathematics), supported by literacy and numeracy progressions, establish performance expectations in Years 1-8.¹⁴⁵
385. Schools utilise a variety of both formal and informal assessment approaches chosen to suit both the nature of the learning being assessed and the varied characteristics and experiences of the students. The mix of information gathered varies from school to school depending on context and need. The balance of different assessment practices is shown in.

¹⁴⁵ The purpose of the focus on literacy and numeracy skills is to ensure students are well equipped to progress in all learning areas of the curriculum. All curriculum learning areas provide contexts for the teaching and learning of literacy and numeracy.

Figure 8: Frequency of different assessment practices



386. For Years 1-10, there are a number of assessment tools available to teachers to use as a component of their assessment programme, including tools norm- and criterion-referenced to New Zealand students.¹⁴⁶ The Ministry of Education does not mandate the use of particular tools for Years 1-10. Mandating the use of particular tools could, over time, narrow the assessment focus and render specific tools as de facto national tests, undermining authentic teaching approaches that rely on a strong learner focus and quality professional judgement. The diversity of assessment tools also encourages innovation.
387. The progress and achievement of English language learners is monitored in relation to English Language Learning Progressions (ELLP), until students can participate in the regular classroom assessment programme involving the *National Standards* and/or literacy learning progressions.
388. A small number of students have very significant learning disabilities. This group of students is likely to (or expected to) learn long term within Level 1 of *The New Zealand Curriculum* or *Te Marautanga o Aotearoa* and will be receiving support through the Ongoing and Reviewable Resourcing Schemes (ORRS) or accessing Supplementary Learning Support (SLS).
389. The progress of these students is assessed in relation to the standards/progressions as part of the regular review of their learning that takes place through their Individual Education Programmes (IEPs), which are agreed in consultation with parents, families and whānau, teachers and the Ministry of Education.

Assessment towards qualifications

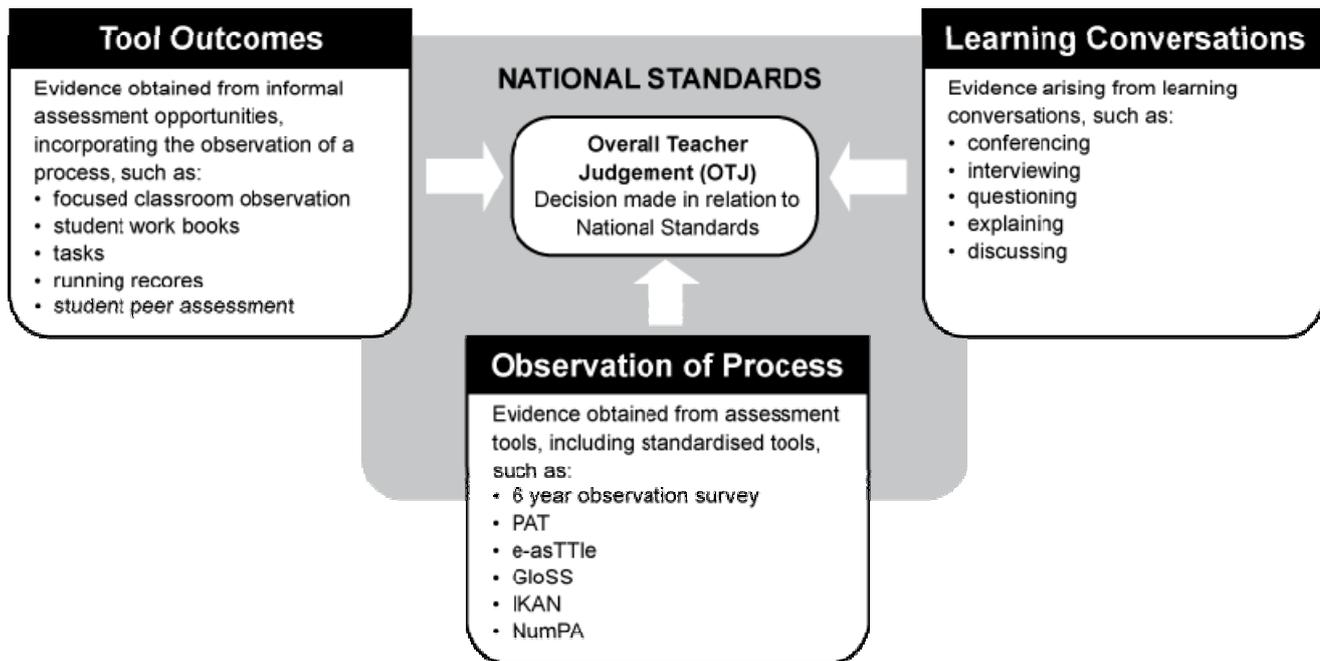
390. Assessment for the purposes of qualifications attainment can involve internal and/or external approaches. Students can be awarded credits towards NCEA on the basis of internal assessment by the learning institution. Other standards are assessed externally by NZQA at the end of the year in a national examination round or by portfolio for arts subjects and graphics. Assessment format is usually left to the discretion of individual assessors for internally assessed subjects.

¹⁴⁶ Ministry of Education website for teachers, *Te Kete Ipurangi* at: <http://assessment.tki.org.nz>

391. The purpose of the national student examinations is to determine what students have learned against externally assessed achievement standards and to provide formal certification for this learning. The results of national examinations, and other forms of assessment, provide employers and post-school education providers with students' educational achievement for selection processes.
392. Schools are encouraged to analyse their students' progress for individual standards as well as subjects, since achievement is reported on the RoA for individual standards. This means that particular strengths and weaknesses can be identified and appropriate actions can be taken at a student, as well as a school level.
393. NCEA was designed around well established assessment principles. As such, it provides potential for formative assessment to be an integral part of teaching practice in preparing students for formal certification. Schools are encouraged to use opportunities for reassessment and re-submission of assessments within prescribed rules. This approach is designed to provide opportunities for formative feedback in order to maximise learner success.
394. For internally assessed standards, course work is very important. Course work involves a range of assessment activities including projects, research, essays, live and recorded presentations, portfolios and group work. This course work lends itself to formative assessment practice, as teachers provide feedback and appropriate guidance to students. A robust national external moderation system has been developed to ensure consistent assessment at the standard.
395. Students in secondary schools have the opportunity to sit examinations for New Zealand Scholarship, concurrent with NCEA examinations. Scholarship is an award to recognise top students and includes monetary reward. It does not attract credits or contribute towards qualifications but successful results do appear on the Record of Achievement.
396. Scholarship examinations enable students to be assessed against challenging standards and are demanding for the most able students in each subject. Scholarship students are expected to demonstrate high level critical thinking, abstraction and generalisation and to integrate, synthesise and apply knowledge, skills, understanding and ideas to complex situations. Approximately three percent of students undertaking each subject at NQF Level 3 are successful in the scholarship examination for that subject.

Making professional judgements about progress and achievement

397. Teachers gather evidence about student achievement and progress from multiple sources as part of regular teaching and learning. This information is used formatively to determine next teaching and learning steps, to plan classroom programmes and support students to inform their own learning.
398. This same information is used to make summative professional judgements to enable reporting and school review in the light of goals and established expectations. Established expectations include *National Standards* in literacy and numeracy (Years 1-8), literacy and numeracy progressions (Years 1-10), curriculum achievement levels and key competencies (Years 1-13).
399. In the *National Standards* context (Years 1-8), this is referred to as an overall teacher judgement (OTJ). The variety of sources available from which information can be drawn is illustrated below. The triangulation of a range of evidence supports valid and reliable progress and achievement decisions.

Figure 9: Gathering, interpreting and using assessment information

400. The same sort of process can be used when making summative professional judgements in Years 9 and 10 about achievement and progress in relation to curriculum achievement objectives and key competencies.

Moderation – building shared expectations in Years 1-10

401. Moderation of professional judgements in Years 7-10 is intended to improve the consistency of professional teacher judgements, rather than a formal quality assurance measure. Moderation involves groups of teachers discussing their judgements on the basis of a range of assessments and samples of student work. The intention is to build a shared understanding of the curriculum, the learning progressions and the *National Standards* for Years 1-8. The implementation of *National Standards* requires an increased emphasis on moderation in primary schooling.
402. Schools establish a moderation process as part of their effective teaching programme. The evidence-based discussions involved in moderation have been encouraged as a key component of effective assessment practice in schools for some time and many primary teachers work together to develop shared understandings of quality and progress in this way.
403. A programme of work has begun to support teachers to make consistent professional judgements. This programme includes providing professional development for teachers and school leaders in moderation processes, developing resources in moderation and providing the infrastructure to carry out moderation across a wider group of teachers (online moderation). The evaluation of the National Standards implementation in 2009-2013 will provide information about teacher judgements and moderation.
404. An ongoing programme to align common assessment tools to standards has been established. This will both assist the determination of overall teacher judgements made by individual teachers and the moderation of judgements between teachers. This alignment will increase in reliability as more research evidence becomes available.

Moderation – formal quality assurance of NCEA

405. Moderation is an essential feature of NCEA assessment. Not only does it provide feedback to teachers and help build the consistency of judgements, it also acts as an important quality assurance system. Moderation does not affect grades already issued in the assessment samples but informs teachers' practice and provides system-wide information for future assessments and policy development.
406. The broad goal for assessors is to produce assessments for each standard that are valid and reliable and allow judgements that are consistent with the standard. An assessment activity is valid if it accurately represents the range of achievements, knowledge and skills to be assessed under the standard. An assessment activity is reliable if it gives results that are consistent and present an accurate picture of what is being measured.
407. NZQA is responsible for moderating internally assessed work to ensure it is at the nationally prescribed standard. Schools must submit 10 percent of internally assessed student work to NZQA for moderation. Assessment materials used to assess each standard must be submitted, together with the samples of student work. Moderators give feedback on the assessment materials used. NZQA also conducts checks to ensure schools have robust assessment systems.

Managing National Assessment (MNA)

408. Managing National Assessment (MNA) is designed to ensure valid, accurate and consistent internal assessments for qualification purposes. MNA has two components:
- annual (external) moderation of assessment materials and assessor decisions (up to 20 percent of all internally assessed standards in all curriculum areas);
 - external checks of school assessment systems at least every three years.
409. In instances where the MNA process identifies problems, NZQA may:
- require further materials to be submitted for moderation;
 - conduct supplementary systems checks;
 - investigate as potential breaches of the rules (external assessment);
 - require an action plan to address school system issues;
 - begin non-compliance procedures.

Other assessment opportunities

410. A number of New Zealand schools, at their own discretion, choose to make use of various assessment options offered by non-New Zealand agencies. For example, the International Competitions and Assessments for Schools (ICAS) are run by the University of New South Wales through Educational Assessment Australia. ICAS testing caters for students in a number of countries from Year 3 through to Year 12 and examines skills in English, mathematics, science, computers, writing and spelling. Some schools also enable students to participate in examinations such as the University of Cambridge International Examinations and the International Baccalaureate.

6.1.3 Competencies to assess students

Initial Teacher Education

411. Initial teacher education programmes in New Zealand include core content on assessment that is considered essential to beginning teaching. This content is included either as assessment-specific compulsory courses or as a component of other compulsory courses – especially those focused on curriculum, teaching and learning.¹⁴⁷
412. However, the assessment knowledge and expertise that teacher graduates bring to the profession are variable. Provisionally registered teachers' readiness, in terms of assessment practice, has been reported as ranging from confident to inadequate.¹⁴⁸ A case has been made for all programmes to teach assessment both in assessment-specific courses and embedded within curriculum-specific courses.¹⁴⁹
413. Improvement of system-wide teacher assessment practice gained through initial teacher education is influenced by the school environment in which new teachers begin teaching. The lack of modelling and application of effective assessment practice in some schools has a significant impact on the effectiveness of new teachers' future assessment practice as they are 'socialised' into existing practices.¹⁵⁰

Assess to Learn

414. The Assess to Learn professional learning programme was established in 2002. Each participating school is involved in the programme for up to two years for primary and three years for secondary.
415. Assess to Learn enables teachers to understand and develop effective pedagogical strategies in a supportive environment focused on professional inquiry. The ability to choose appropriate assessment tools and to analyse and use assessment information to advance student learning are important components of this whole-school programme. The intended outcomes of the programme are:
- improved student achievement;
 - improved student learning;
 - shifts in teachers' assessment knowledge and practice;
 - coherence between assessment processes, practices (including purposeful use of assessment tools) and systems in classrooms and schools so that they promote better learning;
 - strong cultures of continuous school improvement that reflect an inquiry-based approach;
 - strong professional learning communities regionally and nationally.¹⁵¹

The Literacy Professional Development Project (LPDP) and the Numeracy Project

416. In addition to the assessment-specific professional development provided by AtoL, other curriculum-based professional development projects contain an embedded assessment component. The Literacy Professional Development Project (LPDP) and the Numeracy Project have been shown to have significant impact on student achievement, as well as teacher practice, in terms of teaching inquiry and the use of student assessment data.¹⁵²

¹⁴⁷ Cowie, B., Jones, A., & McGee, C. (2008). *Assessment Review Paper 10: Initial Teacher Education (ITE) and Assessment*. Wellington: Ministry of Education.

¹⁴⁸ Lovett, S., & Sinclair, L. (2005). *The Socialisation of Teachers into a Culture of Assessment*. Wellington: New Zealand Council for Educational Research.

¹⁴⁹ Gilmore, A. (2008). *Assessment Review Paper 8: Professional Learning in Assessment*. Wellington: Ministry of Education.

¹⁵⁰ Lovett, S., & Sinclair, L. (2005). *The Socialisation of Teachers into a Culture of Assessment*. Wellington: New Zealand Council for Educational Research.

¹⁵¹ Contracts for Assess to Learn Professional Development Programmes 2008-2010.

¹⁵² Gilmore, A. (2008). *Assessment Review Paper 8: Professional Learning in Assessment*. Wellington: Ministry of Education.

Programmes to help teachers assess against NCEA standards

417. NZQA has 34 full-time moderators and over 200 part-time subject matter experts for moderating school-based subjects. Feedback from moderators assists in building school and teacher competency in assessing students and using assessment results. Acting on this feedback will support school improvement.
418. Regional Best Practice Workshops led by national subject moderators are provided throughout the country to maintain and develop teachers' assessment judgements at the grade boundaries for internally assessed standards. This involves the analysis of student work and professional discussions. Exemplars of student work at grade boundaries are currently being developed for the vast majority of standards to help teachers and students to understand the criteria for Achieved, Merit and Excellence results.
419. NZQA has established a trademark for quality-assured assessment materials used for internally assessed achievement standards. The materials include the assessment activity (or task), any related resources and the assessment schedule (including sufficiency and judgement statements) used by schools to assess students against a standard.

Analysis of national external assessment results

420. NZQA routinely uses item response theory methods to analyse samples of results from the annual formal examination round. Grade distributions are monitored over time to assist in the maintenance of standards. Results of analyses assist examiners to improve the quality of examinations and maintain consistency of assessment in relation to standards.

6.1.4 Using student assessment results

421. At the individual student level, assessment results (that is, information from a broad range of assessment activity) is used to:
 - guide and improve teaching and learning on an ongoing day-to-day basis;
 - inform teacher professional judgements about achievement and progress (at specific points in time) to enable meaningful discussion with students and worthwhile reporting to parents;
 - provide evidence of learning to enable students to be awarded credits towards a qualification.
422. Student assessment results are also used to inform school self review and in the context of planning and reporting (NAG 2).
423. Achievement information is reported to both students and parents (NAG 2C). This requirement has been strengthened in the context of the implementation of *National Standards*. Schools are required to report to parents of Years 1-8 students on their children's progress and achievement in relation to *National Standards* in plain language and in writing, at least twice a year (NAG 2A a). The intention is to ensure parents receive information that is meaningful and enables them to engage with, and support, their children's learning.
424. Professional judgements across a range of evidence considered in light of established standards and progressions help teachers to identify students who are not achieving; who are at risk of not achieving; or who have special education needs, as required by NAG 1 (C). In the *National Standards* context, students may be identified as being at risk if they are achieving 'well below' a standard or are improving at a rate that is considerably less than expected. Students who are identified as 'at risk' may receive additional support beyond a classroom programme.
425. In the case of Years 11-13, assessment results from formal assessment activity provide evidence of learning to enable students to be awarded credits towards qualifications (NCEA) or a monetary award (scholarship). These results inform students and their families of achievement and assist students, their families and schools to plan further study or to seek employment. Most post-school study requires some pre-requisites, for example,

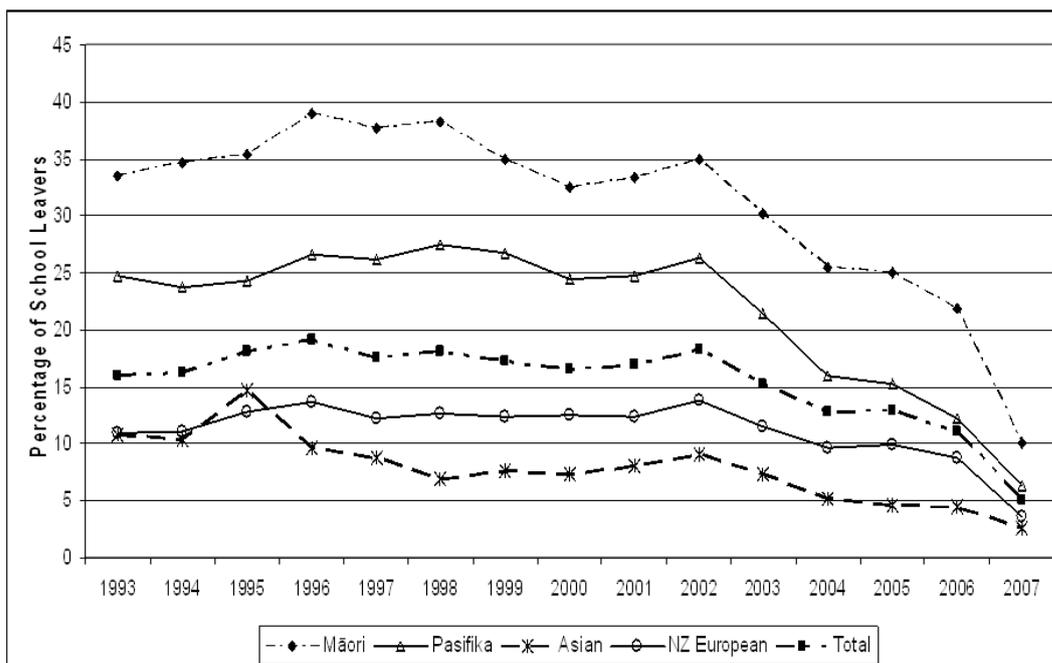
university entrance requirements are based on achievement at Level 3, including some literacy and numeracy requirements at lower levels.

426. The NZQA public website presents data illustrating the performance of secondary students in gaining qualifications on the New Zealand Qualifications Framework (NZQF) and in New Zealand Scholarship. The website enables the creation of reports to view data on student achievement at the levels of individual schools, groups of schools and nationally and supports comparisons of data such as:
- performance in assessments at one school or group of schools against another school or group of schools;
 - the relative performances of groups of students with different demographic characteristics;
 - longitudinal analyses of achievement data.
427. NZQA routinely monitors student results over time to consider what improvements can be made to policy and practice in relation to national examinations. Work is currently under way to enable the implementation of NCEA improvements (Section 6.3).

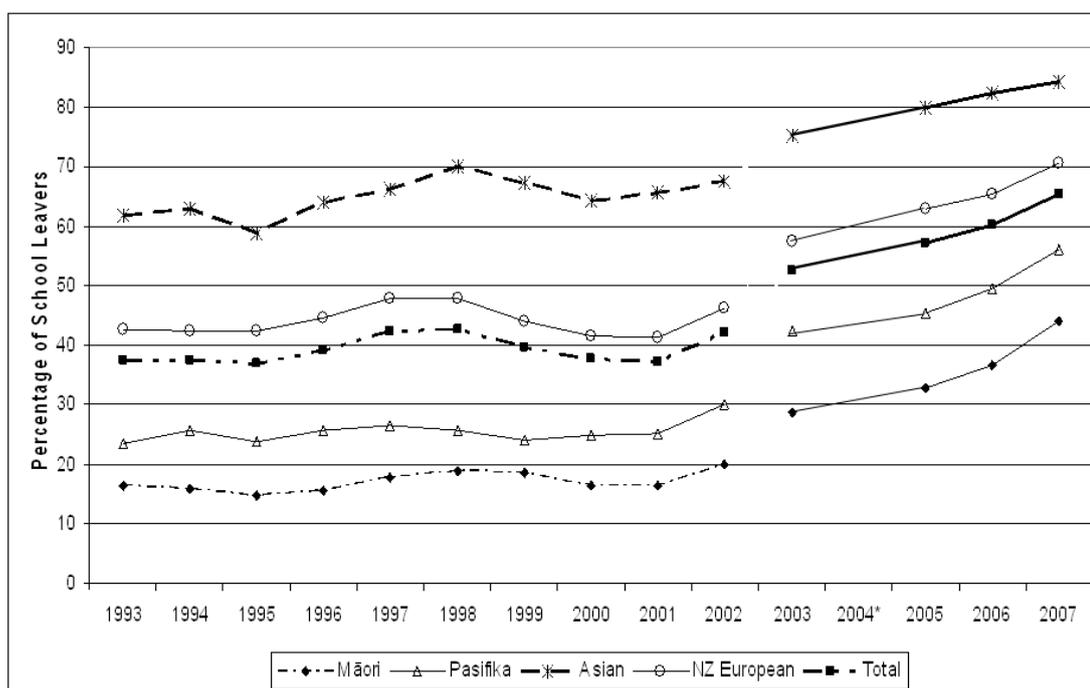
6.2 Implementation of student assessment

428. A major evaluation of the collection and use of assessment information was undertaken by the Education Review Office (ERO) during Terms 1 and 2, 2006. The report focused on the interaction between assessment, teaching and learning in 314 schools (253 primary schools and 61 secondary schools) and concluded that there is room for improvement in school assessment practice.¹⁵³
429. NCEA results suggest that current approaches to assessment for the purpose of awarding qualifications have been successful in improving students' outcomes, particularly for those who were not well served by the previous weighting on singular examinations. Fewer students are leaving school with no qualifications, compared with the pre-NCEA system (Figure 10) and more students are gaining a Level 2 qualification or higher (Figure 11).

Figure 10: Percentage of school leavers with little or no formal attainment



¹⁵³ Education Review Office (2007), *The Collection and Use of Assessment information in Schools*. www.ero.govt.nz

Figure 11: Percentage of school leavers with NCEA Level 2 or above

Note: The gap in the lines on this graph is deliberate and indicates the change in the qualification measure used at Year 12. From 2003 the qualification measure used is NCEA level 2.

430. Challenges remain in the secondary sector in ensuring an appropriate balance between the formative and summative uses of assessment.
431. The ERO (2006) evaluation found that of the 42 percent of secondary schools in which there was an effective interaction between assessment and teaching and learning, this interaction was stronger in the senior school (Years 11-13) but tended to be achievement-focused and did not give an accurate picture of student progress over time. ERO's findings appear to be supported by the work of Hume and Coll (2009)¹⁵⁴ who concluded that teachers of Years 11-13 are implementing a narrow interpretation of formative assessment.
432. Although internal assessment is regarded as a vitally important feature of the system, it is seen by some as increasing teacher workload. External assessment is viewed by many as a necessary aspect of students' assessment loads. However, evidence suggests that schools are increasingly favouring internal assessment; approximately two thirds of all school assessment is internal.

6.3 Policy challenges and initiatives

National Standards

433. From 2010, all schools with students at Years 1-8 are required to implement *National Standards*. *National Standards*, (English-medium in reading, writing & mathematics and *Ngā Whanaketanga Rūmaki Māori* (Māori-medium in reading, writing, oral language and mathematics) contribute to the assessment process because they provide the context against which evidence from a range of assessment activity can be considered.
434. The *National Standards* are broad descriptions of the knowledge, skills and understanding students need if they are to access the national curriculum with confidence. The intention is to build on the strong assessment for learning focus in primary schools by providing a nationally consistent means to assist teachers and students to

¹⁵⁴ Hume, A., & Coll, R. K. (2009). *Assessment of learning, for learning, and as learning: New Zealand case studies* Assessment in Education: Principles, Policy & Practice, 16:3, 269-290.

make informed decisions about future learning needs and ensure parents have clear information to support their children's learning.

435. The standards are being phased in over three years. Teachers are expected to assess and report to parents using *National Standards* in 2010, strategic planning using school-level data is expected in 2011 and Board of Trustees reporting of this data is required in 2012. The standards have been developed using evidence that includes: student achievement data from the web-based Assessment Tools for Teaching and Learning (e-asTTle) and Progress and Achievement Tests (PAT); and the extensive work undertaken to develop numeracy stages and literacy learning progressions.¹⁵⁵
436. During 2010 further evidence was gathered against which any adjustments can be made. Evidence gathered included data from the *National Standards* Monitoring and Evaluation project as well as experiential evidence shared by schools and teachers implementing the standards.

Ngā Whanaketanga Rūmaki Māori

437. Such adjustments will be particularly significant in relation to *Ngā Whanaketanga Rūmaki Māori*. Although *Ngā Whanaketanga Rūmaki Māori* and related learning progressions are based on the advice of academic experts, the available evidence base is less extensive than that used in the development of the English-medium standards.
438. An extended period for consultation and trialling *Ngā Whanaketanga Rūmaki Māori* during 2010 will build shared ownership across the Māori-medium sector. Because each community and whānau is unique, Māori-medium *National Standards* must provide national consistency as well as being flexible enough to be implemented in ways that suit the spectrum of Māori-medium settings and whānau.
439. In Māori-medium education, there are assessment tool gaps in some areas of oral, reading and writing te reo Māori and Pāngarau. There are also a number of issues with existing tools. For example, some assessment tools are direct translations of English language tools and do not yet align to the new Māori-medium curriculum, *Te Marautanga o Aotearoa*.
440. The diversity of Māori-medium, in addition to the fact that Māori-medium settings are often small and remote, creates challenges in terms of the design of the support and professional development infrastructure to support this sector.

Stakeholder issues

441. Key concerns that have been expressed in relation to *National Standards* are that the standards:
- may promote an undue focus on achievement, at the expense of progress, leading to students being labelled as failures rather than supported to further learning, as intended;
 - may compromise the implementation of the new curriculum by unduly focusing on reading, writing and mathematics;
 - are not well aligned with available tools and resources;
 - could lead to aggregated student achievement information being misused, incorrectly viewed as a proxy for school and teacher quality and unfair school comparisons made – related to this is a concern about the need to ensure consistency of teacher judgement.
442. Concerns have also been expressed about the research, theoretical and measurement underpinnings of the *National Standards*, the implementation timeframe and the management and resourcing of the change process.
443. The Ministry of Education has acknowledged these concerns and is monitoring them in the context of policy design and implementation. Many stakeholders are supportive of the broad aims of assessment policy and the

¹⁵⁵ The literacy and numeracy progressions guide teaching (Years 1-10) across the curriculum.

strong focus on formative assessment, the use of teachers' professional judgements and sharing information between teachers, students, parents, families and whānau. These emphases have been carried through into the new *National Standards* initiative, which should serve to strengthen the focus by providing a more consistent means for sharing information and emphasising the need for effective assessment practice and assessment capability.

444. The predominant stakeholder view is that national testing in primary schooling is inappropriate because it undermines the strong assessment for learning focus and promotes an overemphasis on the use of assessment information for accountability rather than improvement purposes.

Student record transfer

445. The use of different SMS with differing applications for data storage (Section 6.1.1 *Longitudinal Dimension to Student Assessment*) prompted the Student Record Transfer (SRT) initiative.
446. SRT is a software specification that vendors are now required to build into their SMS to enable interaction with a Ministry of Education server. The combined effect is that schools will be able to upload leavers' data to a secure file server from where schools receiving the students will be able to download data, including student demographic, attendance and assessment information.

Assessment tools

447. The Ministry of Education has an ongoing programme to align the most commonly used assessment tools (tests, tasks, reading series, diagnostic interviews) to *National Standards* where possible. Consideration is being given to gaps in tool availability.
448. Monitoring of the use of the assessment website indicates that curriculum exemplars are one of the most used resources in our schools. The exemplars were developed in English and Māori-medium in all learning areas of the national curriculum. A process of refresh and renew is being undertaken to ensure alignment to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* being implemented from 2010. An increase in the uptake of e-asTTle has also occurred.

Professional learning

449. The Government set aside \$26 million for all teachers and school leaders to access support in implementing the *National Standards* effectively in 2010, as a component of the *National Standards* policy initiative (Section 6.3).
450. The Assess to Learn Programme is an indepth, school-based programme that has operated across primary and secondary schools since 2002 (Section 6.1.3). The evaluation of this programme found that:¹⁵⁶
- involvement in the programme resulted in significant shifts in learning and achievement for the majority of students and shifts in professional learning and pedagogical practice for most teachers involved;
 - schools experienced improved recording and reporting systems, particularly in terms of consistency across teams or departments and more coherent teacher philosophy and practice in assessment;
 - significant gains in student learning and achievement, especially for lower-achieving students, were made and teachers and schools reported positive sustainable changes in teaching, learning and assessment processes, practices, and systems.

¹⁵⁶ Poskitt, J., & Taylor, K. (2008). *National Education Findings of Assess to Learn (AtoL) report*. Palmerston North: Education Group. www.educationcounts.govt.nz/publications/schooling/27968/27984

451. These conclusions are reinforced by data from the 2009 national evaluation of Assess to Learn.¹⁵⁷ This data also signals significant effects in raised student achievement for all groups of students, including Māori and Pasifika students. Patterns are less clear in secondary schools, with effects varying greatly between schools.
452. Demand to participate in the Assess to Learn programme significantly exceeds supply. Currently, 155 schools are involved in the programme. Funding (\$3.17m per annum) constrains the scale of delivery.

Enhancements to the National Certificate of Educational Achievement (NCEA)

453. Teacher and parent organisations have long sought a criterion-based approach to assessment and certification in national examinations. The shift from norm-referenced assessment to assessment against criteria required substantial rethinking and a fundamental change in assessment practice.¹⁵⁸ By and large this shift has been successful and there is a growing understanding and knowledge of criteria-based assessment and the new qualifications regime.
454. Each year, NZQA carries out a statistical procedure to identify schools that have results distributions for internally assessed results, in one or more subject areas, which are significantly different to those that would be expected on the basis of their distributions of externally assessed (national examination) results. Schools with the greatest discrepancies between actual and typical distributions of results are investigated to identify the reasons for the discrepancy. Assistance with internal assessment tools and practices is then provided if the investigation indicates that such assistance is required.
455. New rules about the extent and number of further assessment opportunities and resubmissions that schools may offer students in an academic year have been put into place to ensure national consistency in further assessment.
456. NCEA certificates may be endorsed with Merit or Excellence. Students are awarded NCEA endorsed with Merit if they gain 50 credits or more from standards achieved with Merit or Excellence, and are awarded NCEA endorsed with Excellence if they achieve 50 or more credits with Excellence.
457. Course endorsement will allow school courses to be ‘Achieved with Merit’ and ‘Achieved with Excellence’. From 2011, students will be awarded a course endorsed with Merit if they achieve 14 or more credits with Merit or Excellence and will be awarded a course endorsed with Excellence if they achieve 14 or more credits with Excellence.
458. Current research shows that certificate endorsement has had a positive impact on student motivation, with levels of endorsement rising over 2007-2009. Course endorsement is expected to have a similar impact, enabling students who excel in a particular subject area to be recognised as a complement to their qualification.
459. The Standards Review programme is aligning school subject-based standards with the revised *New Zealand Curriculum*, and addressing issues of duplication and credit parity. This review is particularly important because it will ensure that curriculum standards have consistent associated credit values.
460. To assist with implementation of the revised standards, this programme includes the production of assessment resources for internal and external standards. These resources will help teachers and students to better understand the criteria for Achieved, Merit and Excellence grades for the revised standards. The materials will be trialled in schools to ensure they are fit for purpose. Examples of appropriate student work around each grade boundary will be identified, annotated and published along with the activities and schedules.

¹⁵⁷ Mitchell, K., & Poskitt, J. (2009). *Evaluation Assess to learn Professional Development*. Auckland: The Education Group Ltd.

¹⁵⁸ Dobric, K. (2005). Drawing on Discourses: Policy Actors in the Debates over the National Certificate of Educational Achievement 1996-2000. *New Zealand Annual Review of Education*, 15, 85-109.

461. The development of new literacy and numeracy unit standards will provide an alternative pathway towards achieving NCEA Level 1 and support the initiative to raise literacy and numeracy achievement in schools.
462. Work is under way with a number of standard-setting bodies to allow for Merit and Excellence grades to be added to Unit Standards where appropriate, with the goal of improving consistency across the New Zealand Qualifications Framework. This initiative will also ensure that students are not discouraged from taking vocationally based courses or courses that combine curriculum and vocational elements.

References

- Absolum, M., Flockton, L., Hattie, J., Hipkins, R., & Reid, I. (2009). *Directions For Assessment in New Zealand*. (National Assessment Strategy review position paper)
www.tki.org.nz/r/assessment/research/mainpage/directions/
- Allen, P., Crooks, T., Hearn, S., & Irwin, K. (1997). *Te Tiro Hou* (Report of the Qualifications Framework Inquiry). Wellington, NZ: New Zealand Post Primary Teachers' Association.
- Bishop, R., Berryman, M., Tiakiwai, S., & Richardson, C. (2003). *Te Kotahitanga Phase 1*. Wellington: Ministry of Education.
- Bishop, R., Berryman, M., Powell, A., & Teddy, L. (2007). *Te Kotahitanga Phase 2*. Wellington: Ministry of Education.
- Bishop, R., Berryman, M., Cavanagh, T., & Teddy, L. (2007). *Te Kotahitanga Phase 3 Whanaungatanga: Establishing a culturally responsive pedagogy of relations in mainstream secondary school classrooms*. Report to the Ministry of Education. Wellington: Ministry of Education.
www.educationcounts.govt.nz/publications/schooling/9977
- Bishop, R., O'Sullivan, D., & Berryman, M. (2010). *Scaling up Education Reform*. Wellington: NZCER Press.
- Black, P. (2000). Report to the Qualifications Development Group Ministry of Education, on the proposals for development of the NCEA. London: King's College.
- Cameron, M., Dingle, R., & Brooking, K. (2007). *Learning to Teach: A survey of provisionally registered teachers in Aotearoa New Zealand*. Wellington: New Zealand Teachers Council.
- Cowie, B., Jones, A., & McGee, C. (2008). *Assessment Review Paper 10: Initial Teacher Education (ITE) and Assessment*. Wellington: Ministry of Education.
- Dobric, K. (2005). Drawing on Discourses: Policy Actors in the Debates over the National Certificate of Educational Achievement 1996-2000. *New Zealand Annual Review of Education*, 15, 85-109.
- Education Review Office (2007). *The Collection and Use of Assessment Information in Schools*. Wellington: Education Review Office. ero.govt.nz/ero/publishing.nsf/Content/AssmntInfoSchlsMarch07
- Education Review Office. (2009a). *Managing professional learning and development in primary schools*. Wellington: Education Review Office.
- Education Review Office. (2009b). *Managing professional learning and development in secondary schools*. Wellington: Education Review Office.
- Education Workforce Advisory Group (2010). *A Vision for the Teaching Profession*, Education Workforce Advisory Group Report to the Minister of Education. Wellington: New Zealand Government.

- Gilmore, A. (2008). *Assessment Review Paper 8: Professional Learning in Assessment*. Wellington: Ministry of Education.
- Hattie, J. A. C. (2009). *Visible Learning*. New York: Routledge.
- Higgins, J. with Parsons, R. and Hyland, M. (2003). The Numeracy Development Project: Policy to Practice. In *New Zealand Annual Review of Education*. Wellington: School of Education, Victoria University.
- Higgins, J., & Parsons, R. (2009). A Successful Professional Development Model in Mathematics: A System-Wide New Zealand Case. *Journal of Teacher Education*, 60, 231-242.
- Hume, A., & Coll, R. K. (2009). *Assessment of learning, for learning, and as learning: New Zealand case studies*. *Assessment in Education: Principles, Policy & Practice*, 16(3) 269-290.
- Langley, J. (Ed) (2009). *Tomorrow's Schools 20 years on...* Auckland: Cognition Institute.
www.cognitioninstitute.org/index.php/Publications/Tomorrows-Schools-20-Years-on.html
- Lovett, S., & Sinclair, L. (2005). *The Socialisation of Teachers into a Culture of Assessment*. Wellington: New Zealand Council for Educational Research.
- Ministry of Education (1994). *Assessment Policy to Practice*. Wellington: Learning Media.
- Ministry of Education (2007). *The New Zealand Curriculum*. Wellington: Ministry of Education.
nzcurriculum.tki.org.nz/Curriculum-documents/The-New-Zealand-Curriculum
- Ministry of Education (2008). *Te Marautanga o Aotearoa*. (English translation) Wellington: Ministry of Education.
www.minedu.govt.nz/NZEducation/EducationPolicies/MaoriEducation/Consultation/TeMarautangaOAotearoa/WhakapakehatiaOTeMarautangaOAotearoa.aspx
- Ministry of Education (2010). *Effective Governance: Working in partnership*. Wellington: Ministry of Education.
www.minedu.govt.nz/~media/MinEdu/Files/Boards/EffectiveGovernanceTagVer.pdf
- Nees, P. (2007). *Schools and their ERO recommendations: A study of six Wellington area schools*.
www.educationallleaders.govt.nz/content/download/744/6082/file/nees-sabbatical-06.pdf
- New Zealand Qualifications Authority (1999). *Assessment for Better Learning*. NCEA Updates 4, Wellington: New Zealand Qualifications Authority. www.nzqa.govt.nz/ncea/for-teachers/checkpoints/betterlearning.html NOT FOUND
- Parr, J., Timperley, P., Reddish, R., Jesson, R., & Adams, R. (2007). *Literacy Professional Development Project: Identifying Effective Teaching and Professional Development Practices for Enhanced Student Learning*. Wellington: Ministry of Education.
- Parsons, R. (2006). *External Evaluation in New Zealand Schooling*. Unpublished doctoral thesis. Palmerston North: Massey University.
- Parsons, R., & Whitney, L. (2008). *Assessment Review Paper 4: Assessment Informing Policy*. Wellington: Ministry of Education.

- Poskitt, J., & Taylor, K (2008). *National Education Findings of Assess to Learn (AtoL) report*. Wellington: Ministry of Education. www.educationcounts.gov.nz/publications/schooling/27968/27984
- Robinson, V. (2007). *School Leadership and Student Outcomes: Identifying What Works and Why*. ACEL Monograph Series. Melbourne: Australian Council for Educational Leaders and Centre for Organisational Learning and Leadership.
- Robinson, V. M. J., Lloyd, C. A., & Rowe, K. J. (2008). "The Impact of Leadership on Student Outcomes: An Analysis of the Differential Effects of Leadership Types". *Educational Administration Quarterly*. 44, (5), 635-674.
- Robinson, V., Hohepa, M., & Lloyd, C. (2009). *School Leadership and Student Outcomes: Identifying What Works and Why Best Evidence Synthesis*. Wellington: Ministry of Education.
- Schagen, S., & Wylie, C. (2009). *School resources, culture and connections*. Wellington: NZCER.
- Sinnema, C. (2005). *Teacher appraisal: Missed opportunities for learning*. Unpublished Doctoral Thesis. Auckland: University of Auckland.
- State Services Commission (2003). *Managing for Outcomes: Guidance for Departments*. Wellington: State Services Commission. www.ssc.govt.nz/display/document.asp?docid=3530&pageno=1#P12_245
- Timperley, H., Wilson, A., Barrar, H., & Fung, I. (2007). *Teacher Professional Learning and Development. Best Evidence Synthesis Iteration*. Wellington: Ministry of Education.
- Timperley, H.S., & Parr, J.M. (2009). Chain of Influence from policy to practice in the New Zealand literacy strategy. *Research Papers in Education*, 24, 135-154.

Annex 1: Māori immersion levels

Boards receive funding for students enrolled in Māori Language Programmes (MLP) that meet all the criteria for one of four immersion levels. This funding is labelled ‘MLP’ followed by the level of immersion.

Māori Language Programmes have three degrees of involvement. Within these programmes there are six levels that may be reported in Board’s roll returns.

These levels are outlined in the tables below. Only students enrolled in Levels one – four (including 4b) generate Māori Language Programme funding.

Level	Māori immersion – curriculum taught in Māori
1	100 percent of time, ie, complete immersion (25 hours per week); or 81-100 percent of total time, ie, for more than 20 and up to 25 hours for primary schools and 22.5 hours for secondary and area schools per week.
2	51-80 percent of total time, ie, for more than 12.5 and up to 20 hours per week.
3	31-50 percent of total time, ie, for more than 7.5 and up to 12.5 hours per week.
4a	12-30 percent of total time, for more than 3 and up to 7.5 hours per week (ie, more than 70 percent of instruction is in English).

Level	Te Reo Māori – Māori language taught as a separate subject
4b	At least three hours per week.
5	Less than three hours per week.

Level	Tāha Māori – cultural programme
6	Māori songs, greetings and simple words.

Boards are initially funded for the number of students predicted by the school in each Māori Language Programme. This is recalculated once actual numbers of students taught at each immersion level have become available. Verifiers visit a sample of schools receiving Māori Language Programme funding to ensure programmes are funded at the correct level.

The full school Resourcing Handbook can be found at:

www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/SchoolOperations/Resourcing/ResourcingHandbook.aspx

Annex 2: Education Indicators Framework

The Education Indicators Framework has been developed to help decision-makers to assess the health of the education system and to monitor education outcomes over time.

The framework consists of:

- *criteria for selecting indicators* to ensure the selection of robust and enduring indicators that help focus on things that matter;
- *six domains used to organise and group indicators*. The current domains are: education and learning; effective teaching; student participation; family and community; quality education providers; and resourcing;
- *demographic dimensions* by which indicators can be disaggregated to assess different sub-groups of the population, for example, gender or ethnicity;
- *education dimensions* by which indicators can be disaggregated to assess education performance by factors such as school type or year of schooling.

Each of the six indicator domains include measures designed to determine how well a result has been achieved in a particular area of interest. For example, the education and learning domain includes 10 indicators measuring achievement in reading, te reo Māori, science, mathematics, six indicators measuring attainment of formal qualifications and five indicators measuring labour market and social outcomes.

Indicators include contextual information to assist interpretation and help to make sense of trends over time, differences between sub-groups of the population and comparisons with other countries.

Up-to-date information about performance against all of the education indicators is available online at: www.educationcounts.govt.nz. The Ministry of Education also reports on performance against the Education Indicators Framework annually in *The State of Education in New Zealand*.

The full Education Indicator Framework can be found at:

www.educationcounts.govt.nz/_data/assets/pdf_file/0018/9513/Indicator_Framework_v2.0.pdf

Annex 3: Education Review Office Evaluation Indicators

Three key concepts underpin ERO's approach to reviewing the quality of education in schools.

The whakatauki (the proverb)¹⁵⁹

Student learning, as determined by measures of their engagement, achievement and progress is at the heart of the review process. The factors that research and effective practice have shown to impact students' learning and contribute to an effective school – governing the school, leading and managing the school, teaching, engaging parents and communities, and school culture – are also evaluated as part of the review process.

The dimensions

The dimensions provide the framework for the evaluation indicators. Each dimension has a set of evaluative questions, which are broken down further by evaluative prompts and supported by indicators (what does this look like?) and sources (where and how can we gather evidence to evaluate against the indicators?). The indicators are drawn from key educational research and evaluation findings and are designed to be used for school self review and external evaluation.

The theoretical framework (complementary evaluation)

The theoretical framework aims to balance the input from internal (school self review) and external evaluation (ERO external review) according to the unique context and evaluative history of each setting.

Given the devolved nature of school-based decision-making a single overarching evaluative question guides the external review process: "How effectively does this school's curriculum promote student learning – engagement, progress and achievement?" *A Framework for School Reviews* outlines the process so that there is consistency and transparency across the differing settings and the major evaluative question keeps the focus on each school's approach and effectiveness.

The indicators, frameworks and other supporting documents can be accessed at www.ero.govt.nz.

¹⁵⁹ ERO's whakatauki is: Ko te Tamati te Pūtake o te Kaupapa – The child – the heart of the matter.

Annex 4: International studies

Progress in International Reading Literacy (PIRLS)

The focus of PIRLS is the reading literacy of Year 5 students. The project provides information at both national and international levels about whether at nine years of age students have sufficient fundamental literacy skills to enable them to make the most of learning throughout their schooling and beyond. This study occurs every four years and is designed to provide information that can help give direction to schools' instructional efforts, provide insights into curriculum strengths and weaknesses and examine other factors surrounding the acquisition of reading literacy. www.educationcounts.govt.nz/publications/series/2539.

Trends in International Mathematics and Science Study (TIMSS)

TIMSS studies provide a description of student achievement in mathematics and science at Years 5 and 9. These studies enable information to be collected about teaching and learning at both national and international levels. The associated investigation of curricula and teaching and classroom practices enables achievement to be placed in context and provides a basis for the examination and review of existing practices. As with PIRLS, trend information is gathered every four years. www.educationcounts.govt.nz/publications/series/2571.

Programme for International Student Assessment (PISA)

PISA aims to assess how students approaching the end of compulsory education have acquired some of the knowledge and skills that are essential for full participation in society. Three domains form the core of each cycle: reading literacy, mathematical literacy and science literacy. Assessments are carried out every three years. While all domains are assessed on each occasion, the major focus shifts every three years. Key features of PISA are its policy orientation, innovative approach to literacy and relevance to lifelong learning (OECD, 2007). www.educationcounts.govt.nz/publications/series/2543.

International Civic and Citizenship Education Study (ICCS)

ICCS is an educational study that aims to investigate the ways in which young people are prepared to undertake their roles as citizens in the 21st century. ICCS aligns with the recent changes in the New Zealand curriculum, which now has a greater emphasis on citizenship as students are encouraged to value community and participation for the common good. www.educationcounts.govt.nz/themes/research/iccs_data.

Annex 5: Secondary School Teachers Professional Standards

Dimension	Beginning Classroom Teacher	Classroom Teacher	Experienced Classroom Teacher
Definition	...have not yet attained full registration. They are working with the advice and guidance of the school towards gaining the expected skills and knowledge of the Classroom Teacher.	...have taught for at least two years, have attained full registration and display a high level of competence in the performance of their day-to-day teaching responsibilities.	...are highly skilled practitioners and classroom managers (see clause 2.5.8 of the Secondary Teachers' Collective Employment Contract). They have a highly developed understanding of teaching and learning and, as such, provide highly effective classroom environs and are able to support and provide assistance to teaching colleagues
Professional Knowledge	<p>...are expanding knowledge, with advice and guidance in:</p> <ul style="list-style-type: none"> the practical application of curriculum, learning and assessment theory current issues and initiatives in education, including Māori education 	<p>...are competent in relevant curricula</p> <p>...demonstrate a sound knowledge of current learning and assessment theory</p> <p>...demonstrate a sound knowledge of current issues and initiatives in education, including Māori education</p>	<p>...demonstrate a significant depth of knowledge in the theory and practical application, where appropriate, of:</p> <ul style="list-style-type: none"> curricula relevant to their teaching speciality(ies) learning and assessment theory and developments the current issues and initiatives in education, including Māori education
Professional Development	<p>...are receiving professional support and encouragement to successfully:</p> <ul style="list-style-type: none"> participate in available professional development opportunities appropriate to individual needs and school priorities, including opportunities relating to the Treaty of Waitangi 	<p>...demonstrate a commitment to their own ongoing learning</p> <p>...participate individually and collaboratively in professional development activities</p> <p>...continue to develop understandings of the Treaty of Waitangi</p>	<p>...demonstrate a high level of commitment to:</p> <ul style="list-style-type: none"> further developing their own knowledge and skills encouraging and assisting colleagues in professional development further developing understandings of the Treaty of Waitangi
Teaching Techniques	<p>...techniques are, with professional guidance, developing effective strategies in regard to:</p> <ul style="list-style-type: none"> programme planning and assessment design teaching techniques development and appropriate use of teaching resources use of currently-available technologies evaluation and reflection on teaching techniques and strategies 	<p>...plan and use appropriate teaching programmes, strategies, learning activities and assessments demonstrate flexibility in a range of effective teaching techniques</p> <p>...make use of appropriate technologies and resources</p> <p>...impart subject content effectively</p> <p>...evaluate and reflect on teaching techniques and strategies with a view to improvement</p>	<p>...demonstrate expertise and refined strategies in:</p> <ul style="list-style-type: none"> the development and practice of teaching programmes and resources, learning activities and assessment regimes highly effective teaching techniques evaluation, appraisal and reflection on their own and others' teaching practices with positive outcomes

Dimension	Beginning Classroom Teacher	Classroom Teacher	Experienced Classroom Teacher
Student Management	<p>...are developing sound understandings and strategies, within the confines of available resources, to:</p> <ul style="list-style-type: none"> manage student behaviour recognise individual learning needs develop positive and safe physical and emotional environments recognise diversity 	<p>...manage student behaviour effectively</p> <p>establish constructive relationships with students</p> <p>...be responsive to individual student needs</p> <p>...develop and maintain a positive and safe physical and emotional environment</p> <p>...create an environment that encourages respect and understanding</p> <p>maintain a purposeful working environment</p>	<p>...demonstrate expertise and refined strategies in:</p> <ul style="list-style-type: none"> the development and maintenance of environments that enhance learning by recognising and catering for the learning needs of a diversity of students managing student behaviour effectively
Motivation of Students	<p>...are receiving professional guidance and demonstrating increasing competence in:</p> <ul style="list-style-type: none"> setting expectations that promote learning effective techniques in student motivation 	<p>...engage students positively in learning</p> <p>...establish expectations that value and promote learning</p>	<p>...demonstrate a high level of effectiveness in:</p> <ul style="list-style-type: none"> encouraging positive school-wide engagement in learning fostering and practising cultures of learning achievement
Te reo me ona Tikanga	<p>...are expanding knowledge and developing sound skills, with advice and guidance in:</p> <ul style="list-style-type: none"> accurate pronunciation of basic Māori vocabulary common greetings and waiata basic Māori protocols 	<p>...continue to develop understandings and skills in the appropriate usage and accurate pronunciation of te reo Māori</p> <p>Demonstrate an understanding of basic Māori protocols when opportunities arise</p>	<p>...demonstrate commitment to the promotion in education of:</p> <ul style="list-style-type: none"> the appropriate and accurate use of te reo Māori the adoption of Māori protocols where appropriate
Effective Communication	<p>...are demonstrating, with the support of senior staff, growing ability to successfully:</p> <ul style="list-style-type: none"> communicate effectively with students, families, whānau and caregivers report on student progress share information with colleagues 	<p>...communicate clearly and effectively in either or both of the official languages of New Zealand</p> <p>...provide appropriate feedback to students</p> <p>...communicate effectively with families, whānau and caregivers</p> <p>...share information with colleagues</p>	<p>...demonstrate particular skill and success in:</p> <ul style="list-style-type: none"> communicating effectively with students reporting on student achievement to students, families, whānau and caregivers inter-staff communications
Support for and Cooperation with Colleagues	<p>...are receiving professional support and encouragement to successfully:</p> <ul style="list-style-type: none"> build professional relationships contribute where appropriate to professional development activities 	<p>...maintain effective working relationships with colleagues</p> <p>...support and provide assistance to colleagues in improving teaching and learning</p>	<p>...demonstrate a high level of commitment to:</p> <ul style="list-style-type: none"> encouraging and fostering effective working relationships with and between others providing support and assistance to colleagues where appropriate
Contribution to Wider School Activities	<p>...are demonstrating a willingness to be involved in activities that contribute positively to the life of the school</p>	<p>...contribute positively to the life of the school and its community</p>	<p>...contribute towards the effective functioning of total school operation, including the school's relationship with parents and the wider community</p>

Annex 6: Registered Teacher Criteria

Introduction

The *Registered Teacher Criteria* describe the criteria for quality teaching that are to be met by all fully registered teachers in New Zealand.

The *Registered Teacher Criteria* recognise that teaching is a highly complex activity, drawing on repertoires of knowledge, practices, professional attributes and values to facilitate academic, social and cultural learning for diverse education settings. The criteria and indicators should be viewed as interdependent and overlapping.

Overarching statements

- Teachers play a critical role in enabling the educational achievement of all ākonga/ learners.¹⁶⁰
- The Treaty of Waitangi extends equal status and rights to Māori and Pākehā. This places a particular responsibility on all teachers in New Zealand to promote equitable learning outcomes.
- In an increasingly multicultural New Zealand, teachers need to be aware of and respect the languages, heritages and cultures of all ākonga.
- In New Zealand, the Code of Ethics/*Ngā Tikanga Matatika* commits registered teachers to the highest standards of professional service in promoting the learning of those they teach.

Criteria and key indicators

Professional relationships and professional values

Fully registered teachers engage in appropriate professional relationships and demonstrate commitment to professional values.

Fully registered teachers:	
Criteria	Key indicators
1. establish and maintain effective professional relationships focused on the learning and wellbeing of ākonga	i. engage in ethical, respectful, positive and collaborative professional relationships with: <ul style="list-style-type: none"> • ākonga • teaching colleagues, support staff and other professionals • whānau and other carers of ākonga • agencies, groups and individuals in the community.
2. demonstrate commitment to promoting the wellbeing of all ākonga	i. take all reasonable steps to provide and maintain a teaching and learning environment that is physically, socially, culturally and emotionally safe ii. acknowledge and respect the languages, heritages and cultures of all ākonga iii. comply with relevant regulatory and statutory requirements
3. demonstrate commitment to bicultural partnership in New Zealand	i. demonstrate respect for the heritages, languages and cultures of both partners to the Treaty of Waitangi
4. demonstrate commitment to ongoing professional learning and development of	i. identify professional learning goals in consultation with colleagues

¹⁶⁰ In this document, the term ākonga has been chosen to be inclusive of all learners in the full range of settings, from early childhood to secondary and beyond, where the Registered Teacher Criteria apply.

Fully registered teachers:	
Criteria	Key indicators
personal professional practice	<ul style="list-style-type: none"> ii. participate responsively in professional learning opportunities within the learning community iii. initiate learning opportunities to advance personal professional knowledge and skills
5. show leadership that contributes to effective teaching and learning	<ul style="list-style-type: none"> i. actively contribute to the professional learning community ii. undertake areas of responsibility effectively

Professional knowledge in practice

Fully registered teachers make use of their professional knowledge and understanding to build a stimulating, challenging and supportive learning environment that promotes learning and success for all ākonga.

Fully registered teachers:	
Criteria	Key indicators
6. conceptualise, plan and implement an appropriate learning programme	<ul style="list-style-type: none"> i. articulate clearly the aims of their teaching, give sound professional reasons for adopting these aims, and implement them in their practice ii. through their planning and teaching, demonstrate their knowledge and understanding of relevant content, disciplines and curriculum documents
7. promote a collaborative, inclusive and supportive learning environment	<ul style="list-style-type: none"> i. demonstrate effective management of the learning setting that incorporates successful strategies to engage and motivate ākonga ii. foster trust, respect and cooperation with and among ākonga
8. demonstrate in practice their knowledge and understanding of how ākonga learn	<ul style="list-style-type: none"> i. enable ākonga to make connections between their prior experiences and learning and their current learning activities ii. provide opportunities and support for ākonga to engage with, practise and apply new learning to different contexts iii. encourage ākonga to take responsibility for their own learning and behaviour iv. assist ākonga to think critically about information and ideas and to reflect on their learning
9. respond effectively to the diverse language and cultural experiences, and the varied strengths, interests and needs of individuals and groups of ākonga	<ul style="list-style-type: none"> i. demonstrate knowledge and understanding of social and cultural influences on learning, by working effectively in the bicultural and multicultural contexts of learning in New Zealand ii. select teaching approaches, resources, technologies and learning and assessment activities that are inclusive and effective for diverse ākonga iii. modify teaching approaches to address the needs of individuals and groups of ākonga
10. work effectively within the bicultural context of New Zealand	<ul style="list-style-type: none"> i. practise and develop the relevant use of te reo Māori me ngā tikanga-a-iwi in context ii. specifically and effectively address the educational aspirations of ākonga Māori, displaying high expectations for their learning
11. analyse and appropriately use	<ul style="list-style-type: none"> i. analyse assessment information to identify progress and

Fully registered teachers:	
Criteria	Key indicators
assessment information, that has been gathered formally and informally	<ul style="list-style-type: none"> ongoing learning needs of ākonga ii. use assessment information to give regular and ongoing feedback to guide and support further learning iii. analyse assessment information to reflect on and evaluate the effectiveness of the teaching iv. communicate assessment and achievement information to relevant members of the learning community v. foster involvement of whānau in the collection and use of information about the learning of ākonga
12. use critical inquiry and problem-solving effectively in their professional practice	<ul style="list-style-type: none"> i. systematically and critically engage with evidence and professional literature to reflect on and refine practice ii. respond professionally to feedback from members of their learning community iii. critically examine their own beliefs, including cultural beliefs, and how they impact on their professional practice and the achievement of ākonga

Annex 7: Graduating teacher standards

These standards recognise that the Treaty of Waitangi extends equal status and rights to Māori and Pākehā.

Graduates entering the profession will understand the critical role teachers play in enabling the educational achievement of all learners.

Professional knowledge

Standard One: Graduating Teachers know what to teach and have the:

- content knowledge appropriate to the learners and learning areas of their programme;
- pedagogical content knowledge appropriate to the learners and learning areas of their programme;
- knowledge of the relevant curriculum documents of New Zealand;
- content and pedagogical content knowledge for supporting English for Speakers of Other Languages (ESOL) to succeed in the curriculum.

Standard Two: Graduating Teachers know about learners and how they learn:

- have knowledge of a range of relevant theories and research about pedagogy, human development and learning;
- have knowledge of a range of relevant theories, principles and purposes of assessment and evaluation;
- know how to develop meta-cognitive strategies of diverse learners;
- know how to select curriculum content appropriate to the learners and the learning context.

Standard Three: Graduating Teachers understand how contextual factors influence teaching and learning and have:

- an understanding of the complex influences that personal, social, and cultural factors may have on teachers and learners;
- knowledge of tikanga and te reo Māori to work effectively within the bicultural contexts of New Zealand;
- an understanding of education within the bicultural, multicultural, social, political, economic and historical contexts of New Zealand.

Professional practice

Standard Four: Graduating Teachers use professional knowledge to plan for a safe, high quality teaching and learning environment, they:

- draw upon content knowledge and pedagogical content knowledge when planning, teaching and evaluating;
- use and sequence a range of learning experiences to influence and promote learner achievement;
- demonstrate high expectations of all learners, focus on learning and recognise and value diversity;
- demonstrate proficiency in oral and written language (Māori and/or English), in numeracy and in ICT relevant to their professional roles;
- use te reo Māori me ngā tikanga-a-iwi appropriately in their practice;
- demonstrate commitment to, and strategies for, promoting and nurturing the physical and emotional safety of learners.

Standard Five: Graduating Teachers use evidence to promote learning, they:

- systematically and critically engage with evidence to reflect on and refine their practice;
- gather, analyse and use assessment information to improve learning and inform planning;
- know how to communicate assessment information appropriately to learners, their parents/caregivers and staff.

Professional values & relationships

Standard Six: Graduating Teachers develop positive relationships with learners and the members of learning communities, they:

- recognise how differing values and beliefs may impact learners and their learning;
- have the knowledge and dispositions to work effectively with colleagues, parents/caregivers, families/whānau and communities;
- build effective relationships with their learners;
- promote a learning culture that engages diverse learners effectively;
- demonstrate respect for te reo Māori me ngā tikanga-a-iwi in their practice.

Standard Seven: Graduating Teachers are committed members of the profession and:

- uphold the New Zealand Teachers Council Code of Ethics/Ngā Tikanga Matatika;
- have knowledge and understanding of the ethical, professional and legal responsibilities of teachers;
- work cooperatively with those who share responsibility for the learning and wellbeing of learners;
- are able to articulate and justify an emerging personal, professional philosophy of teaching and learning.

Annex 8: Principals professional standards

Professional standards for primary principals

The professional standards set out in this schedule have been drawn from the Kiwi Leadership for Principals document and educational leadership best evidence. They provide a baseline for assessing satisfactory performance within each area of practice. They form part of a principal's performance agreement, which will reflect the school/Board goals, the principal's job description and more specific objectives.

Included in the development of the performance agreement will be the identification and development of appropriate indicators. The performance agreement must also include New Zealand Teachers Council criteria for registration as a teacher.

Part 4 of the Primary Principals' Collective Agreement describes the responsibility of the employing Board to develop the principal's performance agreement.

<http://www.educationalladers.govt.nz/content/download/6755/54296/file/Professional%20standards%20for%20primary%20principals.pdf>.

Areas of Practice	Professional Standards
<p>CULTURE Provide professional leadership that focuses the school culture on enhancing learning and teaching.</p>	<p>In conjunction with the Board, develop and implement a school vision and shared goals focused on enhanced engagement and achievement for all students. Promote a culture whereby staff members take on appropriate leadership roles and work collaboratively to improve teaching and learning. Model respect for others in interactions with adults and students. Promote the bicultural nature of New Zealand by ensuring that it is evident in the school culture. Maintain a safe, learning-focused environment. Promote an inclusive environment in which the diversity and prior experiences of students are acknowledged and respected. Manage conflict and other challenging situations effectively and actively work to achieve solutions. Demonstrate leadership through participating in professional learning.</p>
<p>PEDAGOGY Create a learning environment in which there is an expectation that all students will experience success in learning.</p>	<p>Promote, participate in, and support ongoing professional learning linked to student progress. Demonstrate leadership through engaging with staff and sharing knowledge about effective teaching and learning in the context of the New Zealand Curriculum documents. Ensure staff members engage in professional learning to establish and sustain effective teacher/learner relationships with all students, with a particular focus on Māori students. Ensure that the review and design of school programmes is informed by school-based and other evidence. Maintain a professional learning community within which staff members are provided with feedback and support on their professional practice. Analyse and act upon school-wide evidence of student learning to maximise learning for all students, with a particular focus on Māori and Pasifika students.</p>
<p>SYSTEMS Develop and use management systems to support and enhance student learning.</p>	<p>Exhibit leadership that results in the effective day-to-day operation of the school. Operate within Board policy and in accordance with legislative requirements. Provide the Board with timely and accurate information and advice on student learning and school operation. Effectively manage and administer finance, property, and health and safety systems. Effectively manage personnel, with a focus on maximising the effectiveness of all staff members.</p>

Areas of Practice	Professional Standards
	Use school/external evidence to inform planning for future action, monitor progress and manage change. Prioritise resource allocation on the basis of the school's annual and strategic objectives.
PARTNERSHIPS and NETWORKS Strengthen communication and relationships to enhance student learning.	Work with the Board to facilitate strategic decision-making. Actively foster relationships with the school's community and local iwi. Actively foster professional relationships with and between colleagues and with government agencies and others with expertise in the wider education community. Interact regularly with parents and the school community on student progress and other school-related matters. Actively foster relationships with other schools and participate in appropriate school networks.

Note: Principals with teaching responsibilities will also need to meet the requirements of current (of the time) standards and/or criteria for teachers.

Professional standards for secondary principals

The Professional Standards set out in this schedule have been drawn from the Kiwi Leadership for Principals document and educational leadership best evidence. The Standards form a component of the principal's performance agreement alongside other components such as the school's strategic and annual plans, the principal's job description and the New Zealand Teachers' Council criteria for registration as a teacher.

These Standards contribute to a framework that assists in assessing and reviewing current practice and in identifying future professional development.

Part 4 of the Secondary Principals' Collective Agreement describes the responsibility of the employing Board to develop the principal's performance agreement.

www.educationalladers.govt.nz/content/download/6756/54300/file/Professional%20standards%20secondary%20principals.pdf

AREAS OF PRACTICE	PROFESSIONAL STANDARDS
CULTURE Provide professional leadership that focuses the school culture on enhancing learning and teaching.	With the Board, develop and then implement a school vision with shared goals and values focused on enhanced engagement and achievement (academically, socially and culturally) for all students. Promote a culture whereby staff members assume appropriate leadership roles and work collaboratively to improve teaching and learning. Model respect for others in interactions with adults and students. Promote the bicultural heritage of New Zealand by ensuring that it is evident in the school culture. Maintain a safe, learning-focused environment. Promote an inclusive environment in which the diversity, multicultural nature and prior experiences of students are acknowledged and respected. Manage conflict and other challenging situations effectively and actively work to achieve solutions. Demonstrate leadership in professional practice, through applying critical inquiry and problem-solving.
PEDAGOGY Create a learning environment in which there is an expectation that all students will experience success in learning.	Promote, participate in and support ongoing professional learning linked to student progress. Demonstrate leadership through engaging with staff and sharing knowledge about effective teaching and learning in the context of the New Zealand curriculum documents. Ensure staff members engage in professional learning to establish and sustain effective teacher/learner relationships with all students. Promote and support the gaining of worthwhile qualifications and successful transitions to tertiary education or employment for all students.

AREAS OF PRACTICE	PROFESSIONAL STANDARDS
	<p>Ensure that the review and design of school programmes is informed by school-based and external evidence.</p> <p>Foster a professional learning community within which staff members are encouraged to be reflective practitioners engaging with research, and feedback on their professional practice.</p> <p>Ensure the use of best practices for assessment and analyse and act upon evidence on student learning to maximise learning for all students.</p> <p>Focus in particular on success in learning for Māori and Pasifika students, students with special education needs, and students at risk of not succeeding at school.</p>
<p>SYSTEMS Develop and use management systems to support and enhance student learning.</p>	<p>Exhibit leadership that results in the effective day-to-day operation of the school.</p> <p>Operate effective systems within Board policy and in accordance with legislative requirements.</p> <p>Provide the Board with timely and accurate information and advice on student learning and school operation.</p> <p>Effectively manage finance, property, health and safety systems.</p> <p>Effectively manage personnel with a focus on maximising the effectiveness of all staff members.</p> <p>Use school/external evidence to inform planning for future action, monitor progress and manage change.</p> <p>Align resource allocation with the school's annual and strategic objectives.</p>
<p>PARTNERSHIPS and NETWORKS Strengthen communication and relationships to enhance student learning.</p>	<p>Work with the Board to facilitate strategic decision-making.</p> <p>Actively foster positive relationships with the school's community and local iwi.</p> <p>Actively foster professional relationships with and between colleagues and with government agencies and others with expertise in the wider education community.</p> <p>Ensure regular interaction with parents and the school community on student progress and other school-related matters.</p> <p>Actively foster positive relationships with other schools and participate in appropriate school networks.</p>

Annex 9: Programme evaluation

The Ministry of Education commissions a number of new research and evaluation projects each year to assess the impact of particular policies and programmes. Evaluations conducted by the Ministry or other organisations such as the New Zealand Council for Educational Research are complemented by the work of the Education Review Office (ERO).

Because of the access that ERO has to every school, the agency is able to evaluate significant policies and programmes through a nationwide sample. ERO conducts 12-15 evaluations each year on national education issues and effective education practice. Recent ERO national reports have focused on assessment, parental engagement and professional learning.

ERO evaluation of professional learning and development in schools

ERO produced two reports in 2009 on the management of professional learning and development within schools.¹⁶¹

ERO found wide variation in the quality of professional learning and development (PLD) programmes and management within schools. About one third of schools (primary 38 percent; secondary 27 percent) had high quality PLD management that aligned with school priorities. Professional learning was fostered and supported by school leaders and self-review systems monitored and evaluated the impact of the PLD investment on improving the quality of teaching and student outcomes. In another third of schools (primary 40 percent; secondary 30 percent), teachers' involvement in, and commitment to, planned professional development was less effective. These schools did not have sound systems to monitor and evaluate the impact of PLD on the quality of teaching and learning. In the last group (primary 22 percent; secondary 43 percent), PLD was reactive and had limited links to identified priorities. PLD programmes were based on the availability of courses or initiatives and lacked a good mix of needs-based and facilitated professional learning.

Evaluation of teacher professional learning and development initiatives

A strategic focus on improving the quality of teaching practice has led to the development, implementation and evaluation of a number of evidence-based professional development programmes over recent years.¹⁶² Examples of successful, centrally managed professional development initiatives that have informed the design of a new Student Achievement Function in the Ministry of Education are outlined below.

Literacy Professional Development Project¹⁶³

The Literacy Professional Development Project (LPDP) was an evidence-based professional development programme designed to improve student learning and achievement in literacy. The project ran for six years, involving 323 schools and 3,906 teachers.

¹⁶¹ Education Review Office. (2009a). Managing professional learning and development in primary schools. Wellington: Education Review Office. Education Review Office (2009b). Managing professional learning and development in secondary schools. Wellington: Education Review Office.

¹⁶² Case studies of effective professional development programmes are contained in Timperley, H., Wilson, A., Barrar, H., & Fung, I. (2007). *Teacher professional learning and development. Best Evidence Synthesis Iteration*. Wellington: Ministry of Education.

¹⁶³ Timperley, H.S., & Parr, J.M. (2009). Chain of Influence from policy to practice in the New Zealand literacy strategy. *Research Papers in Education*, 24, 135-154.
Parr, J., Timperley, P, Reddish, R., Jesson, R., & Adams, R. (2007). *Literacy Professional Development Project: Identifying Effective Teaching and Professional Development Practices for Enhanced Student Learning*. Wellington: Ministry of Education.

Schools participating in LPDP have raised levels of student achievement and progress in reading and writing. The greatest lifts in student achievement have been among the 20 percent of students in the lowest achievement band. In particular:

- students most at risk of underachieving have a rate of progress far greater than the cohort as a whole, achieving three times the expected progress for reading and six times the expected progress for writing;
- at least 92 percent of students in the lowest 20 percent of writing scores and 71 percent of students in the lowest 20 percent of reading scores achieved rates of progress that were more than double what is expected for their Year level.

Assess to Learn¹⁶⁴

The Assess to Learn (AtoL) programme was designed to offer indepth targeted professional development for teachers and school leaders in the use of assessment to improve teaching and learning. In the same way as teachers are expected to differentiate their programmes to meet the needs of their students, professional development facilitators must also differentiate their professional development programmes to meet the needs of their teachers. Most primary schools involved in AtoL have chosen assessment in writing as their initial priority.

Monitoring data shows that schools participating in AtoL have achieved up to 4.5 times greater shifts in writing achievement in Years 4 to 9, than the nationally expected rate of progress. For the first time in 2009, a detailed analysis of Māori and Pasifika student achievement was undertaken. The results indicated that both Māori and Pasifika students have exceeded nationally expected shifts by significant margins and in some years have out-performed shifts for all students.

Numeracy Project¹⁶⁵

The New Zealand Numeracy Development Project was a major government-funded strategy to improve the teaching and learning of mathematics in New Zealand schools. Since 2000 most primary and intermediate teachers have had the opportunity to participate in this professional development programme.

Research and evaluation findings from the project provide evidence of improved student outcomes overall, reduced disparity in performance for Māori and Pasifika students and increased teacher knowledge, skills and confidence in mathematics. Studies also show that student achievement gains have been sustained in the longer term. The Trends in International Mathematics and Science Study (2008) found that those students in a school that had participated in the Advanced Numeracy Project had higher achievement than those that had not.

¹⁶⁴ Poskitt, J., & Taylor, K (2008). *National Education Findings of Assess to Learn (AtoL) report*. Wellington: Ministry of Education.

Mitchell, K., & Poskitt, J. (2009). *Evaluation Assess to learn Professional Development*. Auckland: The Education Group Ltd.

¹⁶⁵ See <http://nzmaths.co.nz> for evaluation reports.

Higgins, J. with Parsons, R. and Hyland, M. (2003). The Numeracy Development Project: Policy to Practice. In *New Zealand Annual Review of Education*. Wellington: School of Education, Victoria University.

Higgins, J., & Parsons, R. (2009). A Successful Professional Development Model in Mathematics: A System-Wide New Zealand Case. *Journal of Teacher Education*, 60, 231-242.

Te Kotahitanga¹⁶⁶

Te Kotahitanga is a professional development programme with an explicit focus on raising Māori achievement through effective teaching. The programme was developed by Professor Russell Bishop and Dr Mere Berryman at the University of Waikato. It is based on Kaupapa Māori theory and supports ways that teachers in English-medium classrooms can affirm Māori identity to improve outcomes for Māori learners.

Evaluation findings show that:

- Māori students at Te Kotahitanga schools out-performed their peers in the comparison schools in maths, science, and physics;
- the percentage gain for Year 9 students gaining NCEA Level 1, in Year 11, at Te Kotahitanga schools was twice that of the percentage national average gain for all secondary schools over this time period;
- Te Kotahitanga schools have seen an increase in student retention, leading to higher enrolments of Māori students in senior school.

¹⁶⁶ Bishop, R., Berryman, M., Tiakiwai, S., & Richardson, C. (2003). *Te Kotahitanga Phase 1*. Wellington: Ministry of Education.
Bishop, R., Berryman, M., Powell, A., & Teddy, L. (2007). *Te Kotahitanga Phase 2*. Wellington: Ministry of Education.
Bishop, R., Berryman, M., Powell, A., & Teddy, L. (2007). *Te Kotahitanga Phase 3*. Wellington: Ministry of Education.
Bishop, R., Berryman, M., Cavanagh, T., & Teddy, L. (2009). Te Kotahitanga: Addressing educational disparities facing Māori students in New Zealand. *Teaching and Teacher Education*, 25, 734-742.
Bishop, R., O'Sullivan, D., & Berryman, M. (2010). *Scaling up Education Reform*. Wellington: NZCER Press.
Meyer, L., Penetito, W., Hynds, A., Savage, C., Hindle, R., & Sleeter, C. (2010). *Evaluation of Te Kotahitanga: 2004-2008*. Wellington: Ministry of Education.