

Briefing to the Incoming Minister

December 2011

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Executive Summary

Our over-riding goal is a world-leading education system that equips all learners with the knowledge, skills and values to be successful citizens in the 21st Century. Although New Zealand's education system has many strengths, with systematic under-achievement for Māori, Pasifika and other learners from poorer backgrounds, we are a considerable way from achieving that goal. New Zealand's highest achieving learners compare with the best in the world, but those groups least well served by New Zealand's education system achieve outcomes comparable with the lowest performing OECD countries. The social consequences of this are all too clear. The economic consequences are equally unacceptable.

In the current economic and fiscal climate, New Zealand's education system needs to waste not a single opportunity to generate knowledge, skills, creativity and confidence in its young people and its workforce. This is the way we will keep hope alive, the way we will generate new jobs and the way we will compete on the world stage. Every learner that is failed by the education system represents a missed opportunity for New Zealand and the cost of that missed opportunity, for everyone, is great.

Educational achievement has to be the core focus

While it is true that the performance of the education system has lifted over the past ten years, with evident gains in achievement and participation, these improvements have done little to address the fundamental problem: that the system works well for some learners and poorly for others. The attainment gaps between learners of different ethnicities are stubborn and in danger of being viewed as inevitable. They are not.

There are excellent examples of schools and other places of learning that cater extremely well for students of all backgrounds, who engage with their families and communities and who support their learners to achieve excellent outcomes. That best practice needs to become common practice and we need to move away from the idea that the problem is in a relatively small number of schools in poor areas. It is not.

There are under-performing schools and we need to improve our ability to spot those schools and to intervene quickly to provide high quality support and, if necessary, challenge. But the issue of Māori and Pasifika underachievement is pervasive and needs to be addressed in every setting, and in schools of every decile. That will require renewed focus from the Ministry and will require us to raise our game in terms of engagement with, and leadership of, the sector.

The education profession wants the best for every child. Together, we need to focus on the evidence of what works, be open to scrutiny and challenge and become a learning system. At the heart of this will be improving the quality of teaching. Fundamental to that is having better performance information which, as well as providing for better informed parents, will strengthen accountability for improvement and provide a better evidence base to underpin decisions about how and where we invest to address systemic ineffectiveness and inefficiencies.

Educational achievement for all is the single most important issue facing New Zealand education and in order to achieve a step change in outcomes for Maori and Pasifika we need to be relentless in our focus on good education outcomes for every single child and adult learner. We need to "stress test" all of our current policy settings, including funding mechanisms, programmes and interventions and ask if they are doing all they can to address this fundamental weakness in New Zealand's education system.

There are initiatives in hand that will contribute to achieving this goal, not least the implementation of national standards in primary schooling, the development of Trades Academies and a greater range of

pathways in secondary education, Ka Hikitia and the Pasifika Education Plan. But we have to mainstream these issues and engage teachers and school leaders throughout the country in a shared endeavour to address this issue head on. It will be particularly important, in the context of tighter budgets, to ensure that the funding we do have is used well to meet the needs of all pupils, not just some.

There is a significant reform agenda across the education system to achieve higher performance

In **early-childhood education** we must focus on quality to ensure that we are maximising the possible educational benefits. Government's target of 98% of new entrant children having participated in early childhood education by 2015 is a significant step up from current performance and will require new policy and Budget initiatives. Further work is also needed at the local level to increase services in poorer areas, along with better information systems to aid management of the sector. Decisions on a future funding system and the broader strategy will be required in the next six months.

In **schooling** the single most important factor in improving outcomes is high-quality teaching practice and professional leadership that connects with students, their families, whānau and the wider community. A number of new initiatives are needed to support this capability.

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Continuous improvement in schools through stronger professional leadership, enhanced accountability, a stronger focus on increasing cultural responsiveness and capability development (including through National Standards) provide the platforms to lift student achievement. Improved collaboration between schools, such as through the Network for Learning, offers further opportunities for leveraging the excellent practice that already exists in the system. Better information is needed for Boards of Trustees to support and challenge in key areas to ensure every student achieves. The piloting of Charter Schools, as signalled in the National-ACT confidence and supply agreement, will be a priority.

It is important that all students can engage fully in learning without concerns for their safety. We must ensure our educational facilities provide a safe and supportive environment for learning without fear of bullying or intimidation. There is also an important programme of work to earthquake proof a number of schools as a matter of priority.

Secondary-tertiary transitions have been an area of major activity over the last three years. Up to 7,500 Youth Guarantee places will be available next year and many of our secondary schools and tertiary institutions are involved in Trades Academies. The development of vocational pathways is progressing well in conjunction with business and Industry Training Organisations. Future work to support this area includes the review of careers advice, and ongoing development to enable institutions to continue to develop innovative learning options that support student engagement and success.

In **tertiary education**, activity over the last three years has been aimed at generating better value for money through stronger performance requirements and incentives, reductions in low priority or low value spending and enhanced information to improve decision making. Continued improvements in these areas, particularly to enhance achievement for Māori and Pasifika students are a priority. In addition, there is a need for enhanced employer-education links through initiatives such as the review of industry training and strengthened contribution to New Zealand's innovation system through the research activity in the tertiary system.

In the **international education sector**, the Government has set ambitious growth objectives and put in place new agency arrangements. The next few years will need a focus on ensuring these goals can

be achieved in a way that sustains the quality of New Zealand education and secures a broader contribution from our international connections.

To achieve our goals will require careful management of financial pressures

There are cost pressures throughout the education system such as increasing rolls driving expenditure on teachers, property and operational funding through the formula-driven resourcing model for schooling. These will need to be carefully managed and trade-offs will be required. The rebuild of Christchurch, the strengthening of building standards nationwide, addressing leaky building issues and responding to growth in specific urban areas will generate particularly large demands on capital.

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We need to strengthen the link between the education system and the Government's social and economic objectives

The education system features prominently in a number of cross government outcomes such as economic growth and innovation, addressing vulnerable children, Māori language, and reducing crime. The alignment with these work programmes is also critical to support outcomes needed by the education system. A particular focus will be the need to ensure that the education system is able to more effectively contribute to economic growth, including efficiently producing skills for both current and future labour market needs.

The next term of office will see greater demand for leadership from the education sector as a contributor to these cross government work programmes. In addition, there is a new set of working relationships being developed in Auckland and Christchurch around better integration of education into urban development plans.

Part One: Education outcomes & Government expenditure

1.1 Vision and Outcomes

Our vision is to achieve a world-leading education system that equips all New Zealanders with the knowledge, skills and values to be successful citizens in the 21st century.

Success in education is an essential contribution to the Government's overall goals of:

- Economic growth that delivers greater prosperity, security, and opportunities for New Zealanders
- Developing the skills to enable citizens to reach their full potential and contribute to the economy and society.

The following six priorities set out how we aim to achieve our vision:

1. Increasing opportunity for children to participate in high-quality early childhood education
2. Every child achieves literacy and numeracy levels that enable their success
3. Every young person has the skills and qualifications to contribute to their and New Zealand's future
4. Relevant and efficient tertiary education provision that meets student and labour market needs
5. Māori achieving education success as Māori
6. The Ministry is capable, efficient, and responsive to achieve education priorities and deliver core business functions.

1.2 Operating Environment

The education system – by which we mean education providers, learners and stakeholders like parents, families, whānau, communities and industry – plays an important role at all stages of life for New Zealanders.

On 1 July 2011, there were around:

- 211,000 enrolments in over 5,100 licensed or licence-exempt early childhood education services, employing 19,800 teachers
- 762,683 students in 2,543 primary and secondary schools, employing more than 52,000 teachers
- 466,000 enrolments in tertiary education providers and 195,000 enrolments in industry-based training in 29 public institutions and nearly 700 private training establishments.

Of these total enrolments, the Māori-medium sector had the following:

- 9,100 enrolments in 473 Māori immersion early childhood education services, including kōhanga reo and education and care services
- 16,686 students in 90 kura kaupapa Māori or kura-a-iwi (Māori-medium schooling) and 191 Māori-medium units in schools.
- 42,000 enrolments in the three public wānanga.

In addition, there were 99,880 international student enrolments in 2010, with 48% of them enrolled in private training establishments, 20% in universities, 16% in schools, and 13% in Institutes of Technology and Polytechnics (ITP).

The medium- to long-term activities of the education sector will be shaped by:

- A continuing need for fiscal restraint in the public sector and a drive for cost effective education
- The need to rebalance the economy towards the export sector, including international education
- Increasing population share by young Māori and Pasifika people who are currently not well served by the system
- Changes in the nature of work, information, and technology which will have a profound effect on what - and how - students learn
- Capital pressures relating to demographic shifts, the Canterbury earthquake recovery and leaky building repair bills.

The work programme in relation to the Treaty of Waitangi is significant for the Ministry. The issues arising from the Treaty of Waitangi must be given urgent attention as the Ministry comes under increasing pressure from iwi and across government. The current approach to the Treaty of Waitangi leaves the Ministry open to a risk of failing to deliver.

We are involved on numerous fronts in approximately 30 claims. Our work includes:

- **Provision of advice to the Government that mitigates risk where there may be breaches to the Treaty of Waitangi through current policy development, design and/or implementation**
- **Collection of information that supports the preparation and presentation of statements of evidence as part of a claim being considered by the Waitangi Tribunal**
- **Leading and contributing to the Crown response as a result of a Waitangi Tribunal report or as part of a settlement negotiations process between the Crown and an iwi**
- **Implementing, monitoring and reporting formal work programmes that have been agreed between the Crown and iwi as a result of a settlement process**
- **Supporting ongoing future-focused relationships between the Crown and iwi on education matters to ensure the education system provides a high level of service for and with Māori**

In 2011 the Ministry of Education introduced a Treaty of Waitangi policy statement. This statement articulates the Ministry's interpretation of its responsibilities and underpins the expectations that we have of staff, and informs the development and design of resources and processes to support staff to meet those expectations.

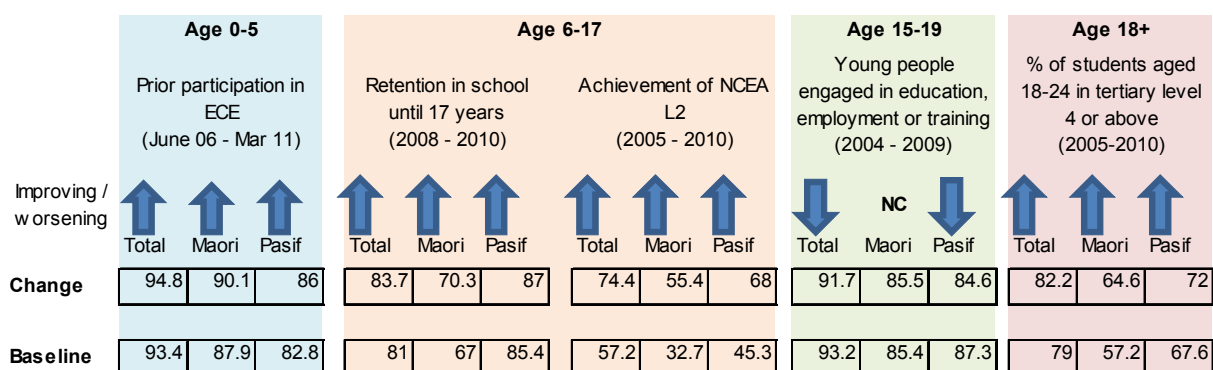
1.3 Key Outcomes

Over the last decade, key features of change within the education sector have been:

- Growth in the number of children participating in early childhood education
- A significant increase in numbers of school leavers achieving at least some level of qualification, stimulated by the introduction of the National Certificate of Educational Achievement (NCEA) in 2002
- An increase in participation in tertiary education, initially at lower levels of study in the period to 2005, and subsequently in higher levels of study.

There has been little change in early literacy/numeracy, school retention, truancy rates, and rates of completion for young people entering tertiary study.

Figure 1: Progress against key sector indicators, by ethnic group



Despite some overall improvements, the gap between our high performing and low performing students remains one of the widest in the Organisation of Economic Cooperation and Development (OECD). These low performing students are likely to be Māori or Pasifika and/or from low socio-economic communities. Disparities in education appear early and persist throughout learning. The table below highlights some of this participation and achievement disparity between Māori, Pasifika and non-Māori/Pasifika.

Table 1: Education pathways, per 100 Māori 5 year olds, Pasifika 5 year olds and other 5 year olds

Involvement indicator (in 2011)	% Māori	% Pasifika	% Non Māori + Non Pasifika*
Will have participated in early childhood education prior to school	90	86	98
Will go to school in the North Island	88	94	71
Will attend a decile 1 - 4 school	57	70	17
Will not have achieved basic literacy & numeracy skills by age 10	18	16	4
Will be frequent truants by Years 9 and 10	3	2	1
Will be stood-down from school	5	3	2
Will leave secondary school without a qualification	34	24	13
Will become disengaged from education, employment or training by age 17	16	10	5
Will leave school with NCEA Level 2 or better	48	59	75
Will leave school with a university entrance standard	20	26	50
Will attain a bachelor level degree by age 25	11	12	28
<i>Language medium education (% of learners) **</i>			
Māori in Māori medium education		9***	
Pasifika in Pasifika medium education		3	

* Non-Māori + Non-Pasifika students does not include FFP (Foreign Fee Paying) and MFAT NZ Aid students

** Māori and Pasifika medium education for students other than Māori in MME and Pasifika in PME are not reported as the numbers are very small

*** Using the Māori Language Learning level 1 and 2 definition of Māori medium. i.e. students learning in Māori between 51 and 100% of their time.

Although there is a relationship between socio-economic status, ethnicity and achievement, these are not pre-determinants for success or failure. There is a spread of achievement within these groups.

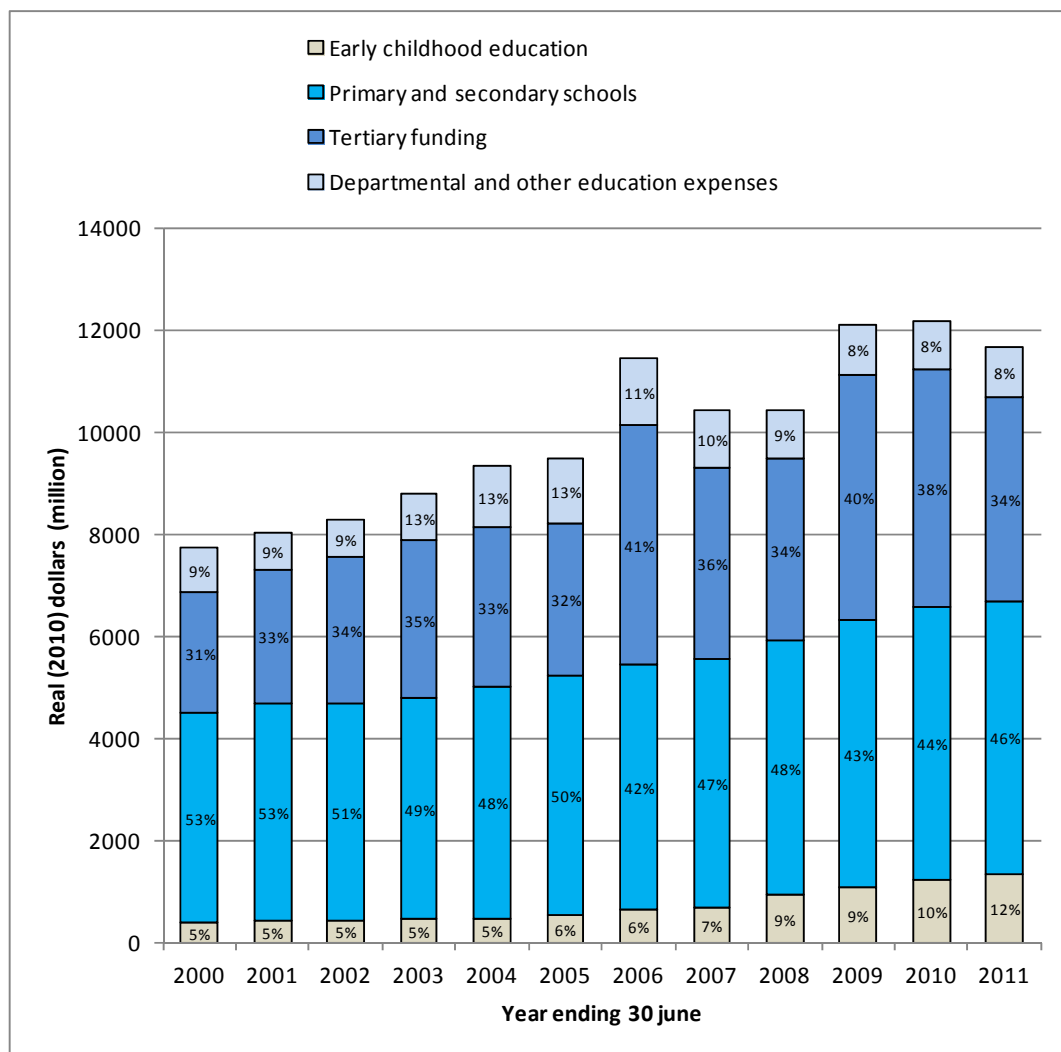
1.4 Government Spending on Education

As a proportion of total Crown expenditure, spending on education is forecast to have dropped by nearly 1.4% since 2008/ 2009. Despite this, it remains the third-largest area of government expenditure after social security, welfare, and health. Government expenditure on education in

2011/12 is forecast to be \$12.3 billion or 16.5% of core Crown expenses. In real terms¹, public expenditure on education increased by around 6% per year between 2000 and 2010. This growth in expenditure, over and above inflation, can be attributed to:

- Increases in the number of funded hours per child and numbers of qualified teachers in Early Childhood Education (ECE)
- Increased expenditure on teacher salaries in primary and secondary schooling
- Increased property costs in schooling
- Increased subsidy rates and student support expenditure in tertiary.

Figure 2: Education expenditure, 2000-2011, by major components



Source: Core Crown Expense Tables, Budget Economic and Fiscal Update, May 2011

¹ All figures are in real 2010 dollars unless otherwise specified. Figures have been adjusted to 2010 dollars in line with the CPI.

Since 2000, ECE expenditure has significantly increased due to changes in funding policy. These changes have brought about an increase in publicly funded hours of ECE per child as well as increased numbers of qualified ECE teachers.

In the schooling sector, real public expenditure increased by 2% per year from 2000 to 2011. Per-pupil expenditure rose from \$5,615 to \$7,010 in real terms over the same period. Teachers on average were paid 12% more in 2010 than they were in 2000, and teacher numbers have increased by about 17% during the same period.

Expenditure on tertiary education has risen by 68% in real terms between 2000 and 2011 as a result of policy choices to encourage participation, and to increase the per-student subsidy to institutions. Student support expenditure has tripled in real terms between 2000 and 2011.

Part Two: Key challenges and opportunities for Education

2.1 Introduction

Three key challenges need to be addressed across the education system:

1. We must support Māori, Pasifika and students with special needs to realise their inherent potential to achieve educational success. This goal requires giving full effect to the Government's strategies for these groups: Ka Hikitia: Managing for Success, the Pasifika Education Plan and Success for All - Every School, Every Child.
2. We must be confident that educational expenditure makes the most efficient and effective contribution possible. This means increasing the effectiveness of the education system at all levels to ensure that investment is rewarded with real and sustained levels of achievement.
3. We must work on maximising the contribution of the education system to wider Government goals, particularly economic growth.

In order that the education system can meet these challenges we will have to do things differently. Lifting system performance, particularly for target groups, is not reliant on a single action. We will need to use all the means available to us. Change has to be driven at all levels and will require strong and unambiguous leadership from Ministers.

2.2 High Quality Teaching and Leadership

Central to improving student achievement is the quality of the learning environment and the interaction between a student and teacher that takes place within that environment. Highly effective teaching makes the biggest difference to student achievement within the education system. First and foremost good teachers acknowledge the language, culture, and identity of a student and utilise that to support student learning. They establish respectful relationships with parents, families and whānau, and create learning opportunities for the student that match well to the student's current capability and interests. They have high expectations for every student, provide high quality feedback to students and clear pathways to enable learning to progress. They use assessment both to track progress and chart future learning.

Our recent synthesis of research evidence has also underlined the importance of professional leadership. The evidence from the schooling sector is that leaders make their greatest contribution through planning, co-ordinating, and evaluating teaching and the curriculum and through promoting and participating in teacher learning and development. At present, professional leaders undertake a range of educational and administrative tasks.

Leaders also play an important role in creating a school culture that supports positive and respectful relationships between students and teachers and amongst students. New Zealand students report relatively high levels of bullying behaviour which can impede both successful learning and some of the social outcomes sought from schooling. Successful leaders create environments and learning that counter these issues.

Work on promoting quality teaching and leadership is a critical part of our work, in both the ECE and schooling sector such as through refocusing professional development, better assessment tools, and through workforce development initiatives.

2.3 Ways to create change

Provision of information

Better use of information - about enrolment, attendance, achievement and outcomes - is a powerful tool to improve decision making by all participants in the process of learning. Students, teachers, leaders and governors, parents and community, employers and government agencies all rely on high quality information to make good decisions. Making information on performance more widely available can also incentivise improvements in provision.

Lifting the quality and availability of information has been a major focus in recent years through initiatives such as reporting of achievement against national standards to parents, the targeted review of qualifications in the tertiary sector and the release of data on tertiary institution performance. Further work to strengthen the quality of information is scheduled in all sectors.

Funding System Design

Aside from being necessary to support learning, the design of funding systems can incentivise improvement and innovation in the education system. It can also significantly influence the cost effectiveness of government expenditure, depending on the level of targeting. Recent developments in this area have included the move to quarterly funding in the school sector, and the adoption of links to performance in both the tertiary funding and student support systems.

Inflexibility in funding arrangements can sometimes act against institutions putting together learning options that best meet the needs of students. Recent work in the secondary-tertiary interface has been seeking to address this issue. Methods of allocating funding have also been tightened in all sectors.

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Regulatory Environment

Regulations are intended to ensure standards of protection, access and achievement for students. But if they are too prescriptive they can mitigate against better ways of achieving outcomes. For instance, regulations about school enrolments and hours of attendance need to be balanced with creating a more permissive framework for new ways of organising learning. These issues need continued attention in each of the sectors.

Accountability

Individual education providers, and the system as a whole, need to be accountable to families and whānau, iwi, communities, employers, Parliament and the citizens of New Zealand. Changes in the areas of information and incentives work to support this accountability. But it is also important that providers feel themselves accountable for continually improving learning and student achievement.

Developments in both the schooling and tertiary sectors have been seeking to do this through making greater use of existing accountability requirements to assess performance, support improvement and address sustained non performance. Continuing the momentum in this area will be a critical contributor to better outcomes in both the schooling and tertiary sectors over the next three years.

2.4 Strengthening the Network of Provision

New Zealand's education system is highly decentralised and has given rise to a wide diversity of education provision across the sectors. There is a body of international experience showing that decentralised systems provide the choice and innovation needed for good educational outcomes. However, fragmented and sometimes disconnected provision can be a disadvantage to learners. Individual institutions may lack the capability or resources to provide leading programmes and practice for all their learners. Sharing resources and best practice is one way to overcome these limitations.

Moves toward greater collaboration and linkages between different institutions can complement local management and increase performance. In the school sector there are opportunities to share facilities and rationalise infrastructure in regional settings. The creation of modern learning environments with shared and networked facilities are increasingly part of our capital planning for new schools and classrooms. New technological developments, such as the Network for Learning, enable shared experiences and resources to be widely available. Similarly, there are opportunities for greater collaboration in tertiary education provision, for instance between Industry Training Organisations and ITPs in providing pre-employment and employment support for work based learning.

Education policy therefore needs to drive higher levels of performance through support for collaboration and the more effective use of publicly funded education and training infrastructure. From a learner's perspective, increased collaboration between education and training providers can lead to more seamless transitions, and a richer set of choices around learning experiences. Further opportunities exist within both the schooling and tertiary sectors to increase the level of cooperation and the sharing of resources and best practice, which will also lead to a wider set of choices to meet the individual needs of learners.

2.5 Alignment and integration with the broader society and economy

The education system furthers the collective aspirations of society and the economy as well supporting the realisation of the potential of each individual. The value of outcomes achieved by the education system will in large measure be determined by what society and the business sector see as important. To ensure that what is produced by the education system is valued, the links with the broader community need to be tight. This applies at a local, regional and national level.

Equally the community and business can make a significant contribution to the learning process. For instance, community contexts and resources can often be used to create a rich and meaningful learning experience for young people. Iwi can contribute to cultural and language learning in ways that few others can. The Ministry is currently working with more than 50 iwi to facilitate better education outcomes for Maori. Businesses can provide young people with opportunities to learn in different ways and to experience potential opportunities for their future.

There is a range of work currently underway to support and strengthen the education system's links to wider government initiatives. Education is a key driver of economic growth through skills, innovation and research, and it is clear that increases in participation in tertiary education have produced a higher skill base in New Zealand. However, there are questions about the alignment of this skill base with the current and future needs of industry. Work is underway in a number of areas to maximise the contribution of education to economic growth including strengthening vocational pathways, the contribution of skills to innovation and productivity, and work with Christchurch and Auckland regional strategies.

Maintaining the momentum in all of these areas and securing the benefits for learners in all sectors should be a priority over the coming three years.

Part Three: Sector overviews and priorities

Parts One and Two discuss the cross-cutting portfolio issues which you will need to address to improve education outcomes. However, many of the issues with which you will engage will be primarily focused on individual parts of the wider system, with different approaches and priorities within each. This section outlines key directions and priorities in the different parts of the education sector.

3.1 Early Childhood Education

Context

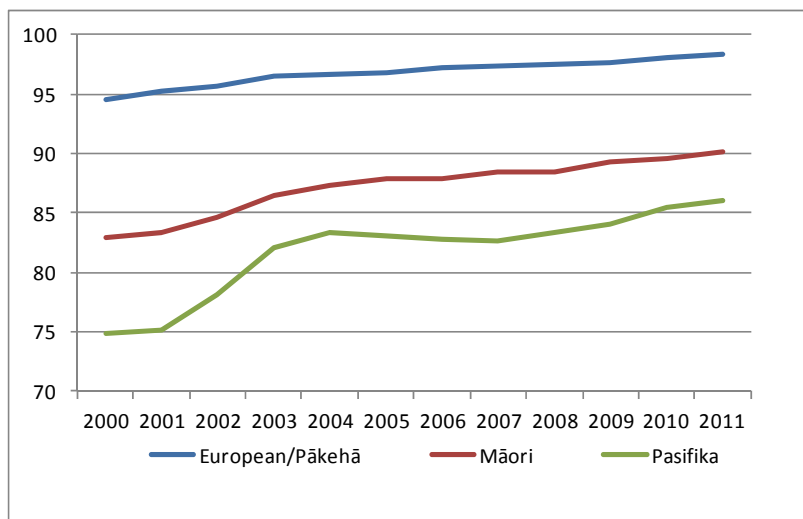
In the ECE sector, we have spent much of the last decade focused on increasing participation and improving quality through workforce development. We are now shifting our efforts to ensure that all children can access ECE provision that is of high quality, while maintaining a strong focus on continuing to increase access to ECE for target groups. A new funding system will be the key to driving these changes.

In 2011, 184,205 children participated in licensed early childhood education.

- **36,967 children went to 633 kindergartens**
- **113,867 children went to 2,529 Education and Care centres**
- **17,955 children went to 314 Home-based service**
- **15,112 children went to 459 Playcentres**
- **9,370 children went to 463 Kōhanga Reo (2010 figure)**
- **942 children have participated in the Te Aho o Te Kura Pounamu ECE programme**

In New Zealand there is a wide range of ECE services catering for the different needs and requirements of families and whānau. The ECE system is vital for achievement throughout the education system. Recent international testing data show that a learner's participation in ECE in New Zealand will have a significant impact on their subsequent educational achievement at age fifteen. These benefits are particularly important for children from disadvantaged backgrounds.

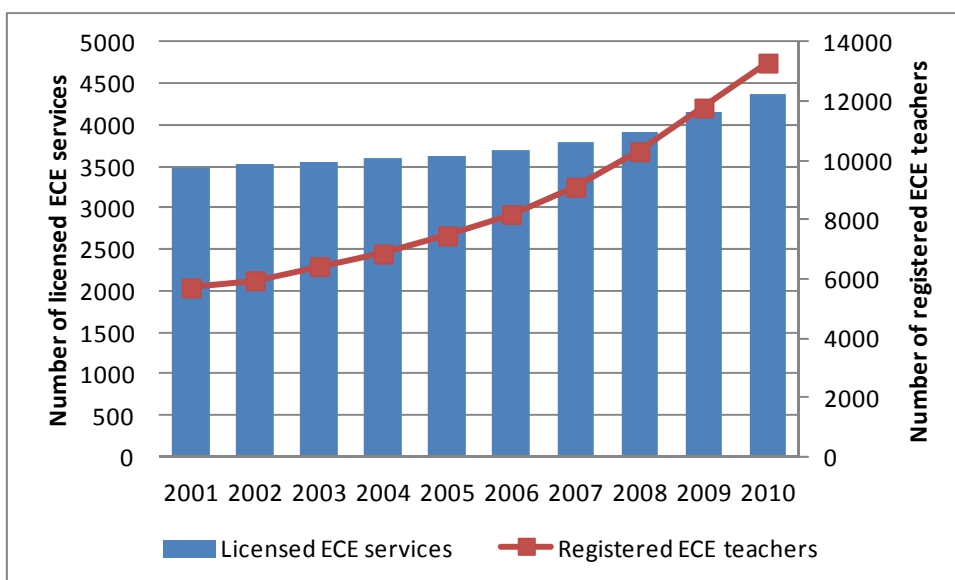
Figure 3: Percentage of Year 1 students having previously attended ECE, by ethnic group



Participation in ECE has increased from 90% to 95% over the past decade. For Māori and Pasifika children, participation rates have only slowly moved upwards in response to our activities, which points to the need for further improvement in this area.

The ECE sector is strong, and growing. Capacity is increasing, and the sector is becoming increasingly professionalised through increases in numbers of qualified, registered teachers. The ECE curriculum, Te Whāriki, provides a sound platform for early childhood learning and is well aligned with the New Zealand Curriculum. We now have the infrastructure for a comprehensive ECE system in place.

Figure 4: Licensed ECE services and qualified teachers, 2001 - 10



The next phase of change in ECE needs to build on this infrastructure, and bring a greater focus to ensuring that ECE makes the difference it is capable of making. In particular, Māori and Pasifika learners, and children from low socio-economic backgrounds, do not experience as much ECE as others, and do not benefit as much when they do participate. The Government’s focus needs to shift

from gross inputs, such as rates of participation and numbers of qualified teachers, to more closely targeted interventions focused on the quality of education delivery and the intensity of participation for Māori and Pasifika children. Increased focus on Māori and Pasifika children will be needed to meet the Government's 2015 target of 98% of new entrants in school having participated in early childhood education.

Government and ECE

Although ECE services are not owned by Government, the government has a significant role in regulating, funding, and monitoring the sector. Government expenditure on ECE has tripled in the last ten years, with cross-vote expenditure (Education and Social Development) on ECE now nearly \$1.6 billion per annum of which around \$1.4 billion is for education.

Overall, there is a poor alignment between expenditure and value, as measured by the ECE experiences of Māori and Pasifika learners, despite the fact that funding is a key influence on ECE sector behaviour. Ongoing expenditure growth in the demand-driven funding system will simply channel new money towards those already likely to succeed, rather than towards those for whom greater support is needed.

We are currently transitioning all ECE services to a new, more transparent and standardised regulatory regime. This will be finished by the end of 2014.

Policy directions and priorities

Improve Information

Current information, evaluation and assessment systems are focussed on inputs to the ECE system. To transition to the next phase of change in the ECE sector we need information systems that support more detailed, timely, and outcome-focussed data. Quality of education cannot be improved, or good decisions supported, without a strong information base.

Some work is already underway to address the current information gap. We are developing a new Early Learning Information (ELI) system, for introduction from mid-2013. The ELI system will provide information about the amount of ECE received by individual children and allow us to track who is getting the benefit of funding. Demographic characteristics will be linked to subsequent educational achievement and allow for longitudinal information to be captured, something our current systems are incapable of doing.

Revised and strengthened ERO reviews, better information for parents on the quality of ECE services, and work to consider the specific educational impact of ECE experiences in New Zealand, can all form the basis of new policies to improve accountability to parents and Government, and drive the educational performance of ECE services.

Improve Outcomes

A number of information and research sources increasingly suggest that the directions for learning set by Te Whāriki have not fully been given effect, and that this may particularly be the case for Māori and Pasifika learners. In particular, ERO reviews give a mixed picture of the quality of education in ECE.

Improving outcomes for children without a strong start to their education will require changes to the way funding is allocated, information is collected, and how much emphasis is placed on high quality ECE provision. Ka Hikitia – Managing for Success and the Pasifika Education Plan (PEP) both emphasise the importance of education that is responsive to the identity, language, and culture of learners, but ERO reports high variability of this in ECE services.

A greater focus on specific work with individual ECE services to raise their performance is required. This could include an expanded range of regulatory interventions, as well as intensive professional support. Such support would be geared around new information systems (such as strengthened ERO reviews) that set more explicit and rigorous performance expectations for providers.

The Education Review Office (ERO) is currently carrying out a national evaluation of the ECE curriculum *Te Whāriki*. This evaluation will support further work on measures to improve the ECE curriculum and education quality in ECE.

Improve Value

Improving value from the ECE system means ensuring available funding is directed where it will make most difference, to supporting sustained participation of Māori, Pasifika, and children from disadvantaged backgrounds in high quality ECE settings.

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A simpler funding system, which combines the existing complex and disparate systems from both the Ministries of Education and Social Development, will reduce compliance burdens on providers and lead to more efficient realisation of Government goals.

A new funding system will need to be designed, trialled, and implemented carefully to ensure it has the required impact.

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Immediate Priorities

In the short-term the focus will be on the development of incremental changes that can increase the overall quality of ECE provision and the value of the government's investment. An increase in quality will also provide better value for families' investment. Key initiatives include:

- Ongoing implementation of community-level initiatives to improve participation in ECE (current). New policy and Budget initiatives will also be required to meet Government's target of 98% of new entrants in school having participated in early childhood education by 2015
- Work on improved funding and information systems (current, key funding policy decisions in mid-2012)
- Policy development on improved interventions in poorly-performing ECE services
- Policy development to improve the quality of care that under-two year olds receive in ECE
- Improving the uptake of ECE by children of beneficiaries, in line with welfare reforms (in partnership with the Ministry of Social Development)
- Ensuring continuity of learning between ECE and school
- Evaluating the national ECE curriculum, *Te Whāriki* (ERO-led) – during 2012

- Interactive web tools to help parents choose the right ECE service for them (ERO-led) – development during 2012.
-

The Te Kōhanga Reo National Trust (the Trust) is the body that represents approximately 460 Kōhanga Reo, which are special character Māori immersion early childhood education services licensed under regulations by the Ministry. On October 25, 2011, the Waitangi Tribunal granted the Trust's application for an urgent hearing. The claim raises several issues in relation to the Crown's obligations under the Treaty of Waitangi regarding early childhood education, in particular as they relate to Kōhanga Reo and the Trust. Broadly speaking, the issues relate to:

- Alleged failure by the Crown to make informed decisions through its regulations, policies and practices, hence undermining Kōhanga and its kaupapa
- Alleged failure by the Crown to protect te reo (Māori language) and culture
- Alleged failure by the Crown to maintain a Treaty relationship with Kōhanga and the Trust

An important underlying issue is the significant contribution of kōhanga reo to revitalising te reo Māori and whether or not the Crown has supported kōhanga reo in accordance with any Treaty obligations.

At this stage a hearing is scheduled for March 2012.

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3.2 Schooling

Context

In schooling, we have made some gains in school leaver achievement over the last decade, although there remain persistent disparities in outcomes for many groups. There are still achievement gains to be made by holding schools more strongly to account for the success of all their learners, and at the same time developing more flexible and innovative ways of supporting schools in achieving those goals.

There are 2,543 schools serving 762,683 students in 2011. Of these students, 647,298 attended 2,125 state schools (which are government owned and fully funded), including:

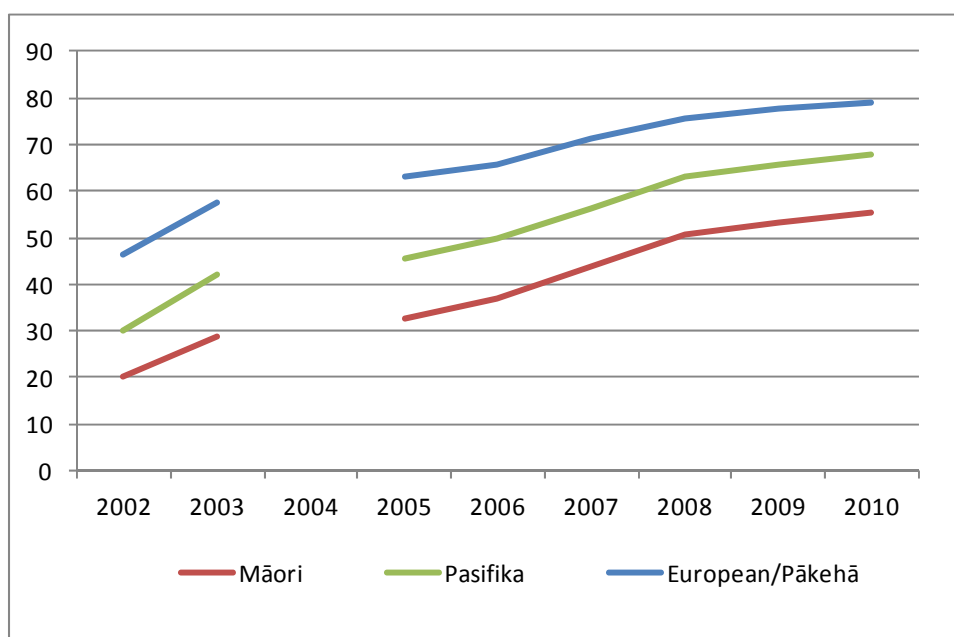
- 7,944 students in 90 kura
- 2,882 students in 44 special schools, including five health camp schools
- 7,243 students enrolled in Te Kura/The Correspondence School
- Approximately 86,457 students attend 331 state integrated schools
- 28,928 students attend 87 independent schools which are privately owned
- The families of 6,782 students chose to home-school their children in 2010.

In the school sector we have focused on supporting schools to lift achievement of all students so that they gain:

- Foundation literacy and numeracy skills through years 1 to 8, and
- At least NCEA Level 2 or an equivalent qualification.

This benchmark qualification allows for successful transition into a wide range of post-school destinations. The number of young people leaving school with NCEA level 2 or above has risen from 57% in 2005 to 74% in 2010. Again, however, the benefits from this work have not included closing the difference between outcomes for Māori and Pasifika learners and outcomes for the whole population. Differences in attainment levels have remained fairly static for a substantial period of time.

Figure 5: Percentage of school-leavers with NCEA level 2 equivalent or higher, by ethnic group



Government and Schooling

Of the \$9.4 billion allocated to Vote Education in 2011/12, 86% or \$8.1 billion is for schooling.

Teachers' salaries represent approximately 46% of the spending in the schooling sector (\$3,677 million), while 18% (\$1,442 million) is for property (including depreciation and capital charges) and 17% (\$1,400 million) is for school operations.

The Ministry has a substantial regulatory, operational and delivery role in the schooling sector, including:

- Developing standards and providing resources to support teaching, learning and assessment
- Providing direct support services for students with very high special education needs
- Negotiating collective agreements for teachers, principals, support staff and special education staff
- Delivering funding and staffing entitlements to schools and kura and administering the teachers' payroll
- Providing on-the-ground support to improve schools and kura and intervening where schools or kura are failing to perform
- Managing regulatory compliance in the sector, and administrative tasks such as issuing homeschooling exemptions and early leaving certificates
- Providing guidance, support and assistance to address a range of issues for students and schools/kura, such as when students are excluded or expelled, when parents complain, when board elections fail or a board resigns, dealing with bullying, truancy, and student engagement
- Managing the school property portfolio

- Administering a range of programmes such as teacher supply initiatives, the school transport network, and contracts for professional learning and development to teachers, principals and boards of trustees.

Boards of trustees govern all state and state integrated schools (except Te Kura – The Correspondence School). These boards are made up of elected parent representatives and community volunteers, the school principal, and a staff representative. Secondary school boards also include a student representative. Each board must establish a charter that gives effect to the National Education Guidelines (NEGs) and reflects its community aspirations.

The NEGs comprise a statement of goals for education in New Zealand, the New Zealand Curriculum and Te Marautanga o Aotearoa and foundation curriculum policy statements, the national standards and a set of administrative requirements which complement these. Boards use the NEGs as the basis for their planning and reporting on student achievement. The Minister has the authority to publish new NEGs.

The **state school property portfolio** is the second biggest in government with a total book value of \$10.170 billion out of which improvements total \$7.509 billion and land \$2.661 billion. The total replacement value of the portfolio is \$19.028 billion out of which improvements total \$16.367 billion and land \$2.661 billion.

There is no separate **special education** system in New Zealand. All state schools, including special schools, operate under the same policy framework and are part of the broader network of provision. The Ministry of Education provides services to around 7,346 students with high or very high needs each year, and funds schools to provide support to 1,625 students with more moderate needs. \$508.1 million was appropriated for special education in 2011/12.

Policy directions and priorities

The focus in the schooling sector over the last three years has been on:

- Improving the quality of information for parents and whānau to understand the level of their child's learning through National Standards and Ngā Whanaketanga Rumaki Māori
- Placing renewed emphasis on school charters as the primary planning and accountability document for boards, and rethinking the way that the Ministry of Education engages with and supports the sector to improve student achievement, particularly for target groups, through a changed role for its regional offices and the Student Achievement Function
- A range of initiatives under the Youth Guarantee, including developing pathways from secondary schooling into further education, training and/or employment, the establishment of Trades Academies, improved accountability and the review of career education and guidance
- Reforming centrally-funded professional learning and development for teachers so it is more cost-effective and better targeted to the learning needs of students in each school and kura
- Revising NCEA standards and improving the alignment of standards with the New Zealand Curriculum and Te Marautanga o Aotearoa.

The current work programme will remain important in the immediate future including implementation of National Standards in English-medium schools. Next year will also be the first year that Māori-medium schools will be required to include Ngā Whanaketanga achievement targets in their charters. The

Ministry will continue to review charters and annual reports and provide support to schools that require it. Schools will be expected to use National Standards data for the purpose of self review as well as for their strategic planning. Ensuring schools understand the obligations and opportunities arising from National Standards will continue to be an important area of focus.

Medium and longer-term issues

Recent developments highlight the potential to do things differently in a way that is effective and efficient – including new technology and the roll-out of ultra-fast broadband, innovations at the interface of secondary and tertiary education, and the schooling response to the Canterbury earthquakes. The imperative to reinvent schooling is not just a fiscal one, it is also necessary in order to provide every student with a high-quality education that equips them for a successful life.

Improve Information

Parents, families and whānau need to be supported to become more demanding of their education system. To support them, we need to provide better information about how the system and each school or kura is performing, how they can support their child's learning, and what they should expect from an excellent education system. In particular, excellent relationships with iwi, whānau and Māori education organisations are important levers to change the education system and improve system performance for all Māori learners.

Improve Outcomes

The greatest challenge facing the schooling sector is producing equitable outcomes for students. There are a number of ways we are working to overcome this challenge.

Quality teaching has the greatest in-school impact on student achievement. Effective school leadership focused on teaching is the next-largest. However teachers and school leaders need different teaching skills. The recommendations from a recent Workforce Advisory Group report are about improving the capability of the schooling workforce to deliver better and more equitable outcomes for learners. The schooling workforce will be the subject of a separate briefing to you.

Government will achieve more cost-effective improvements to the schooling system from policies which improve the quality and effectiveness of the teaching workforce, rather than by increasing the size of the workforce. Major collective agreements expire in 2012 and 2013, and negotiations provide an opportunity for the government to focus on modern employment arrangements with conditions that support professional excellence. Recent emphasis has been on ensuring primary-school children have strong foundations for learning, and providing better vocational opportunities at senior secondary level. This needs to be complemented in the future by work to improve the **engagement of students** in education through their middle years at school.

We will support the establishment of a **Charter Schools** implementation group, which the National-ACT confidence and supply agreement signals will comprise a private sector chair, and private sector, business, iwi and community representatives along with government officials to develop a proposal.

The **accountability framework** for schools and kura is sound, but has not always been exercised by government agencies in a way that focuses boards on student achievement. There is a renewed emphasis on school charters as the primary planning and educational accountability document for boards. The Student Achievement Function will provide hands-on support to principals and boards to lift achievement, particularly for priority groups. This will be complemented by government taking early action using lower level interventions where a school is at risk of failing its students educationally.

Boards of trustees are an essential component of New Zealand's education system. There needs to be a better understanding across the education sector of the role effective boards can play as a lever for improvement in schools. We should consider ways to improve board capability, including examining whether the one board/one school model is always appropriate.

Māori-medium education broadens the education system's ability to deliver for and with Māori learners and their whānau. It provides learners with an important pathway to achieve educational success as Māori. Strengthening Māori-medium education is a key focus of Ka Hikitia. However, there is high variability in the quality of provision, and the shortage of teachers proficient in Te Reo is a significant issue in kura.

We have developed the Māori-medium Steering Group to bring strategic direction to the support and funding we provide to the sector.

Improve Value

In a constrained fiscal environment it will be increasingly difficult to meet the costs arising from demographic change and capital works. Easy savings that were available in the schooling system have been made.

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Changes to the way we resource schooling will be necessary to enable us to realise the full potential of the Youth Guarantee, or the Network for Learning. Currently over 70% of resources to schools are provided directly in the form of property and staffing. This leaves very little flexibility for boards and principals in making funding choices, effectively locking them into providing education in the traditional way. The resourcing model remains a barrier to a flexible and responsive schooling system that serves the needs of students.

Management of school property is a partnership between the Ministry and boards of trustees. This is a challenge for some boards, and principals often spend a great deal of time on property issues. We know New Zealand principals spend more time on administrative tasks than anywhere else in the OECD, time not spent focused on leading learning in their school or kura. The management of property is an area where a reallocation of responsibilities between boards and the Ministry should promote more cost-effective outcomes and help principals focus on improving student results.

Hard decisions will need to be taken about non-essential schools in order to free up resources to maintain essential small schools and meet the need for schooling in areas of growth. Small schools are relatively expensive to maintain. Some small schools in rural areas are essential, but many small schools are in urban or semi-urban areas. We need to consider how the provision of schooling in areas with declining rolls can be rationalised in a way that is more cost-effective and offers better learning opportunities to students.

Successful improvements in the schooling system can only be achieved if we take those working in the sector with us. It will be important to consider how the scale of change necessary in schooling can be successfully managed, and how we can achieve buy-in from teachers, principals, boards and school communities.

3.3 Tertiary Education

The tertiary education sector has achieved relatively high participation, particularly at lower qualification levels. Following a decade of emphasis on increasing participation, the focus is now on lifting the quality and value for money of tertiary provision, with an accompanying emphasis on achievement for Māori and Pasifika learners. There is much to be done to more effectively leverage our investment in tertiary education to grow and strengthen the economy.

In 2010:

- There were 466,000 students enrolled in formal study programmes with tertiary education providers
- 195,000 industry trainees including 16,013 modern apprentices
- 70% of students in tertiary education studying at level 4 and above on the NQF
- 61% of New Zealanders aged 25 – 64 holding a tertiary qualification & 23% with a bachelors or higher qualification
- Eight universities, 18 polytechnics, three wānanga, 36 Industry Training Organisations, and around 700 private training establishments (as of 1 November 2011)
- 71% of the domestic full-time students who started study at public tertiary education institutions in 2005 had completed a qualification five years later. For students who started study in 1996 the comparable rate was 62%.

Government and the Tertiary Sector

A comparison of Figures 6 and 7 below shows that more New Zealanders are acquiring tertiary qualifications, while our total spend in tertiary education has remained roughly constant. Nevertheless, as Figure 6 shows, target groups have not seen similar rises in attainment of tertiary qualifications.

Figure 6: Estimated percentages of the population aged 25 to 64 with a degree or above, by ethnic group

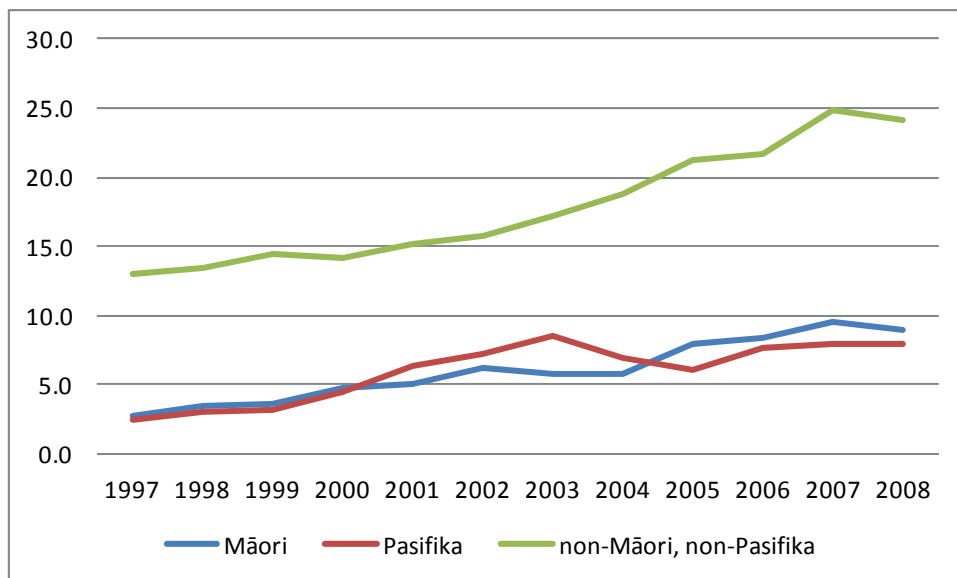
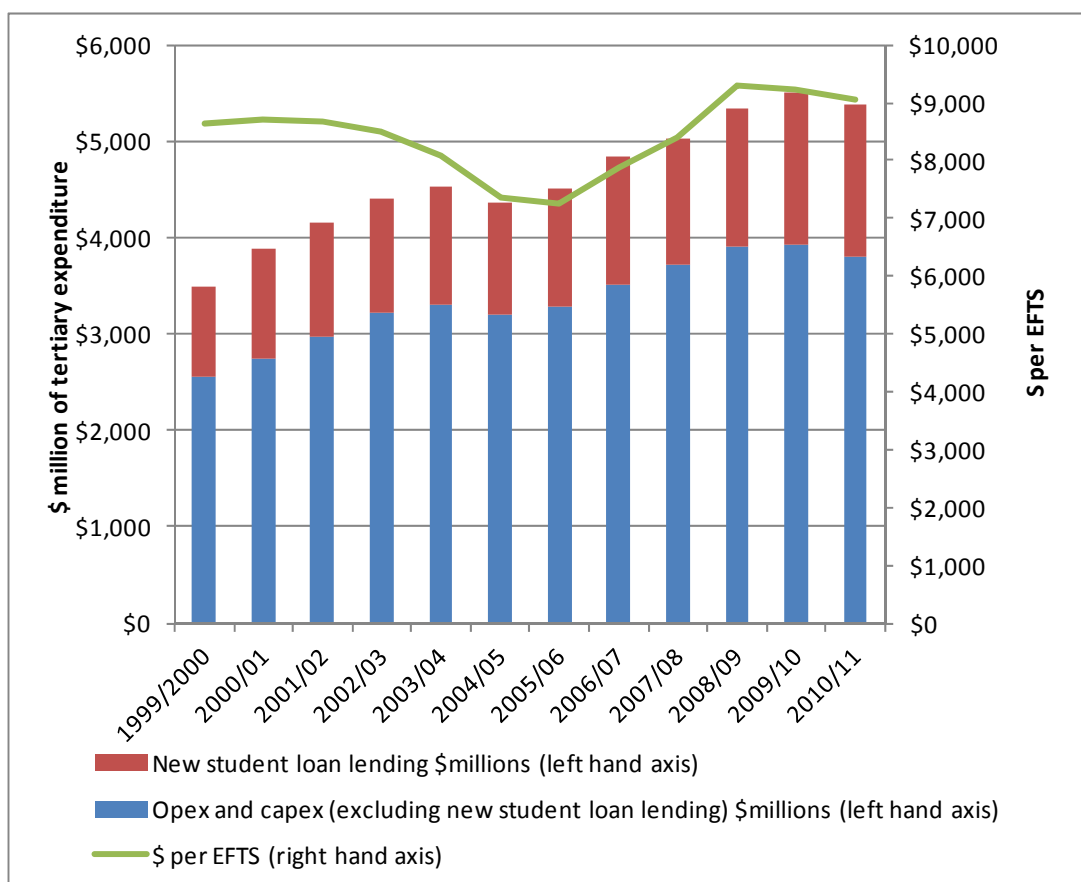


Figure 7: Government funding – real (2010 dollars)

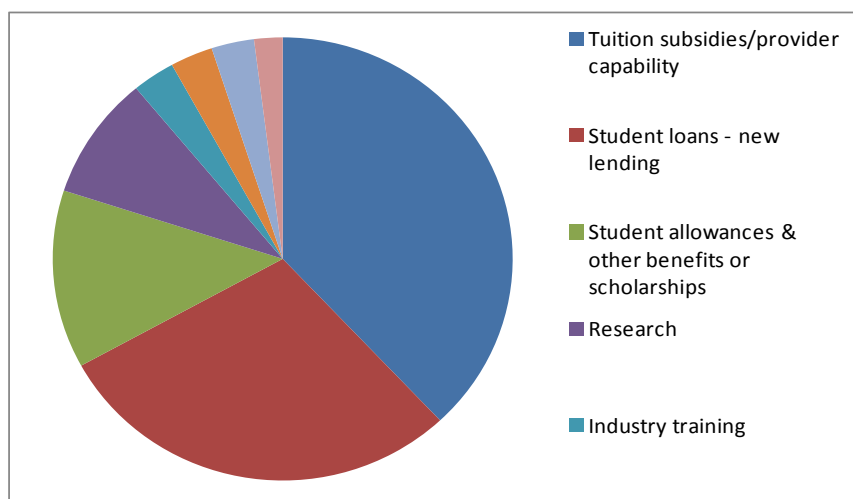


As participation in tertiary education increased over the last decade, so did the costs for Government. As a result, in recent years there has been a stronger emphasis on ensuring the quality and value for money of tertiary provision to ensure that the investment by learners and the Government produces a worthwhile return. Improved information provision and stronger performance incentives for students and providers are resulting in a stronger focus on qualification completions and progression to higher levels.

Funding for tertiary education organisations is largely appropriated through Vote Tertiary Education, and is administered by the Tertiary Education Commission. Funding for student support is largely appropriated through Vote Social Development with policy and administration shared between the Ministry of Education (policy lead), StudyLink (loan and allowance grants), and IRD (collection). In 2010/11, around \$5.4 billion was spent on tertiary education across the various votes. If we exclude new lending on student loans, this amount was around \$3.8 billion.

In real terms, total expenditure increased by 18% between 2005/06 and 2010/11. Excluding new lending on student loans, the increase was 15%. Growth has slowed in the last two years: 2010/11 expenditure, excluding student loans, decreased in real terms compared to the year before.

Figure 8: Government expenditure on tertiary education, by purpose of expenditure



Note: The student loans figure is the expenditure on new lending in a year.

Policy directions and priorities

Tertiary policy directions are responding to a number of key contextual factors including, a high level of youth unemployment, an austere fiscal climate, and a concern about the level of low-value spending in the tertiary sector. Of prime importance is evidence that Māori and Pasifika learners tend to participate in tertiary education at the lower levels of the system, and are underrepresented at degree-level and above.

Key priorities to address current challenges and to drive higher tertiary sector performance over the next three years are:

- Enhancing transitions from secondary to tertiary education, the pathways through tertiary education, and the relevance of qualifications for employers
- Raising tertiary sector performance for Māori and Pasifika students
- Improving the value of the Government's expenditure on student support, and improving or ceasing funding for current under-performing provision
- Working with the Government's economic development agencies to improve the alignment of tertiary investment decisions with the Government's economic growth agenda, especially in the areas of skill development, international education, and research commercialisation.

Improved Information

Publishing employment outcome information to drive better student, provider, and investment decisions

Ensuring that students are better informed about the likely employment outcomes of their study choices should lead to better alignment between the supply and demand for tertiary education.

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More detailed information on employment outcomes will also inform policy and investment decisions.

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Improved Outcomes

Aligning investment decisions with economic growth goals

The investment planning process attempts to focus tertiary organisations on offering the qualifications that students want to study, and that perform well in terms of the educational performance indicators. This means that signals from the labour market to students need to be obvious and clear, so that students understand the implications of their choices. The publication of more employment outcome information and the planned strengthening of careers advice should assist in this process.

The Ministry is participating in a number of cross Government initiatives to enhance the link between the education system and economic growth, including growing relevant workforce skills. We can better use tertiary education to support the Government's economic growth goals. Areas of focus include:

- Stronger connections between the TEC's purchasing decisions and the work of New Zealand Trade and Enterprise, and Ministry of Science and Innovation to grow specific sectors
- Exploring changes to industry training arrangements as a result of the Review of Industry Training which will address the responsiveness of current vocational education provision to industry, the setting of skill standards and how training is arranged and quality assured.

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- Creating stronger regional linkages between large tertiary education providers, economic development agencies, chambers of commerce, NZTE, MSI, and iwi
- Stronger incentives for knowledge transfer and research commercialisation, alongside reviews of the impact of performance-based research funding and centres of research excellence.

Better incentivising tertiary education providers to meet the needs of Māori and Pasifika learners

A key challenge for the tertiary education sector is to raise achievement for target groups, particularly Māori and Pasifika learners. We can improve the incentives for tertiary education organisations to meet the needs of students who require targeted recruitment strategies, tailored learning environments, or additional academic or pastoral care.

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In addition to creating financial incentives for tertiary education providers to lift achievement for Māori and Pasifika learners, a critical focus is needed to strengthen pathways into further education, training, and employment. The initiatives set out below will be the primary focus for this effort.

Supporting Youth Transitions

A significant number of students currently leave education after leaving secondary school, and the proportion of the 25-34 year old population with no tertiary qualification has remained steady over the past five years.

The government has funded fees free places at polytechnics and PTEs to enable young people to complete foundation level tertiary qualifications. Trades Academies are also widening the range of learning options to better engage young people. However, further work remains to more effectively track and support young people, to improve pastoral care for students, and strengthen career advice and guidance.

Fees free Youth Guarantee provision already has a strong focus on qualification completion, and pathways to further study or employment. However, we may need to consider more specific accountabilities to enhance the transition rates of target groups.

Future decisions will be needed on the resourcing of secondary/tertiary programmes and on how the provision of fees free tertiary places will expand over time. We will need to improve estimates of the likely demand for the Youth Guarantee.

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Developing vocational pathways

The Ministry is working with Industry Training Organisations, secondary schools and tertiary providers to develop five vocational pathways to provide students and schools with guidance on how to structure NCEA Level 2 qualifications. The pathways are a key tool to improve links between the education system and the needs of the work force. The pathways are planned for release in 2012, and cover:

- Construction and infrastructure
- Manufacturing and technology
- Primary industries
- Service industries
- Social and community services.

Maintaining access to tertiary education for second-chance learners

It is important to maintain entry to high-quality tertiary education options for second-chance learners, that is, learners who have fallen out of the education system without gaining a meaningful qualification, or core literacy and numeracy skills.

Proposed changes to foundation education will introduce new requirements for progression and embedded literacy and numeracy, and will restrict eligibility to students with low or no qualifications. These policy changes will increase the value of foundation education to students and government but are likely to increase the average cost of provision.

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Improving Value

Targeting expenditure to students who realise the greatest benefits

In recent years there has been stronger targeting of expenditure to those students who are most likely to benefit from tertiary education, and there are options to increase the level of targeting. There is little value for anyone if learners enrol in tertiary provision that they are unlikely to complete, or which lacks a clear progression to higher-level study.

Māori and Pasifika learners are likely to be disproportionately affected by changes to University Entrance, and have been more affected by the introduction of the performance element for Student Loans. Māori and Pasifika learners are also over-represented in certificate level provision, and have lower completion, progression and retention rates, on average, than the total population.

There is also a risk that a focus on performance at a provider-level provides relatively weak incentives for providers to improve completion, retention and progression rates for priority groups. It may instead adversely affect tertiary education organisations serving a high proportion of Māori and Pasifika learners, or encourage providers to make admissions criteria more restrictive, limiting access for learners perceived to be high-risk.

We need to be able to understand how providers increase achievement with learners. If we cannot separate the influence of providers from other factors that influence educational achievement, there is a risk that we will limit access to tertiary education for target groups through inadvertently disincentivising providers to enrol these learners.

Improving the Value of Student Support Expenditure

Student support constitutes a significant proportion of tertiary education expenditure, particularly when compared to other countries. Continuing to improve the value of Government's expenditure on student support will therefore be a key part of improving the overall value for money of government tertiary education investment. Improved performance in student support will enhance the performance of the wider tertiary system, for example information on loan repayment rates and values also assists in analysing the effectiveness of tuition subsidy spending.

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Student Allowance policy settings have remained stable over the past three years, following a major expansion of eligibility in the late 2000s. As a result of this expansion and lower average incomes during the recession, we have seen the cost to government of student allowances increase by 62% from \$385 million in 2007/08 to \$620 million in 2010/11. We suggest further work to consider the cost-effectiveness of current settings.

3.4 International Education

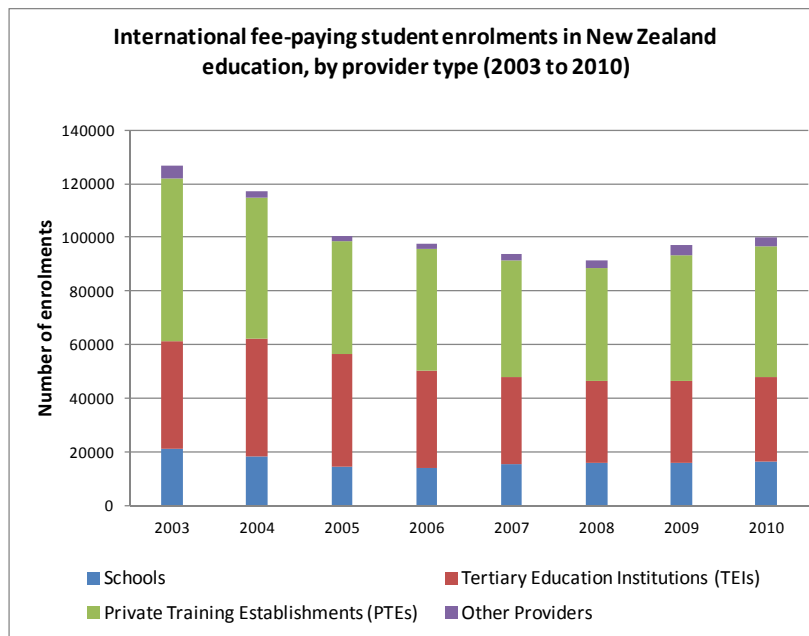
We are working towards an ambitious goal of doubling the value of the international education sector by 2026. Through the release of a Leadership Statement and the establishment of a new Crown entity, the Government has set in place the targets and mechanisms for this growth to be achieved.

In 2010:

- 16,486 international students were enrolled in primary and secondary schools, a 4% increase from 2009
- 83,394 international students were enrolled in public tertiary education institutions or private training establishments, a 3% increase from 2009
- international students made up 9% of all students in public tertiary education institutions
- income for public tertiary education institutions from international student fees was \$370 million; total international fee income for all education providers was \$709 million
- the five main source countries for international students in New Zealand were: China (22%), followed by South Korea (16%), India (12%), Japan (10%) and Saudi Arabia (6%).

The number of international students studying in schools and tertiary education providers has gradually increased in recent years, following a decline in the first half of the 2000s. In 2010, New Zealand’s total international student enrolments reached almost 100,000, approximately half of which were from China, Japan, and South Korea (see Figure 8).

Figure 9: International fee-paying student enrolments in New Zealand education, by provider type



International education has implications for education sectors from schooling to tertiary and has an important role in achieving the strategic goal for economic growth:

- Export education generates significant revenues for New Zealand education providers and creates jobs for the local economy
- International students contribute to skills and labour supply which helps lift labour productivity
- International education prepares all students for an increasingly inter-connected world by developing their inter-cultural and global knowledge and competencies
- International education strengthens New Zealand's international linkages, which helps with the two-way flow of capital, ideas and people.

The Government's International Education Leadership Statement sets objectives for NZ education services to:

- Double their economic value to \$5 billion over 15 years through increasing international enrolments
- Further increase sales of NZ education services to overseas education providers, businesses, and governments
- Build international knowledge and skills in the New Zealand workforce, grow research capability, and to foster wider economic connections between New Zealand and overseas firms.

The establishment of a new Crown agency, Education New Zealand, and an increased Government investment provides the opportunity for the international education sector to raise the profile of New Zealand's education sector overseas and increase export income.

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3.5 Māori-language in education

Every Māori learner has a right to access high quality education that attends to their identity, language and culture. The Ministry's arrangements for Māori language in education, while well meaning, have been reactive and ad hoc. We are developing a Māori language in education strategy to guide the Ministry's business and investment so that Māori language can flourish within the education sector and wider community. Iwi are our critical partners to improve provision and performance across the system for learners of Māori language.

- In the 2006 Census the proportion of Māori who spoke te reo dropped to 24% from 25% in the previous census
 - 21% (8,916 Māori enrolments) of Māori enrolments in early childhood education are in Kōhanga reo and 1% (242 Māori enrolments) are engaged through Puna kōhungahunga
 - Of the school population nearly 10% of Māori students are in Māori medium education taught in te reo Māori between 51% and 100% of the time
 - At the school level Māori learners make up 23% of the total learner population with 93% enrolled at English medium schools
 - The proportion of primary and secondary students engaged in te reo Māori in education has declined to under 20% in recent years
 - The proportion of Māori medium schooling students who leave school qualified to attend university (51.5%) is much higher than that of Māori students from English medium schools (23%) and also higher than the proportion of non-Māori in English medium schools (50%)
 - At tertiary level, there are a total of 19,532 learners participating in Māori language learning programmes. These learners engage in learning through a number of different types of tertiary education settings (the majority of learners are enrolled in Wānanga, with 8,779 learners, and Polytechnics, with 7,270 learners).
-

Māori language in education is a defining feature of New Zealand's education system. Opportunities for learning in and through Māori language across the education sector began from the aspirations of iwi and Māori communities. It stems from a fundamental belief that every Māori learner has a right to access high quality education that will attend to their identity, language and culture.

The Government has a critical role in setting the policy conditions for Māori language in education. Government invests approximately \$106 million per year in a range of programmes and services to support Māori language in education. This is around one percent of the total Vote Education spend in 2010/11.

In 2003, the Government's Māori Language Strategy set out a 25 year vision for the future of the Māori language. The strategy established a vision for the future of the Māori language:

"By 2028, the Māori language will be widely spoken by Māori. In particular, the Māori language will be in common use within Māori whānau, homes and communities. All New Zealanders will appreciate the value of the Māori language in New Zealand society."

In 2008, the Government approved *Ka Hikitia - Managing for Success: The Māori Education Strategy 2008-2012*. The strategy seeks a shift in education system performance for and with Māori learners their families, whānau and iwi. It aims to channel government investment and effort into the areas of the education system where Māori learners are most vulnerable.

Ka Hikitia – Managing for Success prioritises Māori language in education as one of its four focus areas for change. *Ka Hikitia – Managing for Success* affirms the value of te reo Māori in education and sets both an expectation and platform that all learners are able to access quality Māori language provision.

The education sector has been influenced by the decisions of the Waitangi Tribunal (the Tribunal), and their findings with regards to the Māori language. In 1986 a key Tribunal report (Wai 11) found that the Māori language was seriously threatened. The Crown responded by making the Māori language an official language (Māori Language Act 1987) and establishing the Māori Language Commission (later known as Te Taura Whiri i Te Reo Māori). Wai 11 was also integral in supporting Māori medium education in kōhanga reo, kura kaupapa Māori, and wānanga.

Since Wai 11 there have been a vast range of Tribunal findings commenting on the health, role and status of Māori language. The most recent of these is the Wai 262 report, Ko Aotearoa Tēnei. The common thread from the Tribunal has been that the Government must work in partnership with iwi to ensure the survival of the language. The Ministry is currently leading the education sector's response to the Wai 262 report. The Ministry's relationships with iwi are a critical part of this response and the Ministry's work going forward in Māori language in education.

Policy Directions and Priorities

Māori language in education priorities over the next three years are:

- Work with and for iwi as the experts and critical partners to provide for Māori learner identity, language and culture within the education sector
- Whānau are the prime constituents of iwi and have the single greatest influence on learners' achievement in a social context, while teachers and principals enjoy this status in an education context. The Ministry accepts that relationships with iwi have the potential to considerably enhance whānau contribution to raising achievement for and with Māori learners. This is particularly important because iwi are the owners and guardians of language in all Māori language in education options
- The Ministry has relationships with 54 iwi and 7 national Māori organisations². The focus of these relationships is to encourage whānau to participate in, and determine, effective education provision for and with their children and young people
- Complete and implement the Māori Language in Education Strategy – Tau Mai Te Reo.

The Ministry has never had a strategy to guide the way in which it thinks about Māori language. Consequently our investment in this area can be characterised as somewhat reactive and ad-hoc. The Ministry is developing a Māori Language in Education Strategy – Tau Mai Te Reo. This strategy will set the strategic direction including funding investment for Māori language in education from 2012-2017.

Better coordination across the education investment through Tau Mai Te Reo will support Māori language to flourish within the education sector and wider community.

² Māori Education Trust, Te Kōhanga Reo National Trust, Ngā Kura a-iwi, Te Runanganui o Ngā Kura Kaupapa Māori, Te Ataarangi, Te Matatini and Te Tauihu o Ngā Wānanga.

- Successful implementation of early childhood education and schooling curricula (Te Whāriki, Te Marautanga o Aotearoa and The New Zealand Curriculum)
- Māori language is a core component of the early childhood education and schooling curricula. They require a fully resourced and well supported Māori language in education sector. There are several key components required to achieve this including:
 - A strong network of Māori language in education providers
 - A teaching workforce who are proficient and competent in te reo Māori and able to effectively deliver the curricula
 - A flexible resourcing model which enables innovative teaching and learning through the medium of te reo Māori
 - Professional development and resources for teaching and learning which supports schools, teachers, whānau, hapū and iwi to provide Māori language opportunities for and with learners.
- Invest in Māori language in education research and evaluation
- Knowledge and expertise in the area of Māori language in education is growing, but developing capability and capacity within the sector remains a challenge. To teach effectively in any context, teachers and school leaders need to know what works. This requires strong evidence on which to base their teaching and leadership practices. The Ministry is committed to strengthening its investment in this area. This will require gaining greater leverage from and reprioritisation of existing expenditure.

3.6 Education in Auckland and Christchurch

Canterbury Earthquakes

The Canterbury Earthquakes have significantly impacted on the work programme of the Ministry in 2010/11 with substantial implications for out years. While the costs of remediation for events occurring up to 30 June 2011 will largely be funded through insurance proceeds, events post 30 June 2011 are likely to fall on Government.

The impact of the earthquakes on the education network in Canterbury is considerable. This includes damage to land and buildings, the impact of large population shifts and on-going psycho-social effects. The impact is of a scale that means the education system cannot be rebuilt the way it was.

There are on-going challenges including continuing residential land-use decisions, continuing population movements, and uncertainty with regard to the speed of the rebuild. This creates a high level of uncertainty for residents and makes it difficult for agencies in regards to recovery and renewal work.

Education was, and is, a major source of economic activity in the Canterbury region and a significant contributor to the social and cultural fabric of Canterbury. There is potential for this to be more so in Canterbury's future. A strong education network is critical for the redevelopment of Canterbury and its economy.

There is a unique opportunity to enhance the education network in Canterbury to:

- Give Canterbury a distinctive advantage: socially, culturally, and economically
- Maximise the substantial investment Government will be making
- Improve educational outcomes across the Canterbury education system.

Decisions will be required involving substantial expenditure and significant changes throughout the education system from early learning to tertiary.

It has been agreed that an Education Renewal Recovery Plan be jointly developed by the Ministry of Education and the Tertiary Education Commission that enables innovative and cost-effective provision of education from early learning to tertiary which will shape Canterbury's future.

The plan will guide creation of a future learning network and is a chance to have conversations that are bold and future focussed. To make sure that the plan meets the aspirations of the Canterbury community we have undertaken an engagement process involving facilitated sector and education community engagement as well as public feedback through the Shaping Education website.

The plan is a Recovery Plan under the Canterbury Earthquake Recovery Act 2011. As such, the plan complements and contributes to the Recovery Strategy for greater Christchurch being developed by the Canterbury Earthquake Recovery Authority.

The development of an Education Renewal Recovery plan was agreed to by Cabinet in September 2011 and the engagement process ran from 10 October to 13 November 2011. A draft Education Renewal Recovery Plan is due to be reported back to the Ministers of Education and Tertiary Education in late December 2011.

The plan is required to go out for public consultation as detailed under the CERA Act and this is currently scheduled for early in the New Year.

Another area of focus in Christchurch has been supporting the work of the Canterbury Employment and Skills Board (a subcommittee of CERA) to develop the skills and labour needed for the recovery. The Government has set aside a \$42 million contingency to provide extra vocational training in the construction sector. The Ministry is playing a significant role working with other Education Crown Agencies, Government Departments, local education and training providers, and industry to plan for the expansion of the workforce needed to rebuild Christchurch.

Auckland Spatial Plan and Economic Development Strategy

The creation of a new Auckland Council is having an impact on the way the education system and its constituent agencies are working in the city. Education features strongly in the vision to turn Auckland into the most liveable city in the world. The proposed Auckland Plan and Economic Development Strategy set out to raise educational attainment and ensure that the education system can fully support the social and economic growth goals for Auckland.

The Auckland Spatial Plan has eleven areas of strategic direction, two of which have direct implications for education including:

- Create a strong, inclusive and equitable society that ensures opportunity for all Aucklanders. This direction places a particular priority on children and young people, with emphasis on those most in need
- Develop an economy that delivers opportunity and prosperity for all Aucklanders and New Zealand. This direction has a key priority to enhance investment in people to grow skills and a local workforce.

There are specific education targets for the region in the Plan which are broadly consistent with Government policy:

- By 2020 increase the number of Early Childhood Education facilities by 100 (10 per year) in Southwest and West Auckland (areas of highest need)
- By 2030 all school leavers will be achieving NCEA level 2
- By 2040 all young adults will complete a post-secondary qualification.

The draft Auckland Economic Development Strategy sits alongside the Auckland Spatial Plan having formed the basis for the “People and Economy” chapter of the Plan. The Economic Development Strategy has a focus on drivers of, and barriers to, Auckland’s economic growth and has a number of proposed actions that directly relate to education. Both the Auckland Spatial Plan and Economic Development Strategy are due to be finalised in the first half of 2012.

Ministerial input has been focussed through a Cabinet Committee on implementation of Auckland Governance Reforms. The Ministry of Education is involved directly in the reforms working with other Government Agencies, including the Auckland Policy Office, and the Auckland Council. Key areas of involvement include:

- Supporting the goal of raising educational achievement for priority groups – particularly Maori and Pasifika learners

- Determining the role of schooling in planning for wider Auckland infrastructure over a long term time frame (30 years)
- Developing the actions to underpin the Auckland Economic Development Strategy including the role of skills in meeting future industry demand in the seven industry sectors identified in the Strategy
- Working with Department of Building and Housing, other Government Agencies and the Auckland Council in the Tamaki Transformation Project to revitalise the Tamaki area.

There are clear opportunities to lift education achievement in Auckland. An example is working with schools as part of the “Southern Initiative” (that focuses attention on South Auckland) which can make a significant contribution to overall national outcomes, particularly given the largest Maori and Pasifika communities are found in the region.

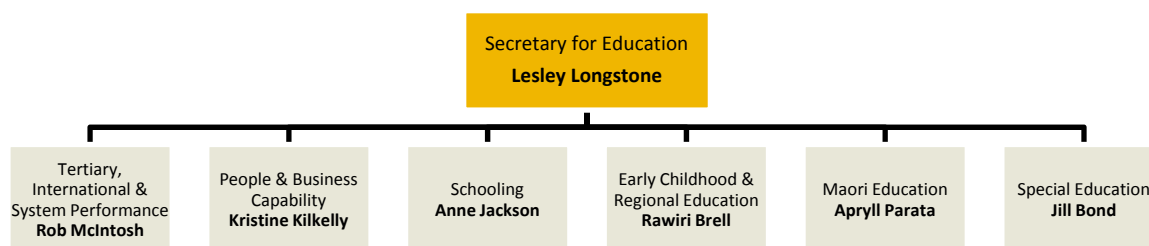
Providing early childhood education for those most in need, ensuring quality schooling opportunities, creating pathways for young people into meaningful work and further study, and incentivising the region’s tertiary institutions to deepen their engagement with industry all factor positively in the plan. These initiatives will require the Ministry to work closely with our crown entities, in particular the Tertiary Education Commission, Careers NZ, and Education NZ, as well as other agencies to ensure effective alignment between national education priorities and meeting aspirations of the Spatial Plan and the Economic Development Strategy.

Part Four: Organisation and responsibilities of the Ministry of Education

4.1 The Ministry of Education

The Ministry of Education is the lead advisor to the Government on the education system, across the early childhood education, schooling, and tertiary education sectors.

The Ministry is led by the Secretary for Education, who in turn leads a team of six Deputy Secretaries.



The Ministry's advisory role is complemented by a substantial operational role that includes:

- Providing funding to state and state-integrated schools to enable them to deliver high-quality education to their students
- Managing the school property portfolio, which is the Government's second-largest property portfolio
- Monitoring the performance of education providers and intervening to provide high quality support and challenge as necessary
- Providing special education services to children and young people with disabilities and other special education needs
- Developing national guidelines and curriculum statements
- Providing services to and supporting students, communities, early childhood education services and schools.

On 31 March 2011, the Ministry had:

- 2,463 full-time equivalent staff
- 1,494 based in the regions and 969 in national office. Of these staff, 1,287 provide services to children with special education needs
- 42 local, district and regional offices across New Zealand.

4.2 Education Sector Agencies

The Ministry of Education takes the leadership responsibility across six other education agencies to achieve the Government's goals for education. Our partners are the:

- Tertiary Education Commission
- New Zealand Qualifications Authority
- Careers New Zealand
- New Zealand Teachers' Council
- Education New Zealand
- Education Review Office.

The education sector agencies have clearly delineated roles, responsibilities, and functions within the wider education system. They have well-developed policy tools and levers to effect change within their areas of responsibility. These roles and functions are defined in the Education Act 1989, and the Crown Entities Act 2004.

The **Tertiary Education Commission** (TEC) has the statutory responsibility for funding and monitoring the tertiary sector while maintaining the academic freedom and institutional autonomy of tertiary providers. TEC's primary levers for achieving the Government's priorities for education are linked to funding accountability. TEC, through the Investing in a Plan mechanism, buys a series of educational outcomes across the tertiary sector, leaving the decisions as to how these outcomes are achieved to the providers. TEC also has some powers to intervene in under-performing tertiary providers.

The **New Zealand Qualifications Authority** (NZQA)'s responsibilities extend across the senior-secondary and tertiary sectors, through its primary roles of developing and maintaining New Zealand's educational qualifications framework, administering the National Certificate of Educational Achievement (NCEA), and quality assuring the non-university tertiary sector. NZQA advances government's priorities through its management of the quality assurance system and the application of regulatory levers, including within the Private Training Establishment sub-sector. NZQA, through these levers, has the ability to determine which tertiary providers are able to offer which qualifications, and the levels of performance to which those providers will be held.

Careers New Zealand has responsibility for providing advice and support to help New Zealanders make good decisions about their careers. It does this through direct interaction with New Zealanders, and increasingly through the development and support of best practice across the wider spectrum of providers of careers advice. Careers NZ advances the Government's priorities almost exclusively through the lever of better, more targeted information, but does provide some interventions for targeted learner groups.

The **New Zealand Teachers Council** is the professional body for the teaching profession and has a greater level of autonomy from the Crown than the other education sector agencies. The Council is responsible for setting and maintaining the standards by which teachers can gain and maintain membership of the teaching profession. They also engage in research and other professional projects to support the teaching profession, and support the maintenance of professional standards through competence and discipline processes and judicial bodies. The Council advances Government's priorities through these regulatory levers, ensuring the quality of the workforce in the schooling and early childhood education sectors.

Education New Zealand (ENZ) is a new crown entity, established to lead the Government's drive to grow international education, and to manage the Government's investment in international education promotion and offshore activities. Its role is to give effect to the Government's international education policies through a range of marketing, promotions, and representational functions.

The **Education Review Office** (ERO) is a core Government department. It advances the Government's educational priorities through evaluations of the quality of education and care in schools and early childhood services, and of the implementation of government education priorities in these sectors. Its independence from schools and early childhood services, as well as from the agencies that set the policies and standards, allows it to provide assurance and information to the Government about the quality of education services and sector performance. Creation and provision of information, leading to improvement at the institution and system level, is one of ERO's levers. Its independence allows it to make authoritative judgments on action to be taken by schools and early childhood services, or to prompt interventions by other education agencies.

The education agency chief executives have developed a programme of work to share information, coordinate cross-agency issues and to work across the sector in a number of areas. These include:

- Interagency planning to improve education sector performance for and with Māori learners
- Shared services, including back office functions
- Work on a common approach to SOIs and common strategic frameworks. In 2011 an operational group has been formed specifically to develop a set of sector outcomes that better reflect the collective aims of the sector agencies and the variety of work undertaken by them
- Sector wide consistency in the use of ICT for education. To enable this, the Education Sector ICT Standing Committee was established in September 2003 to drive and oversee the collaborative development and use of ICT across the education sector. As it comprises the chief executives of all education agencies, the Standing Committee provides a hub for interagency initiatives that plan to use technology to support the introduction of business initiatives or change, particularly where these will impact education sector providers, and/or vendors who service providers.

4.3 Changing the role of the Ministry of Education

If New Zealand's education system is systemically failing a section of its population, then the Ministry has to accept responsibility, alongside other players in the system, for its part in this problem. Accountability and learning is not just for others, it has to be applied internally too. There are a number of challenges, not least of which is to ensure that outcomes for Maori and Pasifika and for learners with special needs or from low socio-economic groups are integral to all policy advice, development and implementation planning, as opposed to being regarded as a special issue with

dedicated policies and funding streams which operate at the margins of core business. Achievement for these groups is core business and it is the segment of core business that needs most attention.

Giving staff in the Ministry the confidence, as well as the mandate, to engage with these issues, and with iwi as key partners will require capability development. The need for clearer accountabilities and other necessary improvements were also highlighted in this year's Performance Improvement Framework Review of the Ministry.

That report highlighted that we need to be:

- More effective in providing system leadership
- Better placed to support and drive improvements in educational achievement
- Delivering higher quality services to the sector
- Providing higher quality policy advice
- A more efficient and responsive organisation, including far greater responsiveness to target groups.

In response to this, we have embarked on a major change process. This is driven by a need to lift overall system performance and to reduce operating costs. Over the last year, the Ministry has developed and begun to implement an organisational model that shifts our emphasis from administering the education system, to monitoring and lifting performance. This model envisages a Ministry sharply focussed on improving student achievement, taking a stronger system leadership role with a strong customer service culture internally and externally. We will give greater prominence to delivery of change through Ministry staff in regional and local offices and ensure that they are able to inform strategy and policy development, bringing their operational experience and knowledge of local education providers to bear.

These changes will see the Ministry's regional functions taking greater responsibility for education performance in their region, improving student achievement through more coherent use of resources and programmes available within the organisation, and those outside the organisation from communities, iwi, education providers and others.

The Ministry has also undertaken a review of its policy function and has begun to implement the recommendations. We will report separately to you on this work.

We are seeking to improve the services to our customers through national delivery of infrastructure services that are efficient, high-quality and consistent. Infrastructure services in the early childhood, schooling and tertiary sectors as appropriate (such as property, payroll, funding payments etc) will be managed and delivered nationally. The focus for these services will be on efficient, timely and accurate transactional business processes.

The Ministry is developing a shared services approach across key areas of administration such as finance and ICT. Centralising functions in this way reduces duplication and inefficiencies and provides for greater transparency on productivity and cost.

Ministry capability for target groups

Our capability to support greater achievement for and with target group learners requires more knowledge, background and in some cases interest in the ability to respond to these groups. Success in this area will require greater knowledge of who we are designing policy for and what their actual experience is, as well as understanding their thinking, motivation, and behaviours.

Given the target groups are the greatest performance challenge we have, we will not be able to improve system performance without improving staff capability and performance.

Fiscal Challenges

The Ministry faces significant financial challenges to deliver its core services and to maintain focus on each of the key priorities within the forecast departmental operating baseline. In Budget 2011 we committed to \$13.2 million of savings from departmental expenditure and there is further on-going savings to be made in out years. A departmental effectiveness programme has been in operation to identify specific strategies to ensure the Ministry is able to operate effectively within allocated baselines.

We are operating within a full-time equivalent (FTE) cap of 2,610 as at 30 June 2011. The FTE cap has been managed through a reduction in positions (mostly vacant) and the tight management of vacancies. This has put pressure on some parts of the business, particularly as we have been absorbing some increases in FTEs in the Government's high priority areas. We expect to continue to reduce the number of FTEs employed in coming years.

Part Five is withheld under 9(2)(f)(iv) of the Official Information Act 1982

Appendix I – Acts and Regulations Administered in the Ministry of Education

The Ministry is responsible for the administration of the following substantive Acts and Regulations (minor legislation not included).

5.1 Acts

Education Act 1964

Education Act 1989

Education Lands Act 1949

Industry Training Act 1992

Kitchener Memorial Scholarship Trust Act 1941

Modern Apprenticeship Training Act 2000

Music Teachers Act 1981

Ngarimu VC and 28th (Māori) Battalion Memorial Scholarship Fund Act 1945

NZ Council for Educational Research Act 1972

NZ Library Association Act 1939

Pacific Islands Polynesian Education Foundation Act 1972

Private Schools Conditional Integration Act 1975

Queen Elizabeth the Second Post-Graduate Fellowship of New Zealand Act 1963

Queen Elizabeth the Second Technicians Study Award Act 1970

Taranaki Scholarships Trust Board Act 1957

5.2 Regulations

The following substantive sets of regulations are in force and administered by the Ministry of Education.

Education (Early Childhood Centres) Regulations 1998

These regulations set out licensing requirements for ECE centres including minimum safety standards (will remain in force for existing services until they relicence under the new regulations or until 2014, whichever is soonest).

Education (Home-based Care) Order 1992

The order issues a code of practice for the arrangement of education and care for early childhood home-based care (will remain in force for existing services until they re-license under the new regulations or until 2014, whichever is soonest).

Education (Early Childhood Education Services) Regulations 2008

From 1 December 2008, these provide a new licensing framework for ECE services and minimum standards for education and safety.

Education (Playgroups) Regulations 2008

From 1 December 2008, these provide a new framework for the certification of playgroups and minimum standards for education and safety.

Licensing Criteria/Certification Criteria

Licensing criteria have been promulgated for Early Childhood Education and Care Centres, Hospital Based Education and Care Services, Home Based Education and Care Services, Limited Attendance Centres and Kōhanga Reo. Certification criteria have been promulgated for playgroups.

Education (Hostels) Regulations 2005

The regulations prescribe a system of licensing for school hostels and set minimum standards for hostel premises and facilities.

Education (2008 School Staffing) Order 2007

The Order prescribed limitations on the number of teachers employed at state schools in 2008.

Education Bursaries Regulations 1984

The regulations set the annual value of bursaries under the School Boarding Bursaries Regulations 1972, the Secondary School Technical Bursaries Regulations 1977, and the Secondary Schools Bursaries Regulations 1977. The regulations are still used as bursaries are awarded annually to eligible students.

Education (Export Education Levy) Regulations 2006

The regulations impose an export education levy for the following academic year. The levy is payable by all providers who receive tuition fees from international students.

Education (School Attendance) Regulations 1951

The regulations set out requirements for school attendance and schools registers for all schools, including private schools. They are still used regularly by the ministry.

Education (School Risk Management Scheme) Regulations 2003

The regulations provide for a school risk management scheme. The main purpose of the scheme is to indemnify state school Boards of Trustees against accidental loss or damage to school contents.

Education (School Trustee Elections) Regulations 2000

The regulations provide rules for the election of parent representatives, staff representatives, and student representatives, to school Boards of Trustees.

Education (Stand-down, Suspension, Exclusion, and Expulsion) Rules 1999

The rules regulate the practice and procedure to be followed by boards, principals, students, parents of students, and other persons under sections 14–18 of the Education Act 1989.

Māori and Polynesian Scholarships Regulations 1973

The regulations provides for scholarships to be awarded to Māori and Polynesian students. The Regulations are still used as scholarships are awarded annually to eligible students.

Various School Bursaries Regulations

The following regulations provide for the award of the bursaries to enable pupils to study:

- School Boarding Bursaries Regulations 1972
- Secondary School Academic Bursaries Regulations 1973
- Secondary School Technical Bursaries Regulations 1977
- Secondary School Bursaries Regulations 1977
- United World Colleges Scholarship Regulations 1980