

TE TĀHUHU O TE MĀTAURANGA  
Ministry of Education



*life is all about choices*

# NGĀ HAEATA MĀTAURANGA

Annual Report on Māori Education 2001/2002 and Direction for 2003

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## MIHIMIHI

Mai ē te tipua  
Mai ē te tawhito  
Mai ē te kāhui o ngā ariki  
Mai ē tawhiwhi ki ngā atua

Ko Tū ko Rongo ko Maru  
Ko Tāne te waīora  
Ko Ranginui e tu iho nei  
Ko Papatuanuku e takoto nei

Kōkiritia te haeata  
Ka mahuta mai i te pae tawhiti!  
Tēnei te matatau, kia eke  
Whakatū - tārewa ki te rangi  
Hui e - taiki e!

Tangihia rā ngā aituā  
Ko ngā purapura whetū  
Moe mai rā koutou  
Te whare o Hine-te-mate  
Tō tātou kāinga nui  
Haere atu rā, oti atu!

E ngā ringa mahi  
Ngākau atawhai  
Rau rangatira mā  
E rere ake anō nei  
Te pūrongo ā tau  
Ko ngā whakaaroaro  
Ko ngā whakanekeneke  
Te āhua te tū te noho  
Me ngā mihi aroha  
Ki ngā mana ki te motu whānui  
Mai i Muriwhenua ki Murihiku  
Tae atu ki Wharekauri  
Tēnā koutou tēnā koutou  
Kia ora tātou katoa.





## MESSAGE FROM THE ASSOCIATE MINISTER OF EDUCATION

*Āku teina tuākana, e rau rangatira mā,  
tēnā anō koutou katoa.*

I look back over the last year with a great deal of satisfaction, excited at the energy and commitment from Māori. A great deal of sustained effort is going into building strong learning foundations for tamariki mokopuna - we're starting to see positive results and it's encouraging to note the effort coming from Māori communities.

This annual report shows a growing engagement with Māori at high levels in reform. Involvement in developing the Strategic Plan for Early Childhood Education is an illustration of this collaborative approach. It is vital that strategies to increase Māori participation in early childhood education are given high priority. Rangatahi need to be fostered too and strongly supported up to the 25 year age group at least.

The valuable contribution made to the development of the Māori Tertiary Education Framework is another example of the high level of engagement, and the Hui Taumata Mātauranga process provided further opportunities for Māori to be involved. At the second Hui Taumata in November 2001, leaders and educationalists continued the dialogue with Ministers of the Crown. This has proven invaluable in terms of being able to clarify priorities and report back on how Government has been progressing. The positive results include agreement about further areas of work to do and our commitment to continue the Hui Taumata

process beyond 2002. An area I am particularly interested in is strengthening the links between education and Māori development - to contribute to social, cultural and economic advancement.

The Government has a role in supporting revitalisation of te reo me ona tikanga. However, I want to ensure that tamariki and rangatahi are well equipped to grasp every opportunity available to help them reach their full potential. The best Government programmes can't do this alone. The importance of whānau for providing rangatahi with support at home and at school means that schools need to be part of an inclusive process of making parents and kaumatua feel welcome. Professional governance, management and quality teaching can make a difference to the educational achievement of students. It's about having high expectations irrespective of their backgrounds and home environment, and a genuine commitment to see young people succeed. The system must value the cultural makeup of students as an important part of the learning process.

In recent years, it has been heartening to see education take on a much higher profile in Māori communities. We haven't finished yet. There's still a lot to do and I look forward to the challenges ahead.

*Kia eke ki te taumata! Kia ora hoki koutou huri noa i te motu.*



Parekura Horomia  
Associate Minister of Education



## MESSAGE FROM THE SECRETARY FOR EDUCATION

*E ngā mana, e ngā reo, tēnā koutou katoa.*

*Ngā Haeata Mātauranga* is the Ministry of Education's annual report on progress and developments in Māori education. It focuses mainly on the 2001-02 year and is part of a companion of reports that complement each other. Other companion reports including *New Zealand Schools Ngā Kura o Aotearoa, a Report on the Compulsory Schools Sector in New Zealand 2001* and *New Zealand's Tertiary Education Sector 2001 Profile and Trends Report* contain more sector specific information on Māori education developments.

Increasing the quality of services provided to Māori across the entire education system continues to be a high priority for Government. Over the past year, the Ministry has continued its deliberate shift toward making policy and practice much more explicitly about strengthening education outcomes for all learners. A stronger emphasis is placed on increasing the responsibility the system must assume for the success of Māori students such as the 10-year strategic plan for early childhood education *Pathways to the Future: Ngā Huarahi Arataki 2002-12* and the tertiary education reforms including the *Tertiary Education Strategy 2002-07*. Initiatives focused on school planning and reporting, literacy, numeracy, assessment and ICT initiatives all help reinforce these changes too.

A stronger emphasis is placed on increasing the responsibility the system must assume for the success of Māori students. This is happening in number of ways including through the strategic plan for early childhood education, school sector regulation and the tertiary education strategy. The importance of a range of high quality education pathways for Māori students is emphasised as is the need to view quality as a broader concept valuing both Māori and global concepts.

The importance of a range of high quality education pathways for Māori students is emphasised as is the need to view quality as a broader concept valuing both Māori and global concepts.

Increasing the responsibility and authority Māori exercise in relation to education has continued to be a high priority. More iwi and other Māori organisations are working more directly with the Ministry and government through formal partnerships and other relationships. The Hui Taumata Mātauranga process is a further example of how government and Māori are working together to influence and encourage change. These hui have been characterised by high levels of engagement and constructive broad ranging debate.

Looking back over the past year, examples of outstanding achievement by many Māori learners can be seen in all areas of education. A significant lift in literacy achievement was recorded across all year 4 Māori students. Some schools characterised by high

levels of suspensions of Māori students substantially lowered the rate during the year. An international study of 15 year olds, the Programme for International Student Assessment (PISA) showed Māori girls achieving around the OECD average. Evaluation of the Strengthening Education in Mangere and Otago initiative showed big increases in the achievement of 6 and 7 year-olds. The increase in participation by Māori in tertiary education was so substantial that Māori now record the highest levels of participation of any group. The strength of Māori research capacity in the tertiary system was recognised through Māori researchers winning one of the five newly established Centres of Research Excellence.

Looking ahead, much remains to be done. New Zealand results show high average achievement across all students, but this masks the fact that we have a very wide dispersion between high and low achieving students. This dispersion is particularly pronounced for Māori students. Raising achievement and reducing disparity must therefore remain a high priority for policy makers, educators and Māori.

There are wide variations in achievement within schools rather than across schools and we know that teachers are the single biggest factor that can make the biggest difference to learning outcomes. Critical to success will therefore be strengthening the role teachers play alongside strengthening the role and voice of Māori in the wider education system.

In summary therefore, our work across the education system and with iwi, hapū, whānau and Māori organisations can be characterised by some important underlying themes. These are to:

- have very high expectations and strong beliefs about what a child can do and learn and believing in this to make it happen
- recognise that a good education is the result of the contributions of many people, shaping a child's future from an early age and positively building on this as they grow
- hold a broad view about quality that it is not only important that people can read, write and speak well but also that they are confident in their own culture, language and identity
- understand the significance and importance of goals valued by Māori (to be able to live as Māori, to exercise global citizenship and to have a high standard of living) requiring the achievement of high academic and cultural standards
- encourage the community approach to bringing up a child – the teacher, the parents, whānau, hapū, iwi and other Māori organisations all have an important responsibility to support learning
- take greater responsibility for acting on the results of evaluations and integrate these into the processes of learning and teaching as a core part of the education process.

It is obvious from the above list that these points apply to all of us. From the kaiako in a kōhanga to the Minister of Education, from teachers to parents, from school trustees to university council members, and from officials in the Ministry of Education to other agencies.

A prime responsibility also rests with students. Given the right support and encouragement, they will be much better motivated and able to accept that responsibility.

*Kia ora mai koutou.*



Howard Fancy  
Secretary for Education





## EXECUTIVE SUMMARY

*Ngā Haeata Mātauranga* provides an overview of Māori education from early childhood to the tertiary sector mainly in 2001/02. Many of the initiatives reported here are specifically designed for Māori such as focusing on te reo Māori and Māori immersion education. Many other initiatives support Māori students as part of broader education strategies to raise participation and achievement.

The Ministry's direction continues to be informed by the Government's outcomes and targets for Māori education (see Appendix 1), the strategic work arising from Hui Taumata and associated regional consultations with iwi and Māori throughout the country and the growing number of partnerships that support and strengthen the role of Māori in education.

The main focus of *Ngā Haeata Mātauranga* is describing what is happening in the education system for Māori. Information is reported across eight key areas where the Ministry is working to support Māori participation and achievement in education (sections 2 – 9). For the first time, this year's report includes a short reader survey at the back. We want to make our annual reports as informative, interesting and useful as possible. To help us review and improve *Ngā Haeata Mātauranga*, you are urged to take a few minutes to answer the survey. Your feedback is valued!



### **Increasing Participation in Early Childhood Education (Section 2)**

Raising Māori participation in early childhood education continues to be a crucial Government outcome for Māori education. Key priorities are to increase participation in quality early childhood education in both English and Māori language settings and to have more qualified early childhood education teachers. Initiatives include work to overcome barriers to participation, teacher recruitment and training, enhancing the relationship with Te Kōhanga Reo National Trust, support for early childhood services and parenting programmes for Māori parents and whānau. Case study 1 shows the benefits of a programme to improve the participation rates of Māori children in early childhood education. Case study 2 looks at Whānau Toko i te Ora, a programme to improve positive parenting skills and learning and development opportunities for children.

### **Better Teaching for Māori Students (Section 3)**

The Ministry continues its strong focus on raising the overall quality of education provision for Māori, with specific emphasis on raising the quality of teaching. Over 85 percent of Māori students are educated in the general school system.

Increasing attention is being devoted to the development and application of assessment tools and processes that track Māori student achievement. More achievement data is available including new information from the National Education Monitoring Project (NEMP) and the Programme for International Student Assessment (PISA). Case study 3 reports on gains for Māori students in maths, due to the Numeracy Development Project, which supports teachers' professional development in numeracy.

Case study 4 looks at Te Wharekura o Rākaumangamanga, a school that shows the impressive standards and high educational goals that can be achieved by a low decile school.

### **Smarter use of the Resources Available to Māori Learners (Section 4)**

A range of resources support Māori students including information and communications technology, financial assistance for Māori students, study support centres, suspensions reduction initiatives and special education funding. These all contribute to addressing Māori students' overall education needs but with a particular focus on ensuring the basic foundations of learning,

improving access to education, increasing participation and retention in senior secondary school, and raising educational achievement.

Case study 5 is about He Ara Tika, a mentoring initiative for Māori secondary students, and case study 6 is about Gateway, helping students make the transition to work and further training. These show how the effective use of resources can make a significant difference to Māori educational outcomes.

### **Lifting the Quality and Supporting the Growth of Kaupapa Mātauranga Māori (Section 5)**

The focus here is on:

- Increasing the number of Kura Kaupapa Māori, contingent on quality.
- Improving the supply and retention of teachers in Māori-medium education.
- Increasing professional development of Māori-medium teachers.
- Getting more quality Māori language teaching and learning materials across the curriculum.
- Showing positive trends in ERO reports for kaupapa Māori schools.

Progress is being made in the development of mātauranga Māori programmes, in research, assessment and resources. Case study 7 shows the success of *Te Poutama Tau* in providing linguistic and pedagogical support for schools, teachers and children learning mathematics in Māori-medium.

### **Valuing the Role that Parents and the Community Can Play (Section 6)**

Government outcomes and targets for Māori education have a strong focus on encouraging and supporting the involvement of parents and whānau in their children's education. This section reports on some innovative school initiatives that are seeing more participation of families in their children's education (see Aranga School in case study 8). Whakaaro Mātauranga (Think Learning) and the Te Mana: Ki te Taumata campaign have also been important in engaging whānau and Māori communities with education (case study 9).

### **Lifting Māori Participation and Achievement in Tertiary Education (Section 7)**

Outcomes sought in tertiary education are:

- Improved levels of Māori tertiary achievement.
- Increasing Māori engagement with on-going learning through their lives.
- High quality teaching and accountability of tertiary organisations for meeting the diverse needs of Māori learners.

There are now more Māori participating in tertiary education than at any other time, with Māori participating in post-school education and training at a higher rate than non-Māori. While this is a very positive picture, far fewer Māori than non-Māori go from schooling directly on to tertiary education. Furthermore, many Māori adults have pressing literacy needs. Case study 10 looks at family and whānau literacy programmes for Māori.

The tertiary sector is experiencing considerable change. The Tertiary Education Commission (TEC) was established to oversee the implementation of the Tertiary Education Strategy 2002–2007. The Māori Tertiary Reference Group has been strongly engaged in contributing to the design of the reforms of the tertiary education system through the Tertiary Education Strategy (see case study 11).

### **Strengthening the Role and Increasing the Involvement and Authority of Māori in Education (Section 8)**

A fundamental aspect of the Government's approach to Māori education is to foster and support the increased involvement and authority of Māori in education at all levels. In particular, Government outcomes and targets focus on achieving:

- greater whānau, hapū, iwi involvement and authority in school governance
- greater Māori involvement and authority in tertiary education
- significantly more and better partnerships between iwi and education providers
- significantly increased parent and whānau support helping children in the home.

Over 400 Māori attended the second Hui Taumata Mātauranga in November 2001 and discussed education issues. Progress was also made in developing effective partnerships with iwi. Case study 12 looks at the work

of Te Pūtahitanga Mātauranga, which seeks to raise Māori student achievement. These initiatives demonstrate that increasingly, iwi and Māori groups are seeking Government support to address the specific educational needs of their communities.

### **Increasing the Ministry's Responsiveness to Māori (Section 9)**

In setting the overall strategic, policy and funding framework in which education providers operate, the Ministry has a critical leadership and facilitation role across the whole education sector. Consequently, the Ministry has continued to develop staff capability. Key strategies include: continuing the strong focus on Māori education; increases in Māori staff in key areas of Ministry work; and more meaningful involvement of iwi and Māori in its work.

With the integration of Special Education Services and the Ministry of Education (see Section 4), work started on a draft Māori Strategy for Group Special Education (GSE) that sets out priorities, principles and actions to meet the special education needs of Māori.





# 1 INTRODUCTION

*The two Hui Taumata Mātauranga ... have drawn attention to the aspirations of Māori for a more effective education system ... Māori education policies should aim to equip Māori children and rangatahi to be citizens of the world, to live as Māori, and to enjoy a high standard of living. Those three goals ... characterise the broad direction that educational policies should take if they are to be responsive to Māori.<sup>1</sup>*

*Ngā Haeata Mātauranga* provides an overview of Māori education, from early childhood to the tertiary sector. The report for the 2001/02 year outlines key policies and programmes that are designed to improve educational outcomes for Māori. Many initiatives are specifically designed for Māori, such as those focusing on te reo Māori and Māori immersion education. In addition, many other initiatives are intended to benefit Māori students as part of broader education approaches. Such initiatives include schooling improvement projects, literacy and numeracy initiatives and professional development programmes for teachers.

<sup>1</sup> "Progress and Platforms for Māori Educational Achievement": address by Mason Durie at the second Hui Taumata Mātauranga November 2001. Available on the Ministry website [www.minedu.govt.nz](http://www.minedu.govt.nz)

The pattern for 2001/02 shows consolidation and continuation of programmes and overall direction. Initiatives introduced in 2000 have been maintained and enhanced. Key priorities have continued to focus on enhancing teacher and school capability, encouraging whānau/community involvement in education, building partnerships with iwi/Māori, and supporting kaupapa mātauranga Māori.

Overall, there are two important challenges that shape the Ministry's work. Firstly, there must be sustainable growth in Māori-medium and kaupapa Māori education initiatives in response to growing demand. Secondly, mainstream education must become more inclusive of and responsive to Māori students, who have a wide diversity of backgrounds. Some are achieving very well, while others are not.

This year's report continues to spotlight:

- Outcomes - the on-going concern to raise Māori student participation and achievement.
- Lifting the capability of all teachers to be better teachers of Māori students with a particular focus on mainstream education where the large majority of Māori students are.
- The importance of foundation skills that give people the tools they need to enter employment or tertiary study. One of the key foundation skills is literacy, but also important are numeracy, and interpersonal and communication skills.
- Developing collaborative projects such as iwi education partnerships and a closer working relationship with the Kōhanga Reo National Trust.

- Ways of engaging families and communities more in their children's education, through providing them with information and support and involving them in setting educational priorities and standards.
- Clarifying the role of education to support te reo Māori, tikanga Māori and kaupapa Māori education.

From the enormous range of policies and programmes that have a bearing on Māori education, this report has been necessarily selective in presenting an overview of activities and progress over 2001/02. The information presented here has been chosen on the basis of:

- Providing data on the situation and trends for Māori in education.
- Descriptions of initiatives that are working.
- Results that are available about the effectiveness of particular programmes.
- What we are learning about the best ways to increase Māori participation and achievement in education.

### **1.1 Improving educational outcomes for Māori**

Increasing the success of Māori in all aspects of education, from early childhood to life-long learning, remains a key priority for the Ministry. The Ministry's guidance and direction for Māori education continues to be informed by the Government's outcomes and targets for Māori education (see Appendix 1), the strategic work arising from Hui Taumata Mātauranga

and associated regional consultations with iwi and Māori throughout the country, and the growing number of partnerships between iwi and the Government that support and strengthen the role of Māori in education.

The Ministry continues to maintain its emphasis on:

- Substantially lifting Māori participation in quality early childhood education.
- Improving the capability of schools to better meet the needs of Māori students.
- Supporting Māori language teaching in schools in bilingual and immersion settings.
- Lifting Māori participation and achievement in tertiary education.
- Recruiting more Māori teachers into early childhood education and schools.
- Facilitating mentoring programmes and study support centres in the school sector.
- Facilitating new initiatives in the tertiary sector that provide better career guidance and mentoring programmes and further enhancing pathways into training or higher education for Māori.
- Significantly lifting the quality of, and supporting the growth of, kaupapa mātauranga Māori.

## 1.2 How this report is organised

This report presents information on the key areas related to the Government's outcomes and targets for Māori education. Section 2 focuses on increasing Māori participation in early childhood education. Section 3 presents statistics and discusses initiatives related to achieving better teaching for Māori students. Making smarter use of the resources available for Māori students is covered in Section 4. Supporting Kaupapa Mātauranga Māori is the theme of Section 5, while Section 6 looks at initiatives that increase the engagement of Māori parents, whānau and communities with education. Section 7 provides statistics on Māori participation and achievement in tertiary education and considers a range of initiatives to lift Māori engagement in the tertiary sector in the context of considerable sector reform. Section 8 reports on how the role and authority of Māori in education is being strengthened. The Ministry's responsiveness to Māori is the subject of Section 9.

Each section presents up-to-date data for 2001/02, along with an overview of major policies and programmes implemented to make gains in Māori education. Case studies are included to highlight specific achievements, innovations and examples of best practice. The case studies also show the use of integrated approaches to address issues in Māori education.

Further information is presented in the appendices. Appendix 1 sets out Government's outcomes and targets for Māori education. Appendix 2 lists the main Māori education events in 2001/02. Appendix 3 contains a wide range of data and tables on Māori

participation and achievement. The relevant tables are referred to in discussion in each section. Appendix 4 lists research and evaluation reports relating to Māori education. Finally, the range of policies and programmes that support Māori education are outlined in Appendix 5.

### **1.3 A general overview of Māori in education**

Where are Māori in education? Māori make up a growing proportion of students, but they make up a small proportion of teachers and members of school boards of trustees. Growth in the Māori student population has implications for the types of education parents and whānau want for their tamariki and the ways in which schools need to relate to their school communities. It also affects the way schools develop support for Māori students and organise their governance arrangements. Having Māori teachers within all areas of education is one way of responding to the needs of Māori students and to provide positive role models for those students. Having sufficient Māori involvement on school boards of trustees is one way of assisting schools to provide programmes that ensure Māori student success.

#### *Māori students*

In the early childhood sector, 45 percent of Māori children aged from 0-5 years participated in early childhood services in 2001. This is much lower than the proportion of non-Māori children (68 percent) participating in early childhood education.

Māori students comprise around 20 percent of the student population. By 2020, it is estimated that approximately 40 percent of all primary school children and 35 percent of all secondary school children will be of Māori and/or Pasifika descent. Most Māori school students are located in the Auckland region, at 239,404 but the highest proportion of Māori school students live in Gisborne, Northland, Bay of Plenty and Hawke's Bay regions. (Appendix 3 Table A: Regional Statistics 2001).

The large majority (around 85 percent) of Māori students receive their schooling in the mainstream system. Just over 14 percent of Māori students were enrolled in Māori-medium in 2001, where at least 31 percent of teaching is in te reo Māori (Appendix 3 Table B: Number of Māori and non-Māori Students Enrolled in Māori-medium Education by Level of Immersion in 2001 and 2002) 3.35 percent of Māori students attended kura kaupapa Māori.

Almost 19 percent of the Māori population aged 15 years and over participated in tertiary education in 2001, showing the strong growth in Māori participation in the tertiary sector. Māori are now participating in post-school education and training at a higher rate than non-Māori.

### *Māori teachers*

In 2001, nine percent of teachers were Māori. Just over half of all teachers have a bachelor's degree or equivalent, while just over 40 percent of Māori teachers have that level of qualification.

In 2001, 619 Māori graduated from teacher training (Appendix 3 Table C: The Number of Māori Graduating from Teacher Training, 1996-2001). This was almost double the number in 1996, but a slight drop from the numbers in 1999 and 2000. Forty four percent of the 2001 graduates were in primary English-medium, while 24 percent were in primary bilingual and 23 percent in secondary English-medium. The lowest number of graduates was in primary immersion (23 or 4 percent).

### *Māori members of school boards of trustees*

At December 2001 Māori made up almost 15 percent of the members of school boards of trustees (Table D: Māori Membership of School Boards of Trustees as at December 2001 Appendix 3). The majority (64 percent) of Māori trustees were elected, while the rest were appointed, co-opted or became trustees through other processes. Areas with the highest proportion of Māori trustees were Gisborne (46.4 percent), Northland (35.1 percent), Bay of Plenty (33.2 percent) and Hawke's Bay (25.4 percent).





## 2 INCREASING PARTICIPATION IN EARLY CHILDHOOD EDUCATION

Raising Māori participation in quality early childhood education continues to be a crucial Government outcome because quality early childhood education helps build strong foundation skills for learning. Quality early childhood education also gives parents and whānau opportunities to strengthen their parenting role, and take part in employment, training and community activities.

Government targets focus on increasing the participation of Māori 0-4 year-olds to at least 65 percent by 2006.

Key priorities for Māori early childhood education are:

- Increased participation in quality early childhood education in both English and Māori language settings.
- More qualified early childhood education teachers.

Although the Māori population is a youthful one, with a relatively high proportion of children under 5 years of age, Māori children continue to be under-represented in early childhood education, compared to the general population. Increasing Māori participation in early childhood education will continue to be a high priority for Government, as Māori children will form a larger proportion of New Zealand's birth to five-year-old age group in the next ten years.

There are Māori children who do not receive any early childhood education. This is due to a combination of factors including living in isolated areas, a lack of available and responsive services, costs of services, parenting skills and lack of knowledge about the value of early childhood education. Barriers to the provision of high quality services include a lack of suitably qualified staff, including Māori staff, and difficulties experienced by some centres in meeting the minimum quality standards for licenced and chartered status.

The last year has seen an increasing number of initiatives to address barriers to early childhood education experienced by Māori families. Such initiatives include work to overcome barriers to Māori participation, Māori teacher recruitment and training, work on enhancing the relationship with Te Kōhanga Reo National Trust and parenting programmes for Māori parents and whānau.

## 2.1 Changes to the early childhood sector

In the coming years, Government intends to play a greater role in the early childhood education sector. The first step has been made with the release of *Pathways to the Future: Ngā Huarahi Arataki* in September 2002. The document, which sets out the Government's direction for early childhood education over the next ten years, has drawn extensively on the work of the Early Childhood Education Strategic Plan Working Group. The Working Group consulted widely on early childhood education in 2000 and 2001 and submitted its report to the Minister of Education in October 2001.

The Working Group included six Māori members, and Māori were also involved in five hui (around 150 people), in focus groups and made written submissions to the Working Group.

Issues highlighted in the hui and consultations were:

- The importance of te reo Māori and tikanga Māori in early childhood education programmes.
- The need to work at the community level to increase Māori participation in early childhood education.
- The need for early childhood education services to be more responsive to Māori whānau.
- An urgent need for appropriate teacher education for Māori immersion services.
- The closure of services in rural and provincial areas is of particular significance for Māori whānau.

Reflecting the strong messages from the consultations, the Government's early childhood education strategy, *Pathways to the Future: Ngā Huarahi Arataki*, includes three specific goals relating to Māori. They are:

- to enhance the relationship between Crown and Māori
- to improve the appropriateness and effectiveness of early childhood education services to Māori
- to increase the participation of Māori children and their whānau.

The strategy will focus on working with Māori to encourage greater involvement in early childhood education. It will put in place initiatives aimed at increasing the responsiveness of teachers and services to the needs of Māori children. The strategy will also work at building stronger links between early childhood education services and whānau, hapū and iwi.

## 2.2 Māori participation in early childhood education

While there is high overall participation in early childhood education in New Zealand, only 45 percent of Māori children aged from 0-5 years participated in early childhood education in 2001, compared to 68 percent for non-Māori. Māori participation in rural areas fell more than population changes. In 2002, Māori made up 18.7 percent of enrolments, the same as in 1995. (Table E: Number of Māori Enrolled in Early Childhood Education by Type of Service, 1994-2002 Appendix 3).

The majority of Māori children in early childhood education attend kōhanga reo, education and care centres, or kindergartens. There has been a decline in numbers attending kōhanga reo since 1997, with an increase in numbers attending kindergarten, education and care centres and home-based services. Licence-exempt<sup>2</sup> playgroups led by parents have increased markedly during the last decade. These playgroups include Ngā Puna Kōhungahunga, which are based on Māori values and language. In 2001, there were 739 licence-exempt playgroups, an increase of 41 percent from 1992. Playgroups provide important early childhood education and parent support opportunities to families in communities with limited or no access to early childhood education and provide an opportunity for parents to be more directly involved in their children's early learning.

In 2002, over 34 percent of Māori children in licenced early childhood education were enrolled in Māori-medium where 81-100 percent of instruction is in te reo Māori (Appendix 3 Table F: Proportion of Māori, non-Māori and All Early Childhood Enrolments in Māori-medium Education in 2001 & 2002), a slight increase on 2001.

## 2.3 Progressing participation in quality services

In the last two years, the Promoting Participation Programme has been underway. There are positive signs of good responses to the programme (see case study 1). In addition, some iwi education partners have been

<sup>2</sup> These are community-based playgroups led by parents that are exempt from early childhood licensing regulations. The playgroups receive funding from Early Childhood Development.

focusing on early childhood education as a priority in their planning. Māori-focused special education resources for early childhood education have made particular efforts to improve support to Māori children and their whānau.

## **2.4 Improving the quality of early childhood education**

A number of early childhood initiatives commencing in the last year are expected to improve the overall quality of early childhood education services and consequently to have significant benefits for Māori children. These include professional development for early childhood teachers, increased funding support for services, and relationship development with Te Kōhanga Reo National Trust.

### *Teacher capability*

Teacher capability initiatives include the development of a teacher education course for Māori immersion early childhood teachers and improving opportunities for distance learning for potential teachers living outside of main centres.

### *Funding support for early childhood education*

Almost \$8 million has been allocated to planning and support for early childhood education services. This includes identification of gaps in the provision of services and working with communities where participation is particularly low to find solutions. A further \$5 million has been allocated for building new early childhood education centres in communities that are unable to fund their own buildings.

Equity funding for early childhood education continued to assist those early childhood services that have difficulty in meeting the costs of providing quality early childhood education. The purpose of equity funding is to reduce educational disparities between different groups, to reduce barriers to participation faced by groups under-represented in early childhood services, and to support early childhood services to raise their level of educational achievement. The funding is targeted to licenced and chartered community-based early childhood services in low socio-economic communities, in isolated areas, which are based on a language and culture other than English and which may have significant numbers of children with special education needs or from non-English speaking backgrounds. Equity funding recognises some early childhood services may face additional barriers in providing quality early childhood education because parents may have less spare money to contribute to fees or fund raising or the services may face higher costs. This funding has helped support the quality of early childhood services for Māori children, including Māori-medium services. In 2001-02, \$2.338 million was provided for equity funding.

The early childhood education subsidy was raised in Budget 2002. This meant a general increase to the hourly rates for all licenced and chartered early childhood education services, and also increased funding for licence-exempt services funded through Early Childhood Development and Te Kōhanga Reo National Trust.

### *The Crown's relationship with Te Kōhanga Reo National Trust*

Following the review of the relationship between the Crown and Te Kōhanga Reo National Trust, the Joint Working Group recommended a tripartite relationship agreement involving the Trust, the Ministry of Education and Te Puni Kōkiri. The agreement is intended to enhance a mutually beneficial relationship that ensures the delivery of quality outcomes for whānau and mokopuna in kōhanga reo. A Heads of Agreement has been drafted that outlines the outcomes, strategies, principles and values shared across the three organisations. The Agreement will be underpinned by a more detailed operational agreement.

## **2.5 Parent support and development programmes**

Over the last decade parenting programmes have expanded. In recent years these programmes have increasingly focused on responsiveness, in particular to Māori and Pasifika families.

The largest government-funded parenting programmes involving New Zealand families are Parents as First Teachers (PAFT) and Family Start, both managed and co-managed respectively by Early Childhood Development (ECD). The two programmes involve large proportions of Māori families. Another recent trend is the development of partnership approaches with Māori and Pasifika communities to engage families in successful early learning experiences.

Programmes that have a significant emphasis on supporting Māori parents include:

- *Awhina Matua* supports Māori and Pasifika families with children under five through encouraging them into early childhood education. At 30 June 2002, 325 (almost 40 percent) of the 821 families registered with Awhina Matua were Māori families. All those were families new to the programme. One of the roles of Awhina Matua is to introduce families to Ngā Puna Kōhungahunga<sup>3</sup> (Māori playgroups) in areas that have lost kōhanga reo. At 30 June 2002, 70 Puna had received support from ECD. Forty four of those were new Puna.
- *Parents as First Teachers (PAFT)* is focused on children from 0-3 years. The programme offers support and guidance to parents in their role as their children's first teachers through a structured learning programme that focuses on child development. Ahuru Mōwai is the Māori dimension of the Born to Learn curriculum for PAFT and Family Start. At 30 June 2002 there were 7,470 families participating in PAFT. By June 2002, eight new providers had been contracted to deliver PAFT, including six Māori organisations. Interim findings from an ECD evaluation of families involved in PAFT point to a strong demand for the programme from families and a very high level of satisfaction with the service.

<sup>3</sup> Ngā Puna Kōhungahunga provide support for Māori families who are not involved in early childhood education services. The groups are based on Māori values and te reo. They are one of the types of playgroups exempt from early childhood licensing regulations.

- *Family Start* is a programme jointly sponsored by the Ministers of Education, Health and Social Services and Employment. Operating at 16 sites, the programme involves intensive home-based support for families whose social and employment circumstances may put at risk good outcomes for their children.

### *Provider development*

ECD runs professional development and support programmes for early childhood providers that are focused on promoting early childhood participation of Māori families. These include:

- Atawhaingia Te Pa Harakeke (Nurture the Family) is a training and support programme for iwi and Māori providers to support their understanding and application of child and parenting support for whānau.
- A professional development programme that provides techniques and approaches for early childhood centres to assist them in delivering to a predominantly Māori population, Pasifika peoples, or a mainstream population.



### **CASE STUDY 1: Promoting the participation of Māori in early childhood education**

The Promoting Participation Programme, which started in 2000/01, is aimed at improving the participation rates of Māori and Pasifika children in early childhood education. The initiative seeks community-based solutions to overcoming barriers to participation. Those barriers might be the costs of transport to early childhood services, or parents not understanding the benefits that early childhood education can bring. Organisations with expertise in early childhood education have been working in communities in the Northland, Auckland, Waikato, Wellington and Canterbury regions to help get more children into early childhood education.

Since June 2001, over 37 organisations have been contracted to work with Māori communities to develop local solutions that are tailor-made to the particular needs and circumstances of families and whānau. The organisations include iwi authorities, social service organisations, schools, after-school care centres, kindergartens, kōhanga reo and health organisations. In engaging with Māori communities, many of the contractors have found it most effective to work with families and whānau one-to-one. In that way barriers and issues can be discussed in comfort and with confidentiality. In addition, many contractors have organised hui and undertaken networking with other contractors and agencies to share information.



There are exciting developments in Northland where a number of early childhood education groups have got underway. One iwi, rural-based group in an area currently lacking any Māori immersion early childhood education has highlighted the establishment of an early childhood education centre as a goal in its iwi education plan. The project will include the development of a learning community from early childhood, through kura, to wānanga on the papakainga. Already 58 Māori children who are not participating in early childhood education have been identified.

Another Northland group has gained the support of the school principal and board of trustees and is beginning to negotiate the building of an early childhood facility on the school site. In the meantime two licence-exempt playgroups are run for the children, with three native speakers of Māori assisting. There is high interest among the whānau to establish a community-based Māori immersion centre.

At Palmerston North, one organisation has successfully used radio to spread messages about early childhood education to families and whānau within the region. The organisation has also shared and discussed strategies and information with other Māori early childhood education providers.

## **CASE STUDY 2: Whānau Toko i te Ora**

Whānau Toko i te Ora is a parenting programme for Māori whānau delivered by Te Rōpu Wahine Māori Toko i te Ora: Māori Women's Welfare League. The programme is for whānau with medium to high needs. Home visiting, a whānau learning programme and group support are the key elements of the programme. Services are child-centred and whānau-focused, using a holistic approach that integrates Māori tikanga into all aspects of child development, with an emphasis on the first five years. The programme has been running for over two years, with funding of over \$2.8 million. A further \$1 million has been contracted for 2002/2003.

The main objectives of Whānau Toko i te Ora are to promote and improve:

- positive parenting skills
- confident family functioning, relationships and mental outlook
- learning and development opportunities for children.

The programme started in three trial sites at the end of 1999, in Tairāwhiti, Ikaroa and Tamaki Makaurau. The programme was then expanded to Aotea, Taitokerau and Te Waipounamu.

Through local Kaitiaki (managers) and Kaiawhina (support staff), the programme offers individualised support. Whānau are supported to achieve their goals as described in their own whānau plan. The programme offers role models of positive parenting behaviour and provides group support to whānau who do not have

whānau living nearby. Group support has been provided through the establishment of 108 whānau support groups. Over 100 homes have been visited too. Whānau Toko i te Ora also offers appropriate cultural whānau learning sessions based on the needs of the whānau.

A wide range of information and skills development are provided in the Whānau Learning Programme. Sessions are held on literacy, house care, cooking and hygiene, financial management, child development, resource production, Māori values and concepts in child development and Māori cultural topics. One hundred learning programmes have been established, involving 170 participants.

Other community services are involved as required. Whānau Toko i te Ora links whānau with suitable early childhood education services and with appropriate health and social services. The programme also advocates on behalf of whānau.

Whānau Toko i te Ora was evaluated in 2001<sup>4</sup>. The evaluation included in-depth discussions with 24 whānau from throughout the six programme areas. The main findings were:

- Some improvement, particularly in child health, was evident over the period of the evaluation because of the efforts of kaiawhina in linking whānau with appropriate health services. However, half the adults still had health concerns.
- Two-thirds of the whānau had improved their housing and transport circumstances.

- Whānau Toko i te Ora introduced sound budgeting practices. Almost all whānau recorded measurable improvements in financial management over the period surveyed.
- Acquiring skills and training was an area of consistent improvement for everyone through their participation in the Whānau Learning Programme.
- Parental and sibling interactions became more positive during the evaluation, with a reduction in emotional stress, discord, and inappropriate methods of behaviour control and discipline. Marked increases were recorded in parenting skills and confidence.
- Improvements in all areas of child development - cognitive, emotional and social - were recorded.
- During the programme most whānau began to identify more strongly with their Māori heritage, learning te reo and using it more often.

The evaluation concluded that Whānau Toko i te Ora works because it has five specific features. Firstly, it is broadly-based, focusing on goals established with each whānau. Secondly, Whānau Toko i te Ora works incrementally, opening the way for gradual, self-motivated change. Thirdly, those in major need are targeted. Fourthly, Whānau Toko i te Ora is flexible in the delivery of resources as and where needed. Finally, the commitment of kaiawhina is strongly evident. They are regarded not only as support people, but as counsellors and role models.

<sup>4</sup> Livingstone 2002 *Whānau Toko i te Ora A Parenting Skills Programme Delivered by Te Rōpu Wahine Māori Toko i te Ora Māori Women's Welfare League Evaluation Report* Research Division, Ministry of Education, Wellington.





## 3 BETTER TEACHING

The Ministry continues its strong focus on raising the overall quality of education provision for Māori, with specific emphasis on raising the quality of teaching. There is much international evidence, and growing New Zealand evidence, to show that effective teaching is crucial to raising student performance.

Comparative research, such as the Programme for International Student Assessment (PISA) study discussed in 3.3 below, shows that there is considerable variation in educational outcomes for Māori students, not only between schools, but also within schools. Furthermore, Māori boys consistently fare less well than Māori girls, in both participation and achievement.

The Education Review Office's (ERO) study on mainstream schools' responsiveness to Māori students shows that schools vary markedly in the quality of their provision of education for Māori students. Many schools lack policies to deal with key areas of Māori education. The review found that only 29 percent of the schools reviewed had high quality assessment systems to analyse and report on Māori students' achievement across the curriculum.<sup>5</sup>

<sup>5</sup> Education Review Office 2002 *Māori Students: Schools Making a Difference*, Wellington, Education Review Office.

To support the development of professional capability and to raise Māori student achievement, the following approaches have been foremost for the Ministry:

- attention to increasing the supply of Māori teachers and addressing Māori teacher workloads
- emphasis on Māori students gaining strong learning foundations through acquiring good literacy and numeracy skills
- providing support to teachers and schools to deliver the curriculum
- strengthening assessment and reporting
- development of the quality of principals' leadership.

Underpinning the work on improving teaching practices has been increased attention to the development and application of assessment tools and processes that track Māori student achievement. More achievement data, including some that enables international comparisons to be made, is being collected. This section reports on new information from the National Education Monitoring Project (NEMP) and the Programme for International Student Assessment (PISA). Although New Zealand performs extremely well on a range of education measures, nevertheless some Māori do not perform as well as their non-Māori counterparts. The Ministry has increased its expectations that schools meet the needs of a diverse range of students.

### 3.1 Māori participation and achievement

The Ministry collects a wide range of data on participation and achievement in the school sector that enables comparisons to be made between Māori and non-Māori, and between girls and boys. Such data points out where change needs to occur to increase Māori participation and achievement in education.

Key highlights in participation and achievement in the school sector are:

- Fewer Māori than non-Māori students are staying at school at ages 16-18.
- Māori suspension and stand-down rates have dropped slightly, but are still higher than non-Māori rates. Māori boys have the highest rates.
- Māori tend to leave school with lower qualifications than non-Māori, although Māori girls do better than Māori boys.
- Compared to the previous NEMP assessment in 1997, the 2001 assessment shows some improvements for Māori students in social studies and information skills.
- In the PISA study, in relation to reading literacy, Māori girls performed as well as the international average for all students from OECD countries.

### *Participation*

Government outcomes and targets for Māori education are concerned to improve retention rates in schools, with particular attention to:

- reducing the rate of Māori suspensions to the same as non-Māori by 2016
- reaching parity in the ratio of Māori to non-Māori 16-18 year-olds in education by 2021.

2002 figures for Māori students staying at school at age 16 show a very slight increase from 2001 figures, and they remain lower than for non-Māori (Appendix 3 Table G: Estimated Proportion of Students Staying on Beyond Compulsory Leaving Age by Ethnicity and Gender, 1987 and 1993-200). In 2002, 65.2 percent of Māori girls aged 16 stayed at school, compared to less than 58 percent of Māori boys. In comparison, 87.8 percent of non-Māori girls and 80.8 percent of non-Māori boys stayed at school at age 16. At age 18, 8.8 percent of Māori girls and 8.9 percent of Māori boys stayed at school, compared to 13.9 percent of non-Māori girls and 14.3 percent of non-Māori boys.

The average stay at secondary school for Māori boys leaving in 2001 was 4.1 years and for Māori girls it was 4.2 years. In comparison, non-Māori girls stayed at secondary school for an average of 4.6 years and non-Māori boys for an average of 4.4 years (Appendix 3 Table H: Proportion of School Leavers by Highest Qualification, Gender, and Ethnicity 2001).

Māori suspension<sup>6</sup> rates have dropped slightly from 2000 to 2001, from 16.7 per 1,000 students, to 15.4 per 1,000. However, the Māori rate remains higher than that of non-Māori. In 2001, Māori comprised 47 percent of all suspensions, whereas they made up 21 percent of the school population. The suspension rate for Māori boys was 20.7 per 1,000 students, and for Māori girls it was 9.8 per 1,000. In contrast, the suspension rate for non-Māori boys was 6.9 per 1,000 students, and for non-Māori girls it was 2.3 per 1,000 (Appendix 3 Table I: Suspensions and Stand-downs). Māori were also over-represented in stand-downs compared with the proportion of Māori in the school population. In 2001, Māori comprised 40 percent of all stand-downs.

### *Achievement*

Government outcomes and targets for Māori education are concerned to improve Māori achievement in schools with particular attention to:

- increasing the achievement rates of Māori students in senior secondary qualifications by 12 percent by 2010, and.
- at least matching the achievement rates of non-Māori students by 2020.

In 2001, 59 percent of Māori students aged between 15 and 19 years sat School Certificate, Sixth Form Certificate or University Bursary examinations. This was less than the 75.9 percent of non-Māori students who sat those examinations (Appendix 3 Table J: Participation of Domestic School Students in Senior School Examinations by Ethnicity and Age 2001).

<sup>6</sup> Suspension is the formal removal of a student from school until the board of trustees decides the outcome at a suspension meeting. Stand-down is the formal removal of a student from school for a specified period. Up-to-date suspensions and stand-down data are available on the Ministry of Education website [www.minedu.govt.nz](http://www.minedu.govt.nz)

Looking at grades awarded, Māori performed at a similar level to 2000. Just over 62 percent of Māori girls and 55 percent of Māori boys sitting Bursary/Scholarship gained S, A, B or C grades in 2001. In comparison, 78.5 percent of non-Māori girls and 75.4 percent of non-Māori boys sitting Bursary/Scholarship were awarded S, A, B or C grades. For School Certificate in 2001, 41.8 percent of Māori girls and 36.8 percent of Māori boys achieved A, B or C grades. In the same examination 68.2 percent of non-Māori girls and 63.3 percent of non-Māori boys were awarded A, B or C grades (Appendix 3 Table K: Grades Awarded in School Qualification Papers by Gender and Ethnic Group 2001).

Māori tend to leave school with lower qualifications than non-Māori, although Māori girls do better than Māori boys. In 2001, 4,868 Māori male students and 4,820 Māori female students left school (Appendix 3 Table H). Just over 44 percent of Māori girls left with Sixth Form Certificate or higher, compared to around 37 percent of Māori boys. In contrast, over 73 percent of non-Māori girls and over 64 percent of non-Māori boys left with Sixth Form Certificate or higher.

The proportion of Māori students leaving with no qualifications has dropped slightly from 1999. Māori boys were most likely to leave with no formal qualifications - at 37 percent, compared to 29.9 percent of Māori girls, 15.5 percent of non-Māori boys and 11 percent of non-Māori girls.

### **3.2 National Education Monitoring Project (NEMP): student achievement**

Government outcomes and targets for Māori education are concerned to improve Māori achievement in NEMP<sup>7</sup>, with particular attention to:

- increasing achievement rates of year 4 Māori students in the mainstream to at least match the achievement rates of non-Māori by 2010.
- increasing achievement rates of year 8 Māori students in the mainstream to at least match the achievement rates of non-Māori by 2015.

The NEMP started to assess and report on the achievement of year 4 and year 8 primary school children across all areas of the curriculum in 1993. Year 4 was chosen because it is half way through primary education, and year 8 because it is at the end of primary education. The main goal of monitoring students' performance at a national level is to provide detailed information on patterns and trends in educational performance, so that changes can be made to educational practices and resources where required.

Every year samples of year 4 and year 8 students are selected throughout the country for assessment. In 2001, three areas were assessed: mathematics, social studies and information skills. Because these areas were also assessed in 1997, comparison can be made between the two time periods.

<sup>7</sup> For more information refer to *National Educational Monitoring Reports 21, 22 and 23*.

### *Mathematics*

Five curriculum strands in mathematics were assessed: number, measurement, geometry, algebra and statistics. Non-Māori students performed better than Māori students on 75 percent of the year 4 tasks and on 66 percent of the year 8 tasks. Results for 1997 were similar.

### *Social studies*

Five curriculum strands in social studies were assessed: social organisation, culture and heritage, place and environment, time, continuity and change, and resources and economic activities. Māori and non-Māori students performed differently on 36 percent of year 4 tasks in both 1997 and 2001, and in all cases except one, non-Māori students scored higher than Māori students. At year 8 in 2001, non-Māori students performed better than Māori students on 51 percent of tasks. For Māori students this was a substantial improvement on 1997, when non-Māori students performed better than Māori students on 68 percent of tasks.

### *Information skills*

The assessment of information skills focused on how well students clarify information needs, find and gather information, and analyse and use information. There were differences in the performance of Māori and non-Māori children, with non-Māori students performing better than Māori students on 31 percent of the year 4 tasks, and on 56 percent of the year 8 tasks. Compared to the previous assessment in 1997, Māori performance has improved for year 4 students. In 1997, the year 4

students showed differences in performance between Māori and non-Māori on 55 percent of tasks. But in 2001, there were differences between year 4 Māori and non-Māori students on only 31 percent of tasks.

## **3.3 The Programme for International Student Assessment (PISA)**

New Zealand was one of 32 countries taking part in the Programme for International Student Assessment (PISA) conducted in 2000<sup>8</sup>. The assessment focuses on how well young adults are preparing to meet the challenges of the knowledge society, and looks at reading literacy, maths literacy and science literacy. By providing high quality information, PISA helps New Zealand monitor the outcomes of its education system.

The assessment was based on 3,667 15-year-old students, mostly in their third year of secondary schooling. Eighteen percent of the sample identified themselves as Māori. The sample had approximately the same proportion of girls and boys for all ethnic groups (Pakeha, Māori, Asian and Pasifika).

The results show that New Zealand consistently ranks high in terms of average student performance - 3rd in reading and mathematical literacy, and 6th in scientific literacy. However, the results also show that there is a broad spread of performance among New Zealand students, both within and between schools. Each school, regardless of its decile needs to focus on achievement, as it may have students across the full range of competency in literacy.

<sup>8</sup> F. Sturrock and S. May 2002 *PISA 2000: The New Zealand Context The reading, mathematical and scientific literacy of 15-year-olds* Research Division, Ministry of Education, Wellington.

<sup>9</sup> Reading literacy is defined as "the ability to understand, use and reflect on written texts in order to achieve one's goals, to develop one's knowledge and potential, and to participate effectively in society." (p.24 *PISA 2000: The New Zealand Context*.)

### *Reading literacy*

New Zealand has one of the highest proportions of students at the top proficiency level for reading literacy<sup>9</sup>. New Zealand's mean achievement was ranked third out of the 32 countries. Specifically in relation to Māori students:

- On average Pakeha students performed better than all other ethnic groups, including Māori. Māori students generally scored higher than Pasifika students.
- Māori girls performed better than Māori boys. For each ethnic group, girls performed better than boys. However, boys on average still performed significantly above the international mean.
- In general Māori girls had better mean scores than Asian boys, Māori boys and Pasifika girls and boys.
- Māori girls performed as well as the international average for all students from OECD countries.

The findings on reading literacy showed diversity within each sub-group. For Māori this means large proportions of students achieve well, but there are also large proportions who do not fare so well.

### *Mathematical and scientific literacy*

For mathematical<sup>10</sup> and scientific literacy<sup>11</sup>, the assessment showed that on average, New Zealand students were in the top group of countries. New Zealand was third for mathematical literacy and sixth for scientific literacy.

<sup>10</sup> *Mathematical literacy is defined as "the capacity to identify, understand and engage in mathematics, and to make well-founded judgements about the role that mathematics plays in an individual's current and future private life, occupation life, social life with peers and relatives, and life as a constructive, concerned and reflective citizen". (p.50 PISA 2000: The New Zealand Context).*

Specifically in relation to Māori students:

- Pakeha and Asian students gained higher mean scores on average in mathematical literacy than Māori students.
- There was no statistically significant difference between the mean scores for scientific literacy for Māori and Pasifika students. Pakeha and Asian students did better on average than Māori students.
- There were no significant differences in mathematical and scientific literacy between Māori boys and girls.

### *General learning outcomes*

PISA looked at some general learning outcomes to do with engagement with school, attitudes to reading and mathematical literacy, approaches to learning, students' beliefs in their own ability and the use of computers as a learning tool.

Specifically in relation to Māori students:

- Of all ethnic groups, Māori students reported the greatest engagement with school (indicating a sense of belonging). However, this was not reflected in performance in reading.
- Māori students were the least engaged with reading of all ethnic groups.
- Māori students did not report a strong interest in mathematics.
- Māori students reported the least frequent use of studying strategies such as control strategies and memorisation, of all ethnic groups.

<sup>11</sup> *Scientific literacy is defined as "the capacity to use scientific knowledge to identify questions and to draw evidence-based conclusions in order to understand and help make decisions about the natural world and the changes made to it through human activity." (p.59 PISA 2000: The New Zealand Context.)*



- Māori students were more likely than Asian and Pakeha students to use co-operative learning styles or strategies.
- Māori students reported the least amount of homework time of all ethnic groups.
- Students in each of the ethnic groups were, on average, comfortable and able with computers, although Pakeha and Asian students scored higher than Māori and Pasifika students.

### *The school environment*

PISA provided information on the school environment as this may affect students' learning.

Specifically in relation to Māori students:

- Māori and Pasifika students were more likely to report that classroom disruptions hindered learning than were Asian and Pakeha students.
- Māori students perceived their teachers to give students a high level of support.
- Māori students reported weakest student-teacher relationships. The report points out that students might acknowledge a teacher's support without establishing a positive relationship with teachers.

## **3.4 Supporting schools and teachers to improve Māori achievement**

2001 has seen a continuing emphasis on:

- Teachers' professional development, as it is teachers who are the single most important factor in raising the achievement of students. Initiatives reported on here include Te Kauhua, a new professional development pilot, 'Picking up the Pace', a programme for linking early childhood and primary education in low decile areas, principal leadership initiatives and an audit of the quality of teacher training. Case study 3 looks at two projects involving teachers' professional development that are designed to assist Māori and Pasifika students make progress in numeracy. Case study 7 in Section 5 features Te Poutama Tau that focuses on the teaching and learning of Pāngarau in Māori-medium settings.
- In keeping with the increasing emphasis on the need for evidence-based policy, and strengthening the Ministry's focus on outcomes, the Ministry worked on a project to synthesis evidence of what works in quality teaching.
- Increasing the recruitment and retention of Māori teachers. Initiatives covered in this section include TeachNZ scholarships. Professional support for Māori-medium teachers is included in Section 5.
- Schooling improvement initiatives that are designed to help schools improve students' achievement, school performance and their relationships with communities.
- In addition, the New Zealand Teachers Council was launched at Pipitea Marae in February 2002. Its role is to provide professional leadership, actively encourage best practice and oversee ethics.

The Council has responsibility for developing a code of ethics, registering teachers and disciplining members of the profession. The Council arose out of the requirements of the Education Amendment Bill (No. 2) for teacher registration. In particular, the Bill removed the exemption of kura kaupapa Māori teachers from registration. There is strong representation of Māori on the Council which means that Māori will directly influence the future development of the teaching profession.

### 3.5 Te Kauhua

Te Kauhua is a pilot professional development programme for teachers of Māori students in mainstream schools. Raising the achievement of Māori students in mainstream settings is a significant priority of Government, particularly given that over 85 percent of Māori students are currently in the mainstream or general school system rather than in kura kaupapa or other Māori-medium settings.

Te Kauhua - a metaphor for supporting each other on a waka - is a two-year professional development pilot intended to trial new approaches to professional development in school contexts. Te Kauhua provides an opportunity for schools to develop their own professional development approaches and strategies to increase teacher effectiveness and enable high quality outcomes for Māori students in mainstream settings. The underlying principles include the need for teachers to have a safe process for reflecting on what is happening in their classrooms for their Māori students, and to provide opportunities to develop effective pedagogy, trial new approaches, and shift teaching practices.

Ten clusters of schools are involved in Te Kauhua nation wide - 7 secondary and 11 Primary schools. Schools range from Waitakere in Auckland to Greymouth in the south.

An evaluation and research project runs parallel to the pilot. One of the key aims of the evaluation is to examine the various models of professional development and identify to what extent the models are effective in shifting teacher practice and raising Māori student achievement. Key findings from the interim report of progress over 2001 include:

- Significant shifts in teacher attitudes with over 91 percent of participating teachers believing it is possible to raise Māori student achievement. This indicates an increase in teacher self-efficacy that is critical to improving teacher practice.
- Contextual factors unique to each cluster influence the shaping of professional development models and strategies in each site. No two clusters are alike. There is a range of models, elements and strategies employed in the various clusters.
- Changing 'hearts and minds' takes time and effort from all involved. Strong relationships are critical. There is evidence of stronger collegiality across staff, the emergence of discussions around teaching and learning for diverse students, and enhanced home/school relationships.
- All clusters are making progress in improving mainstream school experiences for Māori students.

At the beginning of 2002 there was an increased emphasis on establishing a vision of success and models of achievement and a vision of effective classrooms. Various initiatives and strategies were employed across the clusters and these will be reported on in more detail in early 2003.

There has been an increased emphasis on embedding interventions and professional development models now that strong relationships and collaborative communities of support within schools are growing. There has also been a focus on gathering rich data that will identify shifts for schools, teachers and students.

### **3.6 'Picking up the Pace': new entrants' literacy in low decile schools**

The final report on the Early Childhood Primary Links Project in 12 Otara and Mangere schools<sup>12</sup> (where up to 90 percent of students are Māori and Pasifika) has shown that levels of literacy achievement in low decile schools can be raised. The focus of the project has been on children who need effective instruction to speed up their level of progress in reading and writing. If they do not 'pick up the pace' they are at-risk of being left behind their peers, not just in literacy, but in overall achievement at school. This research shows that the gap between children in low decile schools and others is neither inevitable nor unbridgeable. This means that through high expectations and specially tailored programmes in the classroom, low decile schools can raise literacy achievement.

The Project provided a concentrated programme of training and professional development for 73 teachers on literacy instruction. The Project also aimed to increase teachers' expectations of their children's development. The teachers tracked the progress of 415 five and six-year-old children on a range of literacy and language measures. The findings showed that the Project has:

- accelerated the progress of children over the first 6 months of school, despite low scores in the language and literacy measures when they started school
- lowered the risk of children not achieving expected literacy levels at six years of age.

### **3.7 Principal leadership initiatives**

The Principal Leadership and Management Development initiative acknowledges that taking on a principal's job is an enormous professional challenge, and is based on the premise that if principals are better prepared, they will be better able to develop successful schools and support effective learning. Supports provided to principals include laptop computers, and the leadspace portal and online network. The initiative focuses particularly on the needs of newer principals, principals in remote and rural areas, and principals in kura kaupapa.

### **3.8 The quality of teacher training for teaching Māori students**

The quality and effectiveness of the teacher has been identified as a critical factor in determining how well children do at school. A number of reports, including

<sup>12</sup> This research is part of the Ministry of Education's schooling improvement project *Strengthening Education in Mangere and Otara (SEMO)*. Findings are reported in G. Phillips, S. McNaughton and S. MacDonald 2002 *Picking up the Pace - Effective literacy interventions for accelerated progress over the transition into decile 1 schools* Ministry of Education, Wellington.

<sup>13</sup> Education Review Office 1999

the Education Review Office's report on pre-service teacher training<sup>13</sup>, have pointed out that many beginning teachers are ill-prepared to deal with children whose backgrounds are different from their own. This raises doubts about the ability of teachers, who are predominantly non-Māori, to provide for the needs of Māori students and to effectively engage and teach them.

In 2001, Te Puni Kōkiri published an audit of the quality of teacher training in New Zealand for mainstream teachers. The audit sought information and views from 10 teacher training providers that include almost 80 percent of pre-service teacher trainees. Two of the institutions are Māori providers - Te Wānanga o Awanuiarangi and Te Rangakura. The audit team also interviewed 180 trainees and 18 recent graduates (year one and two teachers) to find out how well they considered their training equipped them to teach Māori students effectively. In addition, the audit involved a small group of Māori principals and deputies, a sample group of 10 schools with high Māori student populations, and 40 Māori parents.

The audit concluded that some teacher education providers need to do a better job in bridging the cultural and experiential gap between those entering teacher training and the Māori students they teach. In particular:

- Most teacher education institutions have yet to develop adequate training programmes for teachers who will teach Māori students.
- Some teacher education institutions do not appear to offer good exemplars of working with Māori students, nor to develop effective relationships with Māori communities.

- Many beginning teachers appear not to have sufficient practical skills and background knowledge to feel comfortable about working with Māori students.
- Few teacher education institutions appear to have taken account of the present or future shape of the school population, where Māori children will comprise an increasing proportion of the school population.
- There are too few controls to ensure the quality of teacher education.

### **3.9 Best evidence synthesis of research on quality teaching for diverse students**

What is quality teaching? What teaching practices result in high achievement for students? What works to reduce disparities among diverse groups of students? These are very important questions for Māori student achievement that the Ministry is tackling through the best evidence synthesis project. This work brings together a wide range of New Zealand and international research on the factors of quality teaching that influence student participation and achievement.

Information from the project is already contributing to the development of evidence-based policy. The Ministry is also considering the most effective ways of conveying and discussing the findings with teachers so that they can pick up and build on best evidence in their classroom practice.



There are key links between teaching, learning processes and student outcomes. The best evidence work has identified that the most important factor affecting student achievement is the teacher:

- What happens in classrooms through quality teaching and the quality of the learning environment explains up to 55 percent of the variance in student performance. These classroom factors are by far the most influential on students, more so than school effects.
- By international standards, there is very high variation in achievement from classroom to classroom within some schools in this country. The PISA evidence showed New Zealand to have the highest variance within schools of any of the 32 countries surveyed.

With regard to Māori students, the evidence over at least two decades is that too many mainstream teachers hold inappropriately low expectations for, make inappropriate assessments of, and/or provide lower levels of praise for Māori students in English-medium classrooms. Furthermore, there is accumulating evidence that the learning styles approach is not meeting the needs of different groups of learners. There is a danger of inappropriate stereotyping of some cultural or ethnic groups of students as only learning in one way (eg. as kinaesthetic learners), which narrows their learning opportunities and deprives them of a broad range of learning mechanisms.

Such evidence leads to a shift in thinking about what are the key levers to influence quality teaching. For example, policy has tended to focus on the whole school, in areas such as governance, relationships with parents, teachers' professional development and developing quality assessment processes. While all these are crucial, so too is what happens in the classroom - the type of peer relations that are fostered between students, the type of learning environment that is created and the range of teaching practices used.

The best evidence points to the importance of acknowledging diversity, not only between different types of schools, between ethnic groups, between girls and boys, and between students with different learning needs, but also within schools. The work so far summarises quality teaching as involving:

- A focus on student achievement (including social outcomes) and assisting all students to reach high standards of achievement.
- Being responsive to student learning processes.
- Aligning educational goals, curriculum content, resources, task design and assessment.
- Practices that promote learning, student self-regulation and thoughtful discourse.
- Practices that 'scaffold' learning and provide feedback to students.
- Providing effective and sufficient opportunities to learn.

- Learning groups that operate as effective, cohesive, caring and inclusive 'learning communities' where diversity is appreciated and there are opportunities for collaborative learning.
- Effective links between the culture and context of the school and of the student's home and community.
- Home/school partnership practices focused on student learning.

### **3.10 Increasing the supply of Māori teachers**

Various initiatives in 2001 were aimed at assisting schools that experience difficulties in recruiting teachers. These included Priority Staffing Status (PSS) which is granted to schools that have serious staffing difficulties. Many of these schools are low decile schools and in areas with high Māori student populations. They include schools in Wairoa, Gisborne, Tokoroa and Northland.

Some schools have implemented their own innovative ways of attracting Māori staff through the use of Māori media. Another example is Te Wharekura o Rākaumangamanga, which encourages its students and local Māori people to become teachers and supports them through teacher training with mentoring and work experience at the school (see case study 4).

#### *TeachNZ scholarships*

TeachNZ scholarships of \$10,000 provide support for people wishing to become teachers. They are available for teaching from early childhood to secondary. Several

of the scholarship categories are focused on encouraging Māori to become teachers. The scholarships also help improve the quality of Māori immersion education.

In 2001, 128 Māori TeachNZ primary and secondary teaching scholarships were taken up<sup>14</sup>. Twenty three Māori-medium trainees received scholarships. No te reo Māori language specialty scholarships were offered, as they were replaced with the Secondary Subject Trainee Allowance, where te reo Māori is one of the targeted secondary subjects.

Sixty five early childhood teaching scholarships are available for Māori intending to enrol in a Diploma of Teaching (Early Childhood Education) or the Bachelor of Education (Teaching) (Early Childhood Education), or equivalent. In 2001, 35 Māori early childhood teaching scholarships were taken up.

### **3.11 Schooling improvement**

There are almost 30 schooling improvement initiatives throughout the country. Many of the schooling improvement initiatives involve schools with a high proportion of Māori students. The initiatives work to help schools raise student achievement and school performance, and assist with the development of relations between schools and communities. A number of the initiatives are concerned with strengthening education in local areas, including the retention of secondary students in local schools.

<sup>14</sup> The numbers of scholarships taken up is based on the numbers receiving first scholarship instalments.

Some examples of initiatives in 2001/2002 are: Achievement@Waitakere, involving 12 secondary schools was launched in August 2001. It concentrates on promoting excellence in years 9-11, through supporting improved performance for Māori and Pasifika students and retaining local secondary school-aged students.

The Tamaki Achievement Pathway project is a partnership between a cluster of schools and the Ministry of Education. A project co-ordinator was appointed to further the project's aims for strengthening school performance, implementing initiatives to increase student achievement and participation, increase retention of senior students and increase the percentage of local students completing their schooling within the area.

Funding was approved for a literacy initiative in 16 Waikato schools around Huntly and Ngāruawahia. The steering group for the initiative includes Tainui representatives.

PEEK was established in Kawerau in response to growing concerns about the number of students leaving Kawerau for their education. The aim of the initiative is to build a sustainable, collaborative and enthusiastic community approach to all levels of education in Kawerau. A numeracy initiative got underway in Term 2, 2002.

The Wairoa West project involves administrative support to six small, isolated rural schools each with a teaching principal, to enable the principals to focus on curriculum delivery. A School's Director has been appointed for one year.

At Flaxmere, five schools participate in an initiative focusing on strengthening links between home and school. There are five home/school liaison people, an after-school programme and a computers in homes programme. The initiative is currently being evaluated.

At Patea a project to help the community create a better learning environment is based on a partnership between the Ministry of Education, Te Puni Kōkiri, other government departments, schools, businesses, the Māori community, groups representing youth, and the local district council. The first stage of the initiative is to identify what the community needs and how those needs can best be met.



### CASE STUDY 3: Māori students make gains in their maths

The Early Numeracy Project (ENP) and the Advanced Numeracy Project (ANP) are part of the Ministry's Numeracy Development Project<sup>15</sup>. The Numeracy Development Project is about teachers' professional development. It concentrates on improving the knowledge, skills and confidence of teachers in numeracy, and improving students' performance. The projects are especially focused on assisting Māori and Pasifika students to make progress in numeracy.

The ENP focuses on students in the first three years of school and involves around 40 facilitators, 450 schools, 2000 teachers and 40,000 students. In 2001, the impact of the ENP on teachers and students was evaluated<sup>16</sup>. Data was gathered on approximately 15,000 students. The key findings were:

- Students made significant progress in The Number Framework. This included girls and boys, and students of all ethnic backgrounds.
- Students who started at lower stages of the framework made greater gains - this was noted for Māori students.



- Although all students made gains, there were large proportions of students in high decile schools and students of Asian or NZ European descent at the higher stages of The Number Framework.
- Teachers were more confident and enthusiastic about teaching maths. They reported increased knowledge about maths and changed their classroom programmes to increase the focus on students' development of number knowledge.

Similar gains were noted in an evaluation of the ANP, which involved teachers and students in years 4 to 6<sup>17</sup>. Data collected on approximately 10,000 students showed that most had become more sophisticated in their mathematical thinking as a result of taking part in the ANP. Six aspects of number were assessed, and there were clear gains for all students, both girls and boys, and for students of all ethnic backgrounds. However, average gains were greater for Asian and NZ European students than for Māori and Pasifika students.

<sup>15</sup> *The Numeracy Development Project is part of the wider Ministry literacy and numeracy strategy that was reported in Ngā Haeata Mātauranga Annual Report on Māori Education 2000/2001.*

<sup>16</sup> *G. Thomas and J. Ward 2002 An Evaluation of the Early Numeracy Project 2001 Ministry of Education, Wellington*

<sup>17</sup> *J. Higgins 2002 An Evaluation of the Advanced Numeracy Project 2001 Ministry of Education, Wellington.*

## CASE STUDY 4: Te Wharekura o Rākaumangamanga

The story of Te Wharekura o Rākaumangamanga is a story of perseverance and success that highlights the high educational goals that can be achieved by a low decile school. Overall, in student participation and achievement, Rākaumangamanga is setting an impressive standard.

The largest kura in New Zealand, Rākaumangamanga teaches all subjects in te reo Māori, except English. In the early 1980s the school started its quest to educate the Rākaumanga children in a programme reaffirming their identity as Māori. Initially providing bi-lingual education, they sought out teachers fluent in te reo Māori and commenced the first immersion class in 1987. In 1993 the school started a third form class as an outpost of Huntly College, and eventually established a secondary site at Rākaumanga.

An indicator of the school's success is its roll growth. Between 1985 and 2002, the roll expanded from approximately 180 to over 370 students. There has been no considerable expansion of Huntly's population in the period. Furthermore, in 2001 the number of University Bursary candidates as a percentage of year 9 entrants in 1998 was 100 percent. This means that the school has gained students in the senior school. The figure also suggests that a very high percentage of students are sitting senior examinations.

This decile 1 school excels in exams, with results comparable to higher decile schools. Years 8, 9 and 10 students are expected to have the requisite skills to sit senior school Te Reo Māori exams. With those qualifications achieved, Year 11 students can reduce

the usual five subjects to four and concentrate on further achievement. In 2000, 100 percent of all students leaving school gained a qualification. In 2001, it was 97 percent. In 2001, that very high proportion of students leaving with qualifications put Rākaumangamanga in the same group as decile 10 schools. Those who left with Form 7 qualifications in 2001 made up almost 29 percent of students leaving Rākaumangamanga - this was a comparable result with averages for all school leavers in decile 4 and 5 schools, and with Māori leavers in decile 9 schools.

Rākaumangamanga's Principal, Barna Heremia, says that the school demonstrates "Learning in your own language and learning in your own culture do not in any way disadvantage you in carrying out examinations."<sup>18</sup> The kura encourages former students to go on to teacher training. In recent years they have included former students studying to be maths teachers and working with new entrants. Currently four former students teach at the kura. Each year, three to five Year 11 students are identified as likely candidates to become trained teachers, and are given support to enter teacher training. The Principal sees this as a community response to maximising the number and quality of kaupapa Māori educators.

As well as high levels of academic achievement, Rākaumangamanga has achieved success in national cultural activities, particularly in speech and kapa haka. The kura has a vision of academic, cultural, social, sporting and spiritual excellence. Whānau and community support is strongly evident, whether it be by assisting in the classroom, putting down a hangī, helping with kapa haka or in other ways.

<sup>18</sup> B. Harrison 1998 "Te Wharekura o Rākaumangamanga: the Development of an Indigenous Language Immersion School" *Bilingual Research Journal* 22: (103 - 122).



## 4 SMARTER USE OF LEARNING RESOURCES

Most resources for schools including staffing, operational funding and property are provided by Government. Resources are provided to meet specific needs, such as special education, professional development, school transport, learning materials, information and communications technology (ICT) and school support.

How schools use resources is as important as the overall level of resourcing provided. Many of the changes that are needed to support educational achievement for Māori are not solely dependent on money, such as encouraging higher expectations of what Māori students can and should achieve, striving for quality in teaching, active school leadership and developing good relationships with parents, whānau and communities. Putting in place effective processes and practices are as critical as having the required resources.

Through providing resources and ensuring that they are used effectively and appropriately, the Ministry is seeking to address Māori students' overall education needs, but with a particular focus on:

- the basic foundations of learning
- access to education
- participation and retention in senior secondary school
- raising educational achievement.

Resourcing to raise Māori participation and achievement in education encompasses a wide range of areas, from staffing focused on encouraging more Māori into teaching, including Māori-medium, to the production of Māori language learning materials and funding assistance for Māori students.

This section looks at a range of resources that support Māori students' access, participation and achievement in the areas of:

- Resourcing for schools.
- Information and communications technology.
- Financial assistance for Māori students.
- Study support centres.
- Suspensions reduction.
- Special education funding.

Case study 5 about *He Ara Tika*, a mentoring initiative for Māori secondary students, and Case study 6 on *Gateway*, helping students make the transition to work and further training, show how effective use of resources can make a significant difference to Māori educational outcomes.

#### 4.1 Resourcing for schools

Māori-medium education will benefit from the School Staffing Review, released in March 2001, which recommended that staffing increases should be made in a number of areas including Māori-medium education. Māori Language Programme (MLP) funding also supports Māori-medium education and the revitalisation of te reo. MLP is one component of operational funding for schools. Schools receive extra per-pupil funding according to the number of Māori students enrolled in Māori programmes at four immersion levels<sup>19</sup>.

Small and isolated schools with high proportions of Māori students have benefited from Targeted Funding for Isolation (TFI), and from new funding to improve administration in small schools. TFI replaced Targeted Rural Funding in early 2002. This funding gives schools that are distant from centres of population, increases in their funding for each pupil. Funding increases according to distance. Funding of \$1 million was available in 2001-02 to improve administration in small schools. This funding helped free up time for teaching principals, in particular, to focus on teaching and leadership, rather than administrative tasks. The fund has been of particular benefit to rural schools and kura kaupapa Māori.

<sup>19</sup> Level 1 (81 - 100 percent immersion); Level 2 (51 - 80 percent immersion); Level 3 (30 - 50 percent immersion); Level 4 (less than 30 percent immersion but at least three hours per week).

### *Innovations pool*

The Innovations Pool was established to help schools develop innovative programmes to support students at risk of low levels of educational achievement. Each year \$1 million is allocated to the pool, and schools apply for the funding to run programmes for students. Trials last for up to three years and programmes are then expected to be sustained from other sources of funding.

The Innovations Pool has already funded 17 programmes in round one that began in 1999, and 15 programmes in round two that began in 2000. In 2001, an extra \$1 million was allocated to the pool to fund three national programmes, Tū Tangata, Cool Schools and Kiwi Can. In 2002, 27 programmes will be funded through the Innovations Pool. A number of current programmes provide support to Māori students and their families to improve students' participation and outcomes at school. An evaluation of rounds one and two programmes that have now finished is due out shortly. The evaluation will identify the success of programmes in improving outcomes for students.

## **4.2 ICT opportunities**

Information and communications technology projects have burgeoned throughout the country.

*The Flaxmere Computers in Homes* project was launched in October 2001. Over the next two years, this project will result in 200 recycled computers being available for families in the Hastings area encompassing five schools. A position will be established to help whānau overcome barriers to learning.

*Kaupapa Ara Whakawhiti Mātauranga (KAWM)* continues its success with online classrooms, and ICT professional development for teachers. This video-conferencing network involving wharekura, Māori boarding schools and a group of East Coast secondary schools, won two awards (for an education project and overall telecommunications project) at the telecommunications users Association of New Zealand awards. An evaluation of KAWM is underway to examine how the programme is being used.

In the Far North, 10 Taitokerau secondary schools have been hooked up to high speed internet access, computers and online education resources. Through the *Farnet North* project, students and teachers in remote areas can tap into a huge range of curriculum resources. In the deep south, at Murihiku Marae Invercargill, a study support centre provides 10 computers to help students improve their numeracy, literacy and te reo Māori.

In June 2002, the Ministry released *Digital Horizons*, a publication that outlines goals and strategies to ensure that students make full use of digital learning opportunities. *Digital Horizons* contributes to Ministry efforts to build on the success of pilots where kaupapa Māori education is delivered through video-conferencing technology. *Digital Horizons* includes training strategies to support kaupapa Māori education and the development of online Māori language resources. Cultural preferences such as respecting and safe-guarding the integrity of Māori intellectual property are recognised.

### 4.3 Financial assistance for Māori students

*Mapihi Pounamu* is a financial support scheme that has been operating for two years. The scheme aims to assist Māori secondary school students to access education. *Mapihi Pounamu* helps low income students who face barriers to education, such as difficult home circumstances, or who are from isolated areas with low household incomes, to attend a state or state-integrated boarding school. The scheme may assist with boarding fees up to a maximum amount of \$6,500 per year.<sup>20</sup> Additional resources may also be provided to schools where specialised counseling or remedial tuition is required for students who are 'at ongoing risk'.

Several changes were made to the administration of grants in 2001 so that money could be spent more effectively and better targeted. In 2001/02, \$3 million was available under this scheme. The scheme supported 263 students in 2001 and 570 students in 2002.

### 4.4 Study support centres

This after school study initiative started two years ago. There are now 108 centres that provide a wide range of responses to students' learning needs.

### 4.5 Suspensions reduction

Two specific interventions are aimed at reducing suspensions and stand-downs among Māori secondary students - the Suspensions Reduction Initiative and He Ara Tika, Māori Youth Mentoring (see case study 5).

The Suspensions Reduction Initiative continues to show encouraging results. Involving 86 schools with a history of high suspensions of Māori students, these initiatives are tailored to the needs of different schools. They include a focus on resource packages developed to support anti-bullying strategies, drug education, classroom management materials, mentoring, mediation, training and other approaches. The schools share best practice in managing student behaviour and working with communities to better meet the needs of students at risk.

In some regions with special programmes aimed at reducing suspensions, the number of Māori students being suspended has dropped substantially. In Gisborne, schools made a 57 percent reduction in the number of Māori students suspended over the 2001 school year. In the Far North, suspensions dropped by 21 percent between January and October 2001 compared to the same period in 2000. In Northland as a whole there was a drop in Māori suspensions from 332 in 2000 to 299 in 2001. In the Manukau cluster of schools, suspensions were reduced by 7 percent, resulting in few Māori students being suspended.

<sup>20</sup> Students who are also receiving the Government Boarding Bursary of \$1,990 will have that amount deducted from any *Mapihi Pounamu* assistance they receive.



#### 4.6 *Special Education and the Ministry of Education*

February 2002 saw Specialist Education Services combine with the Ministry of Education to establish a new Group Special Education (GSE). The same special education services are provided, and priorities and directions remain the same. GSE will continue to focus on student achievement and establishing strong learning foundations. The philosophy for GSE services to Māori is that tamariki and rangatahi with special education needs and their whānau learn effectively through the provision of culturally competent services, which will ensure mana and tikanga are upheld.

The integration of Specialist Education Services (SES) into the new Ministry has offered opportunities to streamline the way things are done. Before the integration, SES and Ministry staff worked closely in areas such as building support for home/school students and providing transport to students with special needs. There is now greater scope for staff to work together on initiatives such as Strengthening Families, suspension reduction, literacy and further projects involving home/school children. There will also be links between early specialist education intervention services and increasing participation in early childhood education. In all areas of the Ministry's work there will be a strong focus on the availability and appropriateness of services for Māori children and young people. In particular, the Ministry will continue to encourage and support the hands-on involvement of Māori parents and whānau in their children's education.

As well as integrating SES into the Ministry, a new initiative, the Enhanced Programme Fund (EPF) was started to provide new funding to schools with a disproportionately high number of children with learning and behavioural difficulties. The fund may be used for additional staff, specialist services, paraprofessional support, professional development for teachers, teacher aides or resource material.

In 2001/02, 6,310 Māori tamariki and rangatahi received special education services. Early intervention services were provided to 1,864 tamariki and rangatahi, inclusive services to 815, behaviour services to 1,909 and speech/language services to 1,722. Tamariki and rangatahi received various types of services that include different Māori components. The highest proportion of tamariki and rangatahi (23 percent, or 1,490) received a service in a Māori cultural context. Six hundred and forty two tamariki and rangatahi received a bicultural service, while 885 received a 'Māori for Māori service' (defined as Māori staff delivering to Māori clients) and 21 received a kaupapa Māori service.



There were 74 courses and hui for Māori educators and 17 for Māori parents and whānau. Three early childhood Māori immersion services, 40 school sector Māori immersion services, and 11 school sector bilingual services received advice, guidance and support from specialist education staff.

Māori made up approximately 12 percent of all GSE staff in 2001/02, while in 2000/01, Māori staff comprised 13 percent of the staff of the former Specialist Education Services. In 2000/01, Māori students made up 22 percent of those using specialist education services. This ranged from a high of 41 percent of students being Māori in Tai Tokerau, to 8 percent in Canterbury and Otago. These figures suggest that more Māori specialist education staff are needed, particularly in areas where there are high concentrations of tamariki and rangatahi requiring GSE services. Furthermore, there is a need for more services that provide Māori cultural components so that Māori students have their needs met in an environment that is suitable for them. The proposed GSE Māori strategy will include a service provision plan (see Section 9).



## CASE STUDY 5: He Ara Tika

*He Ara Tika* is a youth mentoring programme that provides extra support to Māori secondary students to engage them in learning. The initiative also works to reduce suspensions and stand-downs among Māori students. Currently there are 17 Māori community providers managing mentoring services in schools across the country. The providers promote mentoring to schools, teachers, students and their families/whānau, recruit suitable people as mentors, match mentors to students, and monitor and support mentors and students in their mentoring relationships.

## CASE STUDY 6: Gateway - linking academic and workplace learning

Gateway opened up opportunities for two 16-year-old Māori students from Bay of Islands College who went on to employment in the forestry industry<sup>21</sup>. Robert and William completed a forestry course through Gateway, gaining basic knowledge of the forestry industry, safety knowledge and introductory forestry skills. On graduating from college, they started work with a Whangarei-based forestry contractor and entered Modern Apprenticeship agreements. In addition, both Robert and William will develop a personal training plan with their employer. Importantly, their employer regarded Robert and William as 'work-ready', as they already had a good attitude and familiarity with the forestry industry that they had gained through Gateway.

<sup>21</sup> See [www.skillnz.govt.nz/modernapprentis/modappsforest.htm](http://www.skillnz.govt.nz/modernapprentis/modappsforest.htm)

Gateway provides senior school students (years 11-13) with structured learning opportunities in workplaces that is integrated with their school studies. Students have an individual training plan, and their workplace learning is assessed against unit standards on the National Qualifications Framework.

Four million dollars was allocated to Gateway pilots for the 2001-2002 academic years. In 2001, 22 pilots involved 24 decile 1-5 schools, in all 1,008 students. The students were placed in work in 234 industry areas, covering a wide range including information technology, boat building, early childhood education and hospitality. The pilot schools have had to develop more extensive relationships with industry, and have gained new skills and knowledge. Most schools have developed and managed Gateway themselves, while one school contracted a community training provider to manage Gateway on its behalf. Seven schools used a combination of brokerage arrangements and directly managing Gateway.

An interim process evaluation found considerable support among employers for Gateway. Pilot schools were concerned to present Gateway as a pathway with comparable status to other educational pathways to ensure it is valued by students and their parents. The schools reported widespread demand among students for Gateway, who valued the opportunity to experience a real workplace and described the workplace assessment

as assisting their learning. The interim evaluation concluded that the pilots have provided significant learning for schools about the provision of integrated workplace learning for their students.

Māori students made up one third (338) of those participating in Gateway in 2001. Sixty percent (203) were male and 40 percent (135) were female. The average credit achievement for students participating in Gateway in 2001 was 6.9 credits. Māori students gained near to this, with an average of 6.6 credits.

The evaluation looked at where the students were in February 2002. Almost two thirds of the students who had participated in Gateway in 2001 were in further education and training, including returning to school. Twenty five percent of the students gained full-time employment. This included those with Modern Apprenticeships or industry training agreements. Of the Māori students in Gateway, 28 percent (95) gained full-time employment.



