

3 March 2014

Education Report: Implementing Age 0-8 Partnership Kura

This paper briefs you on how we can implement Partnership Kura for children aged 0-8 years within the requirements of existing policy and legislation and the constraints of the RFA timeframe.

The early childhood part of a Partnership Kura will have to meet the Education Act's licensing requirements. The most likely form will be a teacher-led education and care centre. This will need to be coupled with a school for children aged 5-8 (years 1-3 or 1-4) through an overarching philosophy and approach to education.

The standard Partnership Kura contract will need to be modified to accommodate the early childhood part of the school.

Recommendations

We recommend that you:

- a) **note** that the Request for Applications for the next round of Partnership Kura indicates that, amongst other things, preference will be given to new Partnership Kura that offer innovative options for 0-8 year olds

Legislative and Policy Implications

- b) **note** that any premises used regularly for the education or care of 3 or more children under the age of 6 must be a licensed early childhood service, and the early childhood part of a Partnership Kura will therefore need to meet the existing licensing requirements
- c) **note** that an early childhood centre already shares many of the freedoms of the Partnership Kura model, and granting additional flexibility in significant areas would require legislative change

Performance Management System

- d) **note** that the Performance Management System for a Partnership Kura consists of four outcome areas: student achievement; student engagement; financial performance and enrolment of priority groups
- e) **agree** that, because financial targets set for Partnership Kura are based on best-practice standards, these targets should apply to the early childhood part of a Partnership Kura
AGREE / DISAGREE
- f) **agree** that the early childhood part of a Partnership Kura should be required to have a target of enrolling 75% of its roll from priority learner groups
AGREE / DISAGREE
- g) **note** that developing a full Performance Management System to apply to the early childhood part of a Partnership Kura is not possible in the timeframe, because of the difficulty in determining measurable achievement and engagement targets for early childhood learners

h)



Contracts

- i) **note** that, should any proposals for an age 0-8 Partnership Kura be successful, the standard Partnership Kura contract will need to be modified
- j) **note** that the interventions that will apply to the early childhood part of a Partnership Kura will be those that are applicable under the Education (Early Childhood Services) Regulations 2008

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Resourcing

- k) **note** that the early childhood part of a Partnership Kura will receive the same grant as an equivalent early childhood service, but the sponsor would be able to pool early childhood and schooling funding as they think fit for the benefit of the institution as a whole
- l) **agree** that, because only part of the Performance Management System can be implemented, the early childhood part of an age 0-8 Partnership School will not have 1% of its early childhood funding at risk
- m) **note** that the early childhood part of a Partnership Kura will not be eligible for Cash for Buildings and will need to meet the capital requirements for the centre in the same way as other early childhood services do
- n) **agree** that we share this paper with the Authorisation Board so it is clear about how age 0-8 schools will be implemented within the Partnership Kura model before they begin assessing any proposals for this type of school

AGREE / DISAGREE

AGREE / DISAGREE

Handwritten signature of Ben O'Meara in black ink.

Ben O'Meara
Group Manager
Schooling Policy

Handwritten signature of Hekia Parata in black ink.

Hon Hekia Parata
Minister of Education

11.3.14

Education Report: Implementing Age 0-8 Partnership Kura

Purpose of report

1. This paper briefs you on the available mechanisms for implementing a Partnership Kura for children aged 0-8 within the requirements of existing policy and legislation and the constraints of the Request for Applications (RFA) timeframe.

Background

2. The RFA for the second round of Partnership Kura indicates that, amongst other things, preference will be given to new Partnership Kura that offer innovative options for 0-8 year olds.
3. Applications are due by 11 March 2014. The Authorisation Board will need to be clear about how age 0-8 schools will be implemented within the Partnership Kura model before they begin assessing any proposals for this type of school.

Rationale for an age 0-8 Partnership Kura

4. The entry to formal early childhood education and subsequent transition to school has important implications for children's learning and development. Poor transitions mean that many of the developmental gains made in early childhood education are lost, and this has flow-on impacts on long-term educational outcomes. This is particularly true for vulnerable children from the priority groups.
5. An age 0-8 Partnership Kura will be required to demonstrate that it will deliver the benefits of an age 0-8 school through its mission statement, objectives and aligned curriculum and pedagogy. We expect that a Partnership Kura for children aged 0-8 years would:
 - strengthen the learner pathway from birth up to age 9 years
 - identify key points of educational intervention, and target these to where they will make the greatest difference to priority learners
 - transition children successfully into formal early childhood education and on to school.
6. More information about the research that supports age 0-8 learning is attached as Appendix One.

Legal and Policy Considerations

An age 0-8 Partnership Kura would operate under two legal frameworks

7. We have examined the Partnership Kura legal framework and the early childhood education legislation to determine how the two sets of requirements would apply to an age 0-8 Partnership Kura. The constraints of the RFA timeframe mean that creating a single legal framework is not feasible for the current round of applications.

8. The Education Act 1989 requires any premises used regularly for the education or care of three or more children under the age of six to be a licensed early childhood service. This means that the early childhood part of a Partnership Kura will need to be a licensed early childhood centre by meeting the existing licensing requirements.
9. Therefore, from a legal perspective, an age 0-8 Partnership Kura will consist of two separate parts: a licensed early childhood centre coupled with a school for children aged 5-8 (years 1-3 or 1-4) through an overarching philosophy and approach to education.
10. As a licensed early childhood centre, the early childhood part of the Partnership Kura would be subject to existing early childhood regulations, criteria and rules. The school part of the Partnership Kura would be subject to the same legal and contractual requirements as other Partnership Kura.


Early childhood centres already have many of the freedoms of Partnership Kura

11. Partnership Kura have a number of freedoms. In return for these, they have a higher standard of accountability than state schools. The table below shows that early childhood centres share many of the freedoms and flexibilities provided to Partnership Kura.

Aspect	Partnership Kura	ECE centre
Nature of entity	Private body, can access full state funding	Private body, can access full state funding
Resourcing	Cashed-up funding	Cashed-up funding
Teacher registration	Can have fewer than 100% registered teachers	Person responsible must be registered. 50% of teachers must be fully qualified or in their final year of study.
Curriculum	Can have their own curriculum, providing it is consistent with the foundation statements of NZC/TMOA	Must follow Te Whāriki because of the provisions of the Act. However, Te Whāriki is high-level.
Relationship to government	Outside State Sector Act including the industrial relations regime	Only kindergartens subject to State Sector Act and only for negotiation of employment contracts
Hours and term	Can set own hours and holidays	Can set own hours and holidays
Property	Property secured by sponsor. Must be fit for purpose	Property secured by licensee. Certain property requirements set through regulations and the accompanying criteria

12. Granting any significant additional flexibility (for example, exempting the early childhood part of an age 0-8 Partnership Kura from the requirements of Te Whāriki) would require legislative change. Again, the constraints of the RFA timeframe mean that legislative change is not feasible for the current round of applications.

Performance Management System

13. The higher standard of accountability for Partnership Kura requires them to meet specific targets set through an outcomes-based Performance Management System. Failure to reach these targets can incur a financial penalty, an intervention or an end to the contract.
14. The Performance Management System for Partnership Kura has four outcome areas:
 - student achievement
 - student engagement
 - financial performance
 - enrolment of priority groups.
15. We recommend that two of these areas be applied to the early childhood part of a Partnership Kura – financial performance and enrolment of priority groups. The financial targets set for Partnership Kura are based on best-practice standards, and could be applied to the early childhood part of a Partnership Kura. It will also be important to apply the target of having 75% of the ECE roll made up from priority learner groups, because these children will continue into the school age provision offered by the PSKH, which will be subject to the 75% target.
16. Determining measurable achievement and engagement targets for early childhood learners is difficult, and not possible within the RFA time constraints. For instance, while it is possible to collect early childhood attendance data, more work would be needed to identify the benchmark of a good standard of attendance for an early childhood centre in a similar socio-economic area.
17. 

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Contracts

18. Should any proposals for an age 0-8 Partnership Kura be successful, the standard Partnership Kura contract will need to be modified to accommodate the early childhood part of the sponsor's application.
19. The contract for a Partnership Kura sets out a number of interventions that can be applied if the Kura is failing to meet its obligations. The ultimate sanction is cancellation of the contract. The Education (Early Childhood Services) Regulations 2008 set out the circumstances in which a licence can be suspended or cancelled, and these regulations will need to apply to the early childhood part of a Partnership Kura if such circumstances arise.

Resourcing

20. The resourcing principle for Partnership Kura is that they get resourcing equivalent to that of a similar state school. If this principle is applied to the early childhood part of a Partnership Kura, it would receive the same grant as an equivalent early childhood service. Sponsors would be able to pool their early childhood and schooling funding, as they think fit, for the benefit of the students and the institution as a whole.

21. Given that only part of the Performance Management System can be implemented, we recommend that the early childhood part of a Partnership Kura should not have 1% of its funding at risk.
22. The early childhood part of a Partnership Kura will not be eligible for Cash for Buildings and will need to meet the capital requirements for the centre in the same way as other early childhood services do. There may be some economies of scale from the co-location with the school.

Conclusion

23. The early childhood part of an age 0-8 Partnership Kura will have to meet the ECE licensing requirements under the Education Act 1989. The most likely form will be a teacher-led education and care centre. This will need to be coupled with a school for children aged 5-8 (years 1-3 or 1-4) through an overarching philosophy and approach to education.
24. If there are further application rounds for Partnership Kura, legislative change to accommodate age 0-8 Partnership Kura under a single legal framework may be desirable. Current work to give early childhood centres greater flexibility in return for more outcomes-based delivery may assist in the development of an integrated Performance Management System for age 0-8 Partnership Kura.

Appendix One: Evidence for the benefits of the 0 to 8 years of age approach

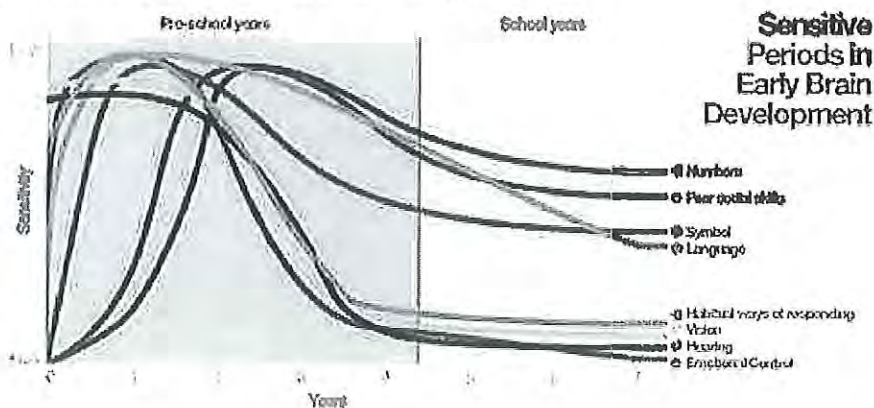
Creating innovative solutions across the early childhood education (ECE) and schooling sectors for children aged 0-8 years can

- strengthen the learner pathway from birth;
- identify key points of intervention and target these to where they will make the greatest difference to priority learners; and
- successfully transition children from ECE to school.

The earlier learning starts, the better, particularly for priority groups

1. International research literature tells us that children from lower socio-economic backgrounds stand to benefit the most from quality ECE. While the current rate of prior participation in ECE before starting school is 95.8%, the rate for children starting at a decile one school is 86.2%.
2. The learning, development and well-being of children in the early years are the foundation on which educational achievement and a productive life are built. The peak periods for laying down the foundations for understanding of symbols, numbers and language, and the development of important social skills, such as emotional control and habitual ways of responding, all occur before the age of compulsory school attendance.

Figure 1: Sensitive periods in early brain development



Graph developed by Council for Early Childhood Development (2010). *The Science of Early Child Development*. Mustard, J.F. and McCain, M.N. (1999) *Reversing the Real Brain Drain: Early Years Study, Final Report*. Toronto: ON: Queen's Printer for Ontario.

Also refer to page 43 of *An Agenda for Amazing Children, Final Report of the ECE Taskforce*

http://www.taskforce.ece.govt.nz/wp-content/uploads/2011/06/Final_Report_ECE_Taskforce.pdf

Transitions to school are a vital component of the education pathway

3. Although children make many transitions in their lives, the move to formal ECE and from ECE to school has important implications for their learning and development. Poor transitions mean that many of the developmental gains made in ECE are lost, which has flow-on impacts on long-term educational outcomes. This is particularly true for vulnerable children from our priority groups (e.g. Māori and Pasifika children, children with special education needs, and children from low socio-economic status backgrounds).

Peters, Sally (2010) Literature Review: *Transition from Early Childhood Education to School*. Ministry of Education, Wellington.

http://www.educationcounts.govt.nz/publications/ECE/98894/Executive_Summary

4. A successful transition from ECE into compulsory schooling can be the difference between a positive or negative learning path, and a strong predictor of later achievement.

Competent Learners on the Edge of Adulthood: A summary of key findings from the Competent Learners @ 16 project found that children that performed well at school entrance at age five, were likely to continue performing well at age 16, while those that performed poorly at age five, were likely to be still struggling at age 16.

<http://www.educationcounts.govt.nz/publications/ECE/2567/35076/35079>

5. Many children, whether they have accessed ECE or not, enter school without experiencing a good transition. For example, a New Zealand evaluation found that half of the ECE services in the study had no or limited contact with some of their local schools, and this is one of the important contributors to a successful transition to school.

Mitchell, L et al (2011) *Locality-based evaluation of Pathways to the Future — Ngā Huarahi Arataki*. Ministry of Education, Wellington

<http://www.educationcounts.govt.nz/publications/ECE/locality-based-evaluation-of-pathways-to-the-future-nga-huarahi-arataki>

Continuity of early learning

6. An important element of the 0 to 8 approach is ensuring continuity of early learning experiences for children. Ideally this would include continuity of curriculum and assessment. A combination of ECE and school trained teachers would need to work flexibly alongside each other to implement a coherent single curriculum.
7. Te Whāriki, the New Zealand Curriculum, and Te Marautanga o Aotearoa, the curriculum for Māori-medium teaching, learning, and assessment, are all well-aligned. These foundation curriculum documents are deliberately aligned because continuity of learning is so important. The following table illustrates examples of the alignment between the goals and strands of Te Whāriki, the key competencies of the New Zealand Curriculum, and the graduate profile for Te Marautanga o Aotearoa.

Table 1: Curriculum alignment

Te Whāriki Strands	Te Whāriki Goals	New Zealand Curriculum competencies	Te Marautanga o Aotearoa graduate profile
Exploration	Children develop: <ul style="list-style-type: none"> the ability to make decisions and choices strategies for exploring and making sense of the world 	Thinking Managing self	Confidence to pursue their own lifelong learning pathways.
Communication	Children develop: <ul style="list-style-type: none"> language skills for different purposes the ability to listen attentively and respond appropriately familiarity with letters and numbers and their uses. 	Using language, symbols and texts Relating to others	Participating in the Māori world and advocating a Māori world view. Confidence in being Māori facilitates relationships with other peoples and cultures.
Well-being	Children develop: <ul style="list-style-type: none"> skills for eating, drinking, toileting, washing, and dressing a capacity to pay attention, maintain concentration, and be involved respect for rules about not harming others. 	Managing self Relating to others	Confidence in being Māori facilitates relationships with other peoples and cultures. Living successful and fulfilling lives.
Contribution	Children develop: <ul style="list-style-type: none"> skills such as taking turns, problem solving, negotiating, and recognising other viewpoints an understanding of their own rights and the rights of others strategies for resolving conflict in peaceful ways. 	Relating to others Managing self Participating and contributing	Able to contribute and participate positively in the community. Competent to support whānau, hapū, iwi, and community.
Belonging	Children develop: <ul style="list-style-type: none"> an understanding of the routines, customs, and regular events at the ECE service an increasing ability to take responsibility for their own actions the confidence and ability to express ideas and assist others. 	Participating and contributing	Understanding their role within the whānau, hapū, iwi, community, and wider society.