

## Education Report: Advice on the Accord's recommendations for changes to Kāhui Ako

<b>To:</b>	Hon Jan Tinetti, Associate Minister of Education		
<b>Cc:</b>	Hon Chris Hipkins, Minister of Education Hon Kelvin Davis, Associate Minister of Education – (Māori Education) Hon Aupito William Sio, Associate Minister of Education		
<b>Date:</b>	19 January 2023	<b>Priority:</b>	Medium
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1294110
<b>Drafter:</b>	Tony Turnock	<b>DDI:</b>	463 2831
<b>Key Contact:</b>	Ben O'Meara	<b>DDI:</b>	9(2)(a)
<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	No

### Purpose of Report

This paper provides advice on the Accord's recommendations for changes to Kāhui Ako.

### Summary

- The objectives of Communities of Learning | Kāhui Ako (formerly Communities of Schools) were to shift and lift student achievement through [SOC Min (14) 10/3 refers]:
  - Recognising and using expertise across the system where it is needed most
  - Creating opportunities and incentives for good teachers to stay in the classroom
  - Encouraging collaboration across the system
  - Creating more opportunities and two clear career pathways to a fuller professional career as a teacher or principal.
- Since their implementation began in 2014 there are now 220 Kāhui Ako across the country. They include 1,922 (79%) of all state and state integrated schools and kura. However, only 49% of Māori medium and Kaupapa Māori kura are in a Kāhui Ako. Kāhui Ako have formed at different times and are at different stages of development and progress towards their achievement goals.
- The Accord partners (the Ministry of Education (Ministry), New Zealand Educational Institute Te Riu Roa (NZEI), the Post Primary Teacher's Association Te Wehengarua

(NZPPTA)) and the Secondary Principals Association of New Zealand (SPANZ) have worked to develop advice on changes that could be made to the Communities of Learning | Kāhui Ako model to make it more flexible and better fit for purpose. The Accord and SPANZ have recently completed this work and the recommendations are set out in their report (attached as Annex A). The Ministry supports all the recommendations including the further identified work actions.

4. In taking forward these recommendations, we will need to respond to some opportunities and work within some constraints. Kāhui Ako have become a key feature in the education system and have the potential to grow and support system-wide programmes where their collaborative work and their identified challenges align. In particular, this could include aspects of the Tomorrow's Schools work programme, the Māori Medium/ Kaupapa Māori work programme, the Literacy and Maths / Te Reo Matatini me te Pāngarau strategies and the Attendance and Engagement Strategy.
5. The scale of investment in Kāhui Ako makes it important that their collective efforts to improve teaching and learning contribute to significant system goals, and that Kāhui Ako are accountable for achievement of their own collaboration goals. Any changes to the model arising from the ongoing work must be impactful for the quality of teaching and leadership, retain accountability mechanisms, improve the efficiency of existing practices, and be fiscally responsible.
6. With these opportunities and constraints in mind (particularly the potential of Kāhui Ako to support system change), the Ministry will work jointly with NZPPTA, NZEI and SPANZ to undertake the Accord's recommendations for further work on:
  - a. the requirement to form around a learner pathway;
  - b. exploring the ongoing role of the New Appointments National Panel (NANP);
  - c. changes to achievement challenges;
  - d. exploring future resourcing and delivery of the across and within-school teacher roles;
  - e. exploring future resourcing and delivery of the leadership roles;
  - f. exploring further with the early childhood sector about how the model can be improved for them.
7. NZEI, NZPPTA and SPANZ have recommended that the future resourcing and delivery of the Within and Across School Teacher roles needs to be investigated. These roles are part of Kāhui Ako, but they are also part of a wider group of teacher roles that the Ministry will be considering as part of the Teacher | Kaiako Education Work Programme. This work will consider a broader context than just the resourcing and delivery of roles. All parties have agreed these two workstreams will occur in parallel and that both workstreams are aligned and can share their directions of progress as the work unfolds.
8. In addition to recommended actions a) to f) above, the Accord has also made the following two recommendations for change which they do not consider require ongoing joint Ministry and Accord leadership. Consequently, the Ministry will undertake further work on:

- g. exploring with the Māori medium and kaupapa Māori sector if, and how, the Kāhui Ako model is fit for purpose in that sector; and
  - h. continuing our conversations with Iwi about how we can support them to partner with education providers and Kāhui Ako.
9. If you agree to these recommendations, the Ministry will develop a plan to engage with various key people in the sector as well as key sector groups. We will work together with NZPPTA, NZEI and SPANZ to provide final advice and guidance for the recommendations requiring further input, and report back to you in June 2023 on progress.

## Recommended Actions

---

The Ministry of Education recommends that you:

- a. **note** the Accord's recommendations with respect to Kāhui Ako as provided to you in the attached report **Noted**
- b. **note** that the Ministry supports these recommendations **Noted**
- c. **agree** that the Accord and SPANZ will work in partnership on the following Accord recommendations:
- i. to explore with the sector the requirement to form around a learner pathway **Agree** Disagree
  - ii. to explore the ongoing role of the New Appointments National Panel (NANP) **Agree** Disagree
  - iii. to make improvements to the achievement challenge requirements **Agree** Disagree
  - iv. to explore future resourcing and delivery of the Leadership role **Agree** Disagree
  - v. to explore future resourcing and delivery of the Across and Within School teacher roles **Agree** Disagree
  - vi. to explore further with the early childhood sector about how the model can be improved for them **Agree** Disagree
- d. **note** that the Accord has also recommended further work to engage with Māori on whether Kāhui Ako can be a model for Māori Medium and Kaupapa Māori and how Iwi continue to be supported to partner with education providers including Kāhui Ako, which will both be incorporated into existing Ministry work **Noted**
- e. **agree** that, given the size of the investment involved in Kāhui Ako, it will be important to progress these recommendations in ways that contribute to achieving key system priorities, such as attendance and engagement and the Māori Medium / Kaupapa Māori education work programme **Agree** Disagree

- f. **agree** that the Accord and SPANZ will report back to you in June 2023 on progress of all the workstreams

☒ Agree ☐ Disagree

- g. **note** NZEI, NZPPTA and SPANZ agree that the lifting of the moratorium would enable options to address inequity.

☒ Noted

#### Proactive release

---

- h. **agree** that this Education Report will be proactively released.

*Ben O'Meara*

Ben O'Meara  
Group Manager

17/01/2023

*Jan Tinetti*

Hon Jan Tinetti  
Associate Minister of Education  
21/01/2023

## Background

---

1. Communities of Learning | Kāhui Ako are the Government's primary investment in educational collaboration. They encourage and enable education providers across the system to work together to improve their teaching capability to lift student progress and achievement. The core of their design [CAB Min (14) 1/14 refers] is to strengthen professional capability and embed sustained, tailored professional learning opportunities for teachers and school leaders.
2. There are now 220 Kāhui Ako ranging from Kaitia to Invercargill. They include 1,922 (79%) of all state and state integrated schools and kura, 1,589 Early Learning Services (34.4% of all Early Learning Services), 11 tertiary providers and over 711,000 children and young people. The first Kāhui Ako were approved in December 2014 and new Kāhui Ako were able to form up until June 2019 when the moratorium on any new Kāhui Ako being able to form was announced.
3. Kāhui Ako have formed at different times and are at different levels of maturity and progress against their challenges. There have been some system features that have contributed to this e.g., competition between schools, uncertainty about sharing achievement data, and a tight supply pool of relief teachers in some areas. There have also been areas of the model that have been identified as barriers to progress. These have included the requirement to form around a 0 – 18 learner pathway, requirements of the leadership and teacher roles, challenges for early childhood providers to participate and challenges for the Māori medium and kaupapa Māori sector in engaging with the model.
4. The Accord partners and SPANZ have been working over the last 23 months to develop recommendations on changes that could be made to the Communities of Learning | Kāhui Ako model to make it more flexible and fit for purpose.
5. The Accord designated a Kāhui Ako Sub-group (the Ministry, NZEI, NZPPTA and SPANZ) to run an engagement process with the sector to discover what would make the model better fit for purpose and propose recommendations where the model could be improved. This process included a national survey, follow up interviews with Iwi and Māori medium and kaupapa Māori providers, as well as analysing external, and the partners own, surveys, evaluations, and interviews. We have kept you informed of this work as it has progressed (METIS 1245237 and METIS 1265372 refer).

## The Accord recommendations

---

6. The Accord recommendations are listed below. The Ministry supports these recommendations.
  - **Learner Pathway recommendation:** that further exploration with sector representatives is needed to consider an option to remove the requirement to form around a 0-18 learner pathway, when that is not the most appropriate model for collaboration for a community. This work will give careful consideration to the broader impact on communities and enabling any change to be feasible within the current fiscal envelope.
  - **Achievement Challenge recommendations:** achievement challenges are rebranded as 'Kāhui Ako Goals'.

*and*

- Ministry endorsement of Kāhui Ako Goals is not required, and it is expected that members strategic plans will incorporate relevant Kāhui Ako goals and they will report progress on those goals to their communities.
- **New Appointment National Panel (NANP) recommendations:** the role of the NANP is revised, given many Kāhui Ako are well established and require less involvement from the Panel than for newly established Kāhui Ako.

*and*

- the panel takes on a new role of finding, curating, and sharing promising emergent practice as part of their role of supporting the networking of Kāhui Ako, within the current fiscal envelope.
- **The Leadership role recommendation:** that further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of the Kāhui Ako leadership role, to enable effective collaboration.
- **The Across School Teacher role recommendation:** that further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Across School Teacher Roles, to enable effective collaboration.
- **The Within School Teacher role recommendation:** that further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Within School Teacher Roles, to enable effective collaboration.
- **Collaboration in Māori medium and Kaupapa Māori:** that further engagement with Māori Medium should take place to explore if and how the Kāhui Ako model is fit for purpose in Māori Medium Education or Kaupapa Māori contexts.
- **Iwi working with Kāhui Ako:** a wider conversation is required on how Iwi can be supported to partner with education providers and, Kāhui Ako should be involved in that process.
- **Early Childhood Education sector recommendation:** further exploratory work with the ECE Sector is required to find out whether Kāhui Ako is a suitable collaboration model for them, and what specific resources would be needed to support their collaboration, within the current fiscal envelope.

## Taking the recommendations forward

---

### Kāhui Ako as a driver of system improvement

7. Kāhui Ako have been in the education system for seven years. Because they are comprised of 79% of state and state integrated schools and kura, Kāhui Ako have become an organisational feature that provide opportunities for individual entities to collaborate in a complex and devolved system.
8. Kāhui Ako are driven by making a difference for their communities and committing to challenges that collectively have the potential to strengthen teaching practice and lift achievement. They also have become useful vehicles for trialling new approaches and ideas, driving innovation and delivering initiatives and programmes.

## **Key opportunities**

### ***Kāhui Ako are becoming involved in a range of initiatives to improve ākonga outcomes***

9. Many Kāhui Ako have set their focus on a mixture of lifting educational achievement and the factors they consider will support doing so. Areas of focus that have emerged include:
  - Strengthening transitions across the learner pathway
  - Improving the well-being of all ākonga
  - Lifting attendance
  - Improving curriculum and teaching to better engage learners
  - Improving assessment to better understand the impact on learners
  - Improving literacy and maths outcomes.
10. The Tomorrow's Schools work programme seeks to make improvements to the schooling system as a whole. A key part of that is creating, and using, stronger networks across the system. Kāhui Ako are becoming, and have further potential to be, involved in a range of important system initiatives where collaboration has the potential to maximise positive impacts for all ākonga. Examples of these initiatives include: -
  - The Learning Support Delivery Model
  - Curriculum and NCEA improvements
  - Attendance and engagement strategy
  - Literacy and maths | te reo matatini and pangarau
11. Work on the Accord recommendations ought to consider the impact any changes could have on these types of collaboration opportunities and identify potential areas of alignment to the outcomes of these priority initiatives.

## **Key constraints**

12. Kāhui Ako require significant investment each year, and therefore any changes to them should pay close attention to value for money and have clear and coherent links to priority education system outcomes. This means a focus on Kāhui Ako being accountable for achievement of their collaboration goals and playing a role in supporting the key opportunities/priorities outlined above through becoming more networked and connected. We recognise, also, that any changes to the model ensuing from this further work will need to work within fiscal constraints.

## **Recommendations that have interdependencies with Ministry workstreams**

### ***Within and Across School teacher roles***

13. The Accord has recommended further exploration of the future resourcing and delivery of the Kāhui Ako Within and Across School Teacher Roles. This work will have interdependencies with the Ministry's Teacher | Kaiako Education Work Programme.



### ***Māori Medium and Iwi Support Work Programmes***

14. Only 49% of kura are members of Kāhui Ako. The main reason for this is likely to be the incomplete local pathways in Māori Medium education, which make meeting the geographic pathway requirements for forming a Kāhui Ako very difficult. This has meant that, due to factors beyond their control, kura have found it difficult to take up the Kāhui Ako model. Enabling Māori to explore and develop their own model for collaboration between early learning providers, kura, wharekura and wananga would be a positive step in addressing this issue.
15. The Accord recognises that further work is required to explore how the Kāhui Ako model needs to change for Māori Medium and Kaupapa Māori contexts. In particular, work is needed to ensure equity of access to the collaboration funding and supports provided by Government to provide equity of outcomes for ākonga.
16. The Ministry, NZEI, NZPPTA and SPANZ agree the Accord's recommendation on how the Kāhui Ako model can best work in Māori Medium and Kaupapa Māori settings, is taken forward as part of the Ministry's Māori Medium Education work programme.
17. The Accord has asked that they be connected to this work and receive reports on progress and can input into the collaboration work when appropriate.
18. Iwi have told us that Kāhui Ako bring a useful economy of scale for them. They can be at a stewardship table and engage in partnership with say, 10 schools/kura at one time, rather than having to work individually with them. They also told us that they need support, including resourcing, to be able to sustain those relationships, not just with Kāhui Ako, but education providers more broadly.
19. The Accord have noted this, and the Ministry has agreed to consider this as part of its ongoing conversations with Iwi in supporting them to engage with education providers, including Kāhui Ako.

### ***Te Tiriti analysis***

---

20. The Treaty places positive obligations on the Crown to act reasonably and with good faith towards Māori, and to actively protect iwi/Māori rights and interests. For Kāhui Ako, this means enabling equity of access to the collaboration funding and supports provided by Government and supporting equity of outcomes for ākonga Māori.
21. As noted above, the Accord recommendations recognise that work is required to consider how Iwi are resourced to partner with education providers and Kāhui Ako. All the issues that have been raised in the Accord's engagement with Iwi and Māori Medium providers to date have been actively considered in the Accord's recommendations apart from the scarcity of relief teachers in some areas, which was noted but deemed out of scope for this piece of work.

### ***Risks***

---

22. The ongoing moratorium and fiscal constraints will limit the scope of the further work on Kāhui Ako and its impacts. Even if more education providers want to join existing Kāhui Ako, the current fiscal envelope will mean that they will no longer be able to.

23. Making any changes to the model may send a signal to the sector that the moratorium on any new Kāhui Ako forming will be lifted, which is not possible within the current fiscal envelope. To manage this risk, we will be clear that any changes will not expand the number of Kāhui Ako unless savings from the current design can be identified.

## Next steps

---

24. Given the importance of ensuring changes to Kāhui Ako are aligned with the key opportunities and constraints for the education system, we recommend you agree that the Ministry will work in partnership with NZEI, NZPPTA and SPANZ to develop and coordinate the following workstreams.

### **Changes to the achievement challenges and the New Appointments National Panel**

25. Making changes to the process for agreeing achievement challenges and changing their name to Kāhui Ako goals will require the development of new guidance and advice for Kāhui Ako. NZEI, NZPPTA, SPANZ and the Ministry will coordinate this work.
26. Information will be released through each member's communication channels informing the sector of the changes. We expect this work will be completed by the end of May 2023.
27. The New Appointments National Panel is contracted by the Ministry and funded from the Kāhui Ako budget. NZEI, NZPPTA, SPANZ, and the Ministry will engage in conversations with the panel about the proposed changes and develop a plan with them to transition into their new role.
28. We expect this work will be completed by the end of March 2023.

### **Recommended Changes requiring further sector engagement**

29. The following recommendations will require the NZEI, NZPPTA, SPANZ and the Ministry to work with the sector:
- exploring the requirement to form around a 0-18 learner pathway
  - undertaking further analysis on how the Leadership role could be improved
  - undertaking further analysis on how the Across school teacher role could be improved
  - undertaking further analysis on how the Within school teacher role could be improved
  - undertaking further work with the ECE Sector.
30. NZEI, NZPPTA, SPANZ and the Ministry will work together to develop an agreed approach for the work. The programme will include each of the recommendations as individual projects. Some of these will require us to form sector working groups that can provide advice and guidance and help form any final recommendations for change.
31. It has been agreed that the following recommendations be incorporated into existing Ministry work programmes, so they are able to be considered within a wider context:
- further engagement with Māori Medium to explore if and how the Kāhui Ako model is fit for purpose in Māori Medium Education or Kaupapa Māori contexts

- b. continuing our conversations with Iwi about how we can support them to partner with education providers and Kāhui Ako
- 32. The Ministry will lead this work, keeping NZEI, NZPPTA and SPANZ informed of progress.
- 33. We will keep you regularly informed of progress on all these workstreams and report back to you in June 2023.
- 34. Following your feedback on this report, we will provide your office with key messages to use when asked about the report and next steps.

Annex A: Final memo from the Accord Sub-group - Kāhui Ako to the Accord Governance Group with final recommendations for making improvements to the Kāhui Ako model.



**NZEI**  
**TE RIU ROA**



**To:** Accord Governance Group

**From:** Accord Sub-group - Kāhui Ako; Liam Rutherford (NZEI), Rob Willetts (PPTA), Jeff Smith (SPANZ), Tony Turnock (MoE) and Sam Clarke (MoE)

**Date:** 5 October 2022

**Subject:** Recommendations to support increasing flexibility in the Communities of Learning | Kāhui Ako model.

## Purpose

This memo provides you with joint recommendations on improving the Kāhui Ako model. These recommendations reflect areas of agreement between members of the Accord Sub-Group, as being potential actions in relation to improving the Kāhui Ako model. These recommendations reflect our remit to consider changes within a fiscal envelope, consideration of the ease of implementation, as well as the potential impact on broader school communities.

## Recommendations

This memo asks the Governance Group to:

- a. **Note** the Accord Sub-Groups recommendations for improving the Kāhui Ako model are outlined below and require your agreement to them

**Noted**

## Learner pathway requirement

- b. **Agree** that further exploration with sector representatives is needed to consider an option to remove the requirement to form around a 0-18 learner pathway, when that is not the most appropriate model for collaboration for a community. This work will give careful consideration to the broader impact on communities and enabling any change to be feasible within the current fiscal envelope

**Agree / Disagree**

## Leadership Role

- c. **Agree** that further exploration with sector representatives is needed to transition the leadership role into a function within a Kāhui Ako, enabling flexibility in how Kāhui Ako recognise leadership

**Agree / Disagree**

#### **Across School Teacher (AST) role**

- d. **Agree** that further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Across School Teacher Role, to enable effective collaboration

**Agree / Disagree**

#### **Within School Teacher (WST) role**

- e. **Agree** that further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Within School Teacher Role, to enable effective collaboration

**Agree / Disagree**

#### **Achievement Challenges**

- f. **Agree** Achievement Challenges are rebranded as 'Kāhui Ako Goals'

**Agree / Disagree**

- g. **Agree** Ministry endorsement of Kāhui Ako Goals is not required, and it is expected that members strategic plans will incorporate relevant Kāhui Ako goals and they will report progress on those goals to their communities

**Agree / Disagree**

#### **New Appointments National Panel (NANP)**

- h. **Agree** that the ongoing role of the NANP is revised to permit less involvement in appointments of AST and Leadership roles in well-established Kāhui Ako, with the NANP determining their level of involvement

**Agree / Disagree**

- i. **Agree** that NANP takes on the additional role of finding, curating, and sharing promising emergent practice as part of their role in supporting the networking of Kāhui Ako, within the current fiscal envelope

**Agree / Disagree**

#### **Māori medium**

- j. **Note** that further engagement with Māori Medium should take place to explore if and how the Kāhui Ako model is fit for purpose in Māori Medium Education or Kaupapa Māori contexts

**Noted**

#### **Iwi involvement in Kāhui Ako**

- k. **Note** a wider conversation is required on how Iwi can be supported to partner with education providers and, Kāhui Ako should be involved in that process

## Early Childhood Education (ECE)

- I. **Agree** further exploratory work with the ECE Sector is required to find out whether Kāhui Ako is a suitable collaboration model for them, and what specific resources would be needed to support their collaboration, within the current fiscal envelope

**Agree / Disagree**

## Background

1. Kāhui Ako are the government's current investment in promoting collaboration and networking across the education sector. There are now 220 Kāhui Ako spread across New Zealand. They comprise of:
  - 1899 schools and kura (78% of all state and state integrated schools and kura)
  - 1599 Early learning services
  - 11 tertiary providers
  - 711,413 children and young people
2. Support in the sector for Kāhui Ako is mixed. There has been criticism the model is not flexible enough and is not fit for the purpose it was designed to serve.
3. The Accord (Ministry of Education (the Ministry), New Zealand Institute of Education Te Riu Roa (NZEI), and the Post Primary Teachers Association Te Wehengarua (PPTA)) commissioned a Kāhui Ako sub-group, comprising of its members as well as the Secondary Principals Association of New Zealand (SPANZ) to engage with the sector and explore whether improvements could be made to the model - to make it more flexible and fit for purpose.
4. The sub-group set out a plan for sector engagement, a timeline for when this would happen, and a report with any joint, final, agreed recommendations for change. This was developed with input from the Accord Governance Group from November 2020 and was agreed to by the Group in July 2021.
5. The second lockdown, due to COVID-19, slowed progress for the sector engagement as it was deemed to be low priority for participation in a time of unprecedented demand. As a result, an engagement survey did not run until December 2021 – March 2022.
6. From several workshops and ongoing meetings, the Sub-group is now able to report back to the Accord Governance with a set of joint recommendations for you to consider.
7. The current fiscal envelope for Kāhui Ako is \$126.49 million but this will reduce to \$114.189 million at the end of June 2023.

## Engagement and analysis

8. We have concluded both survey and interview engagement on the Kāhui Ako model. We heard from 1365 responses to our survey, with 1201 of responses indicating they are part of, or have children in, a school participating in a Kāhui Ako.
9. We recognised the number of responses received is not representative of the sector and so considered the results of this survey with other surveys Accord members and other groups (e.g., NZCER) have run over time as well as interviews.
10. Several targeted follow up interviews were conducted for Māori medium providers and Iwi that have been working with Kāhui Ako. These provided views of tumuaki in Māori Medium, and Iwi based leaders and their involvement in, or not, a Kāhui Ako.

11. The Sub-Group also considered information about Kāhui Ako from sources including NZCER, previous interviews, their members, case studies, an initial evaluation, and research by NANP.
12. The sub-group has worked through this data, with eight areas emerging with potential to make the model better fit for purpose and responsive to local contexts. These eight areas follow, with their respective recommendations.
13. While the Sub-Group has conducted a survey and follow up interviews, members agree that four recommendations (C-F) could be tested with a small group of key people involved in Kāhui Ako and other collaborative clusters. This would provide an efficient feedback loop to test our thinking and to provide final recommendations in these areas.
14. All recommendations are provided with the intent to enable Kāhui Ako to vary from the current settings only if they wish to, and for those wanting to continue participating in existing system settings to do so.

## **Recommended areas for change and improvement**

### **Structure of collaboration**

15. Some people have indicated the requirement to form a Kāhui Ako around a Learner Pathway is restrictive and would like to be able to collaborate with other education providers not necessarily in a shared learner pathway.
16. Many respondents in the most recent survey supported maintaining the requirement to form around a learner pathway. A majority also agreed that providers should be able to choose who they collaborate with.
17. Feedback showed that in some central city areas, and Māori Medium settings, a full 0 -18 pathway was problematic, creating artificial groupings, and could act as a barrier to people being able to form a Kāhui Ako. Some secondary, and primary schools have indicated they would see greater value in being able to collaborate with other secondary and primary schools only.
18. Feedback from the Māori medium sector was mixed although Te Rūnanga Nui o Ngā Kaupapa Māori (TRN) providers have told us that the pathway requirement is highly problematic, and they want TRN kura to be able to collaborate with one another only.

### **Sub-Group consideration**

19. The sub-group explored greater flexibility for education providers to choose who they want to collaborate with and, whether the Kāhui Ako must be based on the whole learner pathway or just parts of it. We then assessed the benefits and potential risks of relaxing the pathway requirement and the potential impact on resource distribution for Kāhui Ako.
20. We considered there is a short-term area for improvement through exploring whether the requirement to form around a Learner Pathway could be eased, but have a mechanism to ensure all Kāhui Ako continue to have a focus on learner transitions - as this is an area many Kāhui Ako have told us they are making improvements in.
21. Any change to the pathway requirement could create unintended outcomes. The main one is that the model for resourcing Kāhui Ako is based on numbers of teachers (FTE) in each Kāhui Ako. If, for example, a secondary school was to leave a Kāhui Ako and form a new one with a group of other secondary schools, this new Kāhui Ako would receive a more substantial proportion of resources than the group of primary schools. This could create greater distribution inequity in Kāhui Ako resourcing and require a complete redesign of the way the model is resourced.

Recommendations - The Sub-group recommends that:

- *Further exploration with sector representatives is needed to consider the option to remove the requirement to form around a 0-18 learner pathway, when that is not the most appropriate model for collaboration for a community. This work will give careful consideration to the broader impact on communities and enabling any change to be feasible within the current fiscal envelope*

**Achievement Challenges**

22. We found that some people consider Achievement Challenges as a compliance exercise to gain resources, and narrowed the areas that people wanted to focus on that they believed would make a difference for their ākonga.
23. Survey respondents were supportive of broadening Achievement Challenges to include challenges that suit their local context, that there should continue to be an endorsement process and Kāhui Ako should report Achievement Challenge progress to their school community.

**Sub-Group consideration**

24. We explored whether challenges could become self-regulating and not need to be endorsed by the Ministry any longer. We considered this could be achieved if a strengthened requirement to report progress on the challenges to their communities is introduced.
25. We considered that there is still a need to require data-based evidence and to convey progress and outcomes.
26. The group also agreed that the challenges should be able to be widened and that the term Kāhui Ako Goals should replace Achievement Challenges to signal a broader range of areas people could collaborate on that may, in turn, impact positively on learner outcomes.

Recommendations - The Sub-group recommends that:

- *Achievement Challenges are rebranded as 'Kāhui Ako Goals'*
- *Ministry endorsement of Kāhui Ako Goals is not required, and it is expected that members strategic plans will incorporate relevant Kāhui Ako goals and they will report progress on those goals to their communities*

**New Appointments National Panel (NANP)**

27. Survey responses were mostly supportive of keeping the NANP to ensure candidates meet requirements for the leadership role.
28. Some respondents felt the requirements expected in the NANP attestation process was burdensome and that this could be lighter, particularly if previous processes had been deemed strong by the NANP.
29. Some principals have told us they would prefer to see the NANP only be used if they were wanted (particularly for Across School teacher roles) and that they could do the attestation process themselves.

**Sub-Group consideration**



30. The group explored changing the role of the NANP. We considered what an advisory role could look like if NANP were extended into this space and removing the compulsion for using NANP in AST roles where a Kāhui Ako have reached an appropriate level of 'maturity'.
31. The group agreed on maintaining their current role but considers value in exploring how the NANP could support other parts of the system, such as through recognising or formalising a cross Kāhui Ako support function. This could include in identifying areas of good and emerging practice and sharing it across the sector, as well as a mentor and coaching role for Kāhui Ako teachers and leaders.

Recommendations - The Sub-group recommends that:

- *the ongoing role of the NANP is revised to permit less involvement in appointments of AST and Leadership roles in well-established Kāhui Ako, with the NANP determining their level of involvement*
- *that the panel takes on a new role of finding, curating, and sharing promising emergent practice as part of their role in supporting the networking of Kāhui Ako, within the current fiscal envelope*

**Leadership role**

32. We have been told the Kāhui Ako leadership design has in cases lacked flexibility to meet different Kāhui Ako needs. For example, some leaders have reported they find the 2-day release time out of school difficult to manage.
33. Survey respondents were spread more equally on whether the leadership role is flexible enough to meet the needs of Kāhui Ako. Criteria for leadership roles were supported as being enabling of appointing high-quality candidates.
34. Respondents in targeted interviews acknowledged the steps required for some natural leaders to be a Kāhui Ako Leader are too bureaucratic and restrictive. For example, we heard from a retired principal currently leading a Kāhui Ako and how they were required to be formally employed in one of its member schools just to be eligible for the leadership role.

**Sub-Group consideration**

35. We have considered that some schools, kura and Kāhui Ako could benefit from the broadening of the leadership role to enable more flexible options with less formal requirements. The group came to agreement on the potential to shift focus of leadership as a formalised role, to a function which could be opened up to other people in the community e.g., kaumātua. We appreciate this shift would require detailed analysis of the Kāhui Ako funding/resourcing model and is reflected in the recommendation below.
36. This would also have implications for different provider perspectives on leadership, especially in Māori Medium contexts. The group also considered the NANP as being valuable in any analysis and determination of new criteria for a leadership function.

Recommendations - The Sub-group recommends:

- *that further exploration with sector representatives is needed to transition the leadership role into a function within a Kāhui Ako, enabling flexibility in how Kāhui Ako recognise leadership*

**Across School Teacher (AST) role**

37. We explored the balance of release time versus the amount of the allowance for this role. While 48% said they are just right, 37% of the survey respondents said the way the role is remunerated seems incongruent with other teaching and management roles, and this is causing angst amongst teachers and even some principals.
38. Some schools and kura, particularly for primary and in Māori medium, reported, that releasing teachers for 2 days a week is problematic. They also told us that finding quality relief teachers to cover the release time, especially in areas where relief teachers were in short supply, was challenging.

#### **Sub-Group consideration**

39. We considered the need for further technical analysis on the ratio of time and allowance for the role, with options generated/analysed to be taken back to the sector for engagement.
40. We began considering ideas such as a fully released role, such as the Learning Support Coordinators, or a reduced time and money allowance but realised that this should be done as part of a comprehensive breakdown of the roles and modelling of the potential impacts these would have on the fiscal envelope.
41. We also considered there is potential for an administrative support or coordination role in Kāhui Ako, with discussion raising the potential for non-teachers (e.g., administrators) to be in a new across-community supporting role.

#### Recommendations - The Sub-group recommends:

- *That further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Across School Teacher Role, to enable effective collaboration*

#### **Within School Teacher (WST) role**

42. Survey responses were equally of the view that the WST release time was just right or too little (at 41% and 42% respectively). WST salary allowances were primarily viewed as just right (55%) although just over a quarter of respondents (27%) said they were too much.
43. Some principals in secondary schools have commented that they have not always been able to fill all their allocated roles.
44. In general, the WST roles generated far less comment and controversy than the AST roles.

#### **Sub-Group consideration**

45. We explored how roles are currently distributed, particularly in secondary schools, the balance between release time vs allowance, whether the teaching requirements for the role could be changed through collective agreements, and how other teachers in schools can be released to work with the WST.
46. We also explored whether there continues to be a need for a role like this in its current form in the model or whether the two hours a week release time is not enough to do the role effectively.

#### Recommendations - The Sub-group recommends that:

- *Further exploration is needed through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Within School Teacher Role, to enable effective collaboration*

### **Māori Medium**

47. Our analysis showed that for those in Māori medium there were several key issues that have been raised in the previous sections that act as barriers to more kura forming Kāhui Ako. The key issues are:

- not having the flexibility they would like to have in the leadership role and how that restricts their ability to practise tino rangatiratanga within a Māori medium context.
- not being able to backfill leadership or AST roles due to a lack of qualified Te Reo speaking relievers.
- wanting to create Kāhui Ako that are comprised of just kura, and wharekura where available, and that these can be, for example exclusively Te Rūnanga Nui o Ngā Kaupapa Māori or other Māori forms of education provision.

### **Sub-Group consideration**

48. The issues raised in the Māori medium space have also been described in the preceding sections. Given the underlying context and the fact only 49% of Level One and Two kura have joined Kāhui Ako shows there is a wider design question about Te Ao Māori and collaboration that is best suited in this context.

The Sub-group seeks that the Accord note that:

- *Further engagement with Māori Medium is needed to explore if and how the Kāhui Ako model is fit for purpose in Māori Medium Education or Kaupapa Māori contexts*

### **Iwi involvement in Kāhui Ako**

49. Feedback from Iwi that participated in a trial where they received some Ministry funding to partner with Kāhui Ako was positive. They liked how they could be at the governance table and influence several education providers in one space. The economy of scale of Kāhui Ako worked well for them. Other iwi that didn't participate in the trial also noted the benefit of working with clusters of schools, particularly if they had few resources to devote themselves to working with educators.

50. Iwi were strong in saying that they need to be resourced in an ongoing and sustainable way to be able to meet the demands being placed on them by the education sector, and while they were excited about being involved some said they were feeling overwhelmed by the demands being placed on them.

### **Sub-Group consideration**

51. The sub-group recognises that resourcing for Iwi to work and collaborate with education providers is a broader issue across the system and that there is a broader context in which these conversations should occur – not just about Kāhui Ako.

52. While we have had some engagement with the iwi community, we do not speak for Māori and see it as a necessity for further engagement on this matter. The sub-group is therefore only able to seek that the Accord note the following:

The Sub-group seeks that the Accord note that:

- *A wider conversation is required on how Iwi can be supported to partner with education providers and, Kāhui Ako should be involved in that process*

### **Early Childhood Education (ECE)**

53. We found that it is challenging for ECE members to collaborate effectively in the current Kāhui Ako model, particularly when they receive no roles or funding to participate.
54. Survey respondents strongly agreed (35%) and agreed (30%) that Early Learning teachers should be able to hold Kāhui Ako roles in the same way schoolteachers can, and similarly 77 percent thought Early Learning providers should be resourced to be able to participate in Kāhui Ako.
55. Our analysis also showed that the greatest value early learning providers got from being involved in Kāhui Ako was working with primary schools on transitions from early learning into schooling.
56. ECE have found trying to work within some Kāhui Ako school day timelines challenging, especially to attend meetings, that are often held in school time or after school, when it is difficult to free staff up to attend.

### **Sub-Group consideration**

57. The early learning sector has over 5,000 diverse providers and there is a question as to whether a schooling-based model is the right mechanism for encouraging collaboration, either between early learning services or early learning services and schools and kura.
58. We have considered the evidence and feel that there are no immediate changes to the model within the current fiscal envelope that would make it fit for purpose for the ECE space.

#### **Recommendations - The Sub-group recommends that:**

- *Further exploratory work with the ECE Sector is required to find out whether Kāhui Ako is a suitable collaboration model for them and what specific resources would be needed to support their collaboration, within the current fiscal envelope*

Options	Likely time to implement	Potential to create greater flexibility	Potential to contribute to making the model more equitable in regard to access, and/or resources and/or meeting local contexts	Potential to lift teaching and/or leadership capability	Potential to enable accountability for the impact of collaborative work	Will this likely require additional funding?
That further exploration with sector representatives is needed to consider the option to remove the requirement to form around a 0-18 learner pathway and a final recommendation is brought back to the Accord Governance Group on whether the learner pathway should remain a requirement and any changes that will need to be made if it is not including budget implications. This work will give careful consideration to the broader impact on communities and enabling any change to be feasible within the current fiscal envelope	Medium term 2 – 3 years	Yes	Yes	N/A	May reduce accountability for student progress through pathways	May mean changes to the way the model is currently funded
Ministry endorsement of Kāhui Ako Goals is not required, and it is expected that members strategic plans will incorporate relevant Kāhui Ako goals and they will report progress on those goals to their communities	Short term 1 year	Yes	Yes	N/A	Yes	No
1. The ongoing role of the NANP is revised to permit less involvement in appointments of AST and Leadership roles in well-established Kāhui Ako, with the NANP determining their level of involvement and; 2. that the panel takes on a new role of finding, curating, and sharing promising emergent practice as part of their role in supporting the networking of Kāhui Ako, within the current fiscal envelope	Short term 1 year	N/A	N/A	N/A	N/A	Unknown until the additional role is scoped
Further exploration with sector representatives is needed to transition the leadership role into a function within a Kāhui Ako, enabling flexibility in how Kāhui Ako recognise leadership	Short term 1 – 2 years	Yes	Yes	Yes	Yes	May mean changes to the way the model is currently funded
Further exploration is needed, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Within School Teacher Role, to enable effective collaboration	Medium Term 2 – 3 years	Yes	Yes	Yes	N/A	Unknown until the process has run its course

Further exploration, through modelling a range of mechanisms for resourcing and delivering of Kāhui Ako Within School Teacher Role, to enable effective collaboration is needed	Medium Term 2 – 3 years	Yes	Yes	Yes	N/A	Unknown until the process has run its course
Further engagement with Māori Medium is needed to explore if and how the Kāhui Ako model is fit for purpose in Māori Medium Education or Kaupapa Māori contexts	Medium term 2 – 3 years Could be done as part of the wider work programme on Māori medium	Yes	Yes	Yes	Yes	Unknown until the process has run its course
A wider conversation is required on how Iwi are able to be supported to partner with education providers and, Kāhui Ako should be involved in that process	Longer term 3 – 5 years	Yes	Yes	Yes	Yes	Unknown until the process has run its course
Further exploratory work with the ECE Sector is required to find out whether Kāhui Ako is a suitable collaboration model for ECE and what specific resources would be needed to support their collaboration, within the current fiscal envelope	Longer term 2 – 3 years	Yes	Yes	Yes	Yes	Unknown until the process has run its course