



Education Report: Estimates 2021/22 – Draft Performance Measures

To:	Hon Chris Hipkins, Minister of Education		
Date:	18 March 2021	Priority:	High – by 29 March 2021
Security Level:	Budget Sensitive	METIS No:	1250035
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Purpose

The purpose of the paper is to provide draft performance measures and non-financial information for Votes Education and Tertiary Education for your review, as part of the Estimates of Appropriations for 2021/22.

Summary

- I. All our work and activity is focused on shaping an equitable and excellent education system. Expectations are outlined in five Strategic Objectives of the education system:
 - a. Learners at the centre
 - b. Barrier-free access
 - c. Quality teaching and learning
 - d. Future of learning and work
 - e. World class inclusive public education
- II. Along with these Strategic Objectives, the Ministry is focused on building its capability to lead the transformation of the education system to one that is inclusive, addresses unconscious bias and brings Te Tiriti o Waitangi to life in the education system.
- III. The things we measure matter: they signal what we believe to be important. It is within this context that the draft Estimates performance measures and non-financial information for 2021/22 is attached. This is provided to you to review prior to sign off of the final Vote Education and Vote Tertiary Education Supporting Information for the Estimates of Appropriations.
- IV. The key substantive change in the performance measures is the collection and reporting of attendance information for all four Terms (previously only Term 2), disaggregated for primary and secondary education with a further breakdown for Māori students by type of medium (refer paragraph 12).

Recommended Actions

The Ministry of Education recommends that you:

a. **review and provide feedback by 29 March 2021** on the proposed performance measures to be included in the Vote Education and Vote Tertiary Education Supporting Information for the Estimates of Appropriations

b. **forward** the report to your Associate Ministers of Education, for their information

☒ Agree ☐ Disagree

c. **note** we currently expect to provide you with a final version of the Vote Education and Vote Tertiary Education Supporting Information for the Estimates of Appropriations for sign-off around **6 April 2021**

☐ Noted

d. **agree** that this Education Report is not proactively released at this time because final decisions are still to be made on Estimates documents which are Budget Sensitive

Release ☒ / ☐ Not release



Emily Fabling
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Ministry of Education

18/03/2021



Hon Chris Hipkins
Minister of Education

23 / 3 / 21

Under Ministerial Services I would like additional performance measures added:

- * Percentage of Official Information Act requests responded to within required timeframe
- * Percentage of OIA requests proactively published on Ministry website
- * Ministerial briefing papers proactively released

Background

1. Over the last five years we have systematically reviewed performance measures across education agencies to provide fewer measures that are more focused on demonstrating results that the public would expect of an effective education system. The aim is to have measures that demonstrate what is being achieved against the intent of the Appropriation, and how we are making progress towards the Government's objectives for education.
2. We have linked our programme of performance measurement improvement, to monitoring the National Education and Learning Priorities and Tertiary Education Strategy as well as current concerns with COVID-19, economic recovery, achievement, attendance, and our commitment to honouring Te Tiriti o Waitangi and Tiriti settlements to improve outcomes for ākonga Māori and their whānau.
3. The Ministry is also working with our external auditors, EY, to continually strengthen and better articulate our performance measures. This includes assessing the underlying processes in place to capture performance information in a consistent and accurate way. Measures selected for testing this year by EY are school property portfolio management (3), support and resources for education providers (3), primary and secondary education (4), interventions for target student groups (2) and miscellaneous others (3).
4. Recently you received advice about improvements to attendance measures [METIS 1250034 refers] because there is a widely-shared concern about declining attendance since 2015. You have asked us to not only report more regularly on attendance, but also to report on Māori attendance by medium. What we measure matters. Making these changes to the performance measures is a signal that we are assessing our performance against the things that will make a difference to achievement, equitable access and outcomes.
5. The Supporting Information for the Estimates of Appropriations includes non-financial information about the various appropriations funded through Vote Education and Vote Tertiary Education. This includes:
 - the scope of the appropriation, establishing the legal limit of what an appropriation can be used for
 - concise statements of "*what is intended to be achieved*" for each appropriation or category of expenditure
 - performance measures that explain "*how performance will be assessed*"
 - information about who will be reporting on performance and where this can be found.
6. The **focus of the paper is on changes in performance measures** which are designed to show what is being delivered for the relevant Appropriations.

Estimates of Appropriations for 2021/22

Overall changes

7. Our aim is to have measures that are proportionate to the financial investment being made, with broad coverage of quality, quantity, timeliness, and cost aspects of performance.
8. Non-financial information and draft performance measures for 2021/22 are set out in the attached documents for your review. Significant changes to the measures are highlighted in Appendix A. These changes are in addition to the amendments we have already requested for 2020/21 through the quarterly reporting process (METIS 1250034).

Revised Ministry measures (Annex A)

9. The Estimates include measures the Ministry reports directly through the Annual Report and, on your behalf, through Public Finance Act Section 19B reports on non-departmental measures. For 2021/22 our main focus has been on improving attendance measures and addressing audit and other feedback on other measures.
10. The Estimates measures are supplemented by additional asset measures to meet the Treasury's Investor Confidence Rating expectations for 2020/21 (refer page 25).
11. Our external auditors, EY, have informed us that we could improve the maturity of our non-financial performance measures. As set out in paragraph 3, we will be working with them to raise the quality of our measures, better articulate existing measures and strengthen measurement processes.

Improved attendance measures

12. We have revised and updated the attendance measures to address your request for more timely and robust reporting and to split out Māori attendance by medium. This involved changes to the Primary and Secondary Education Multi-Category Appropriation (MCA) set out on pages 18 to 20:
 - providing data for Terms 1, 3 and 4 in addition to the regular Term 2 reporting information for primary and secondary education combined, and for primary education
 - introducing new attendance measures for Māori students split out by English-, Māori- and Mixed-medium, for both primary and secondary education
 - introducing new attendance measures for secondary students to report similar information.

Revised Crown Entity measures (Annex B)

13. The Ministry has also worked with the New Zealand Qualifications Authority (NZQA), the Tertiary Education Commission (TEC) and Education New Zealand (ENZ) to review their measures in the Estimates, taking account of feedback from our policy, Crown entities monitoring and planning and performance teams, and feedback from their own audit processes.
14. Draft information from the Crown entities has been included in the attached document for your review. Crown entity Estimates measures will be supplemented with additional measures agreed as part of their 2021/22 Statements of Performance Expectations.

Next steps

15. We are in the process of confirming "Estimated Actual" figures for 2020/21, drawing on the most recent information available. Typically, we would expect these figures to be consistent with the Final Budget Standard unless currently reported as "Not on track".
16. The draft performance measures are also being reviewed by the Treasury and our auditors with time for us to address any technical wording issues. Your feedback and any subsequent changes will be reflected in the final Vote Education and Vote Tertiary Education Estimates documents when provided for your approval. We currently expect this to be around 6 April 2021.
17. Additional non-financial information may also need to be added to support decisions on Budget 2021 initiatives. The Budget Standard for some measures could also need to change as a result of Budget decisions.
18. We recommend that this Education Report is not proactively released at this time. This is because final decisions are still to be made on Estimates documents which are Budget Sensitive.

Appendix A – Summary of Changes for 2021/22 Estimates

VOTE EDUCATION

Page		Group/ Entity	Significant change?	High-level details of change
Annex A – Proposed Ministry Estimates Measures 2021/22				
Departmental Output Expenses				
1	School Property Portfolio Management	EIS	Yes	<ul style="list-style-type: none"> New measures and output indicators to report on delivery of additional teaching spaces and network services.
3	Support and Resources for Parents and the Community	PICI	No	
Departmental Capital Expenditure				
3	Ministry of Education – Capital Expenditure PLA	EIS	No	
Non-Departmental Output Expenses				
5	Contribution to Other Education-related Organisations	Teaching Council NZCER (via EDK) UNESCO	Yes	<ul style="list-style-type: none"> New Appropriation consolidates appropriations as per MBU submission Two existing measures replaced with measures for availability and use of online teacher portal Hapori Matatū. New measure for NZCER.
5	Early Learning	SE&S	No	
7	School Transport	EIS	No	
7	Schooling Improvement	SE&S	No	
8	Support for Early Learning Providers	No	No	
8	Supporting Parenting	PICI, SE&S	No	
Non-Departmental Other Expenses				
8	Integrated Schools Property	EIS	Yes	Note added for clarification.
Non-Departmental Capital Expenditure				
9	School Support Project	SE&S	No	
10	Schools Furniture and Equipment	EIS	No	

Multi-Category Expenses and Capital Expenditure				
Page		Group/ Entity	Significant change?	High-level details of change
11	Improved Quality Teaching and Learning MCA	ELSA, SE&S	Yes	<p>Curriculum Support:</p> <ul style="list-style-type: none"> Clarification of wording for Reading recovery measure. Digital Technology curriculum measure removed as programme closed December 2020. <p>Improved measures for 2022/23</p> <ul style="list-style-type: none"> The Ministry recognise the Quality Teaching and Learning measures need further improvement and will develop improved measures for 2022/23. The aim will be for robust measures linked to our work on curriculum development and workforce strategy.
12	Outcomes for Target Student Groups MCA	SE&S	Yes	<p>Interventions for Target Student Groups</p> <ul style="list-style-type: none"> New measure added for access to period products. <p>Learning Support and Alternative Education</p> <ul style="list-style-type: none"> Two categories (Learning Support and Service Academies) merged as per MBU submission. Measure for retention and transition of students in Service Academies removed as covered by NCEA Level 2 or higher achievement measure. <p>School Lunch Programme</p> <ul style="list-style-type: none"> Updated measure to focus on continuous provision of lunches every day for those in the programme.
15	Oversight of the Education System MCA	EDK, ESP, SPG	Yes	<p>Policy Advice</p> <ul style="list-style-type: none"> Lift in the Budget Standard for internal assessment of quality of advice. <p>Education Research Initiatives</p> <ul style="list-style-type: none"> This category for NZCER funding has been removed with transfer to "Contribution to Other Education-related Organisations" appropriation above.
17	Primary and Secondary Education MCA	EIS, SE&S, ELSA, BE&S	Yes	<p>MCA Level</p> <ul style="list-style-type: none"> Combined primary and secondary attendance measures updated to cover all four Terms, not just Term 2. NCEA Level measure changed from 18-year olds to school leavers consistent with requested 2020/21 change (refer METIS 1250034). <p>Primary Education</p> <ul style="list-style-type: none"> Updated attendance measures covering all four Terms, not just Term 2, and breakdown for Māori students split out by English-, Māori- and Mixed-medium. <p>Secondary Education</p> <ul style="list-style-type: none"> New attendance measures with breakdown similar to Primary Education. Measure for retention or transition of students in secondary-tertiary programmes replaced with measure of those achieving NCEA Level 2 or higher.
25	Asset Measures	BE&S/EIS	Yes	<p>School ICT Network</p> <ul style="list-style-type: none"> Two measures for connecting to ultra-fast broadband and managed network removed as roll out complete. Wording clarified for the satisfaction measure.

Page		Group/ Entity	Significant change?	High-level details of change
Annex B – Proposed Crown Entity Estimates Measures 2021/22				
1	Oversight and Administration of the Qualifications System MCA	NZQA	Yes	<p>Standards and Qualifications Support</p> <ul style="list-style-type: none"> • New measure for proportion of qualifications that undergo a consistency review in any one financial year. <p>Secondary School Assessments</p> <ul style="list-style-type: none"> • Measure for percentage of NCEA examinations available in digital mode being added through Supplementary Estimate for 2020/21 (refer METIS 1250034).

VOTE TERTIARY EDUCATION

Page		Group	Change?	Details of change
Annex A – Proposed Ministry Estimates Measures 2021/22				
Departmental Output Expenses				
26	Stewardship of the Tertiary Education System	GAVC, SPG	Yes	Policy Advice <ul style="list-style-type: none"> Lift in the Budget Standard for internal assessment of quality of advice.
Annex B – Proposed Crown Entity Estimates Measures 2021/22				
Non-Departmental Output Expenses				
3	Access to Tertiary Education	TEC	Yes	<ul style="list-style-type: none"> Slight change in standard.
3	Administration of and Support for the Tertiary Education and Careers Systems	TEC	Yes	<ul style="list-style-type: none"> New measure for Ministerial satisfaction with monitoring of Te Pukenga and tertiary education institutes.
4	Centres of Research Excellence	TEC	Yes	<ul style="list-style-type: none"> Revised wording of CoRE reporting measure to focus on impacts. New measure for number of doctoral students.
5	International Education Programmes	ENZ	Yes	<ul style="list-style-type: none"> New measures for supporting the implementation of the Strategic Recovery Plan for International Education. Revised budget standard for economic contribution from the sector reflecting the impact of COVID-19. Slight change in standard for customer satisfaction reflecting changed operating environment for customers and changing ENZ work programme.
6	Tertiary Education Research and Research-Based Teaching	TEC	No	
7	Tertiary Sector / Industry Collaboration Projects	TEC	Yes	<ul style="list-style-type: none"> Deleted measure for students in ICT Graduate Schools as funding finished at the end of 2020. Revised wording of CAPE's reporting measure to focus on long-term outcomes. New measure for number of activities supporting business to enhance their effectiveness the Asia-Pacific market.
7	University-led Innovation	TEC	No	
7	Workforce Development Councils	TEC	Yes	<ul style="list-style-type: none"> New measure for approved operational plans and funding in place by 30 June 2022.
Non-Departmental Capital Expenditure				
8	Careers System Online	TEC	Yes	<ul style="list-style-type: none"> New measure for delivery of a suite of tools and datasets as scheduled in the Careers System Online Initiative Roadmap.
8	Support for Lincoln University	Lincoln Uni.	No	
Multi-category Expenses and Capital Expenditure				

Page		Group	Change?	Details of change
9	Tertiary Tuition and Training MCA	TEC	Yes	<p>Community Education</p> <ul style="list-style-type: none"> • New measure for number of Adult Community Education learner hours. <p>Student Achievement Component and Training for Designated Groups</p> <ul style="list-style-type: none"> • Revised targets based on recent performance information. <p>Fees-free Payments</p> <ul style="list-style-type: none"> • New measure for number of learners in Targeted Training and Apprentices Fund-eligible apprenticeships.