

Governance 2.0: A next-generation framework for schools.

A submission to the *Tomorrow's Schools Independent Taskforce*

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Ehara taku toa I te toa takitahi

Engari, he toa takitini

Success is not the work of one, but the work of many.

Summary

- The Tomorrow’s Schools reforms were intended to give parents and communities more control and deal to disadvantage. Nearly thirty years on, inequalities are no narrower; and community control uneven at best.
- No single policy, government agency, organisation or programme can tackle the complex (‘wicked’) social problems of communities (educational problems and matters of social equity included). The challenges of education in this country are embedded in the challenges of communities. All the same, it is important to preserve and enhance community ownership of schools and to re-insert a sense of pride in *all* local services.
- There is plenty of research evidence that shows how important intermediaries are to well-connected, high-functioning social systems. This submission proposes Governance 2.0, a framework that inserts connected systems thinking into the current governance

GOVERNANCE 2.0: Connecting for equity and system learning

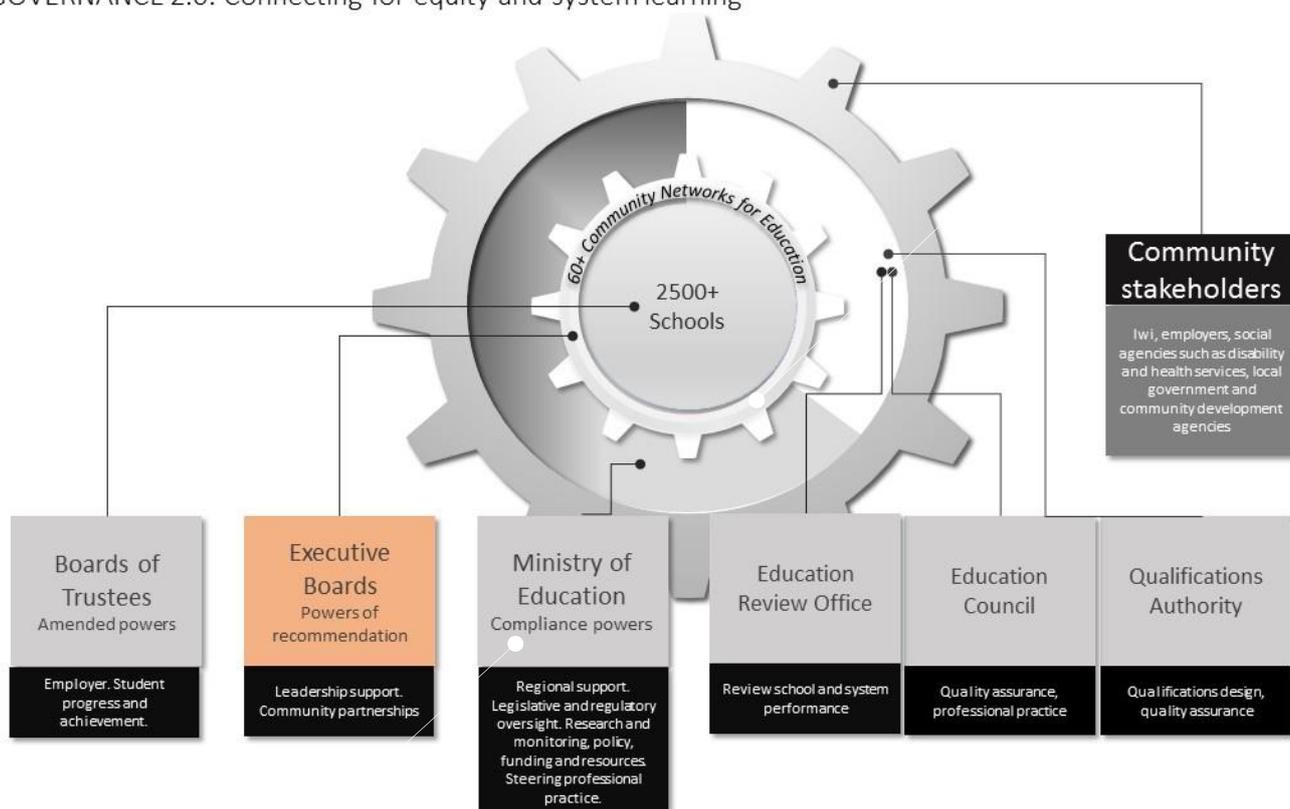


Figure 1: Governance 2.0

settings through Executive Boards. Figure 1 provides a simplified summary. A table summary of the framework is on page 21.

On community ownership of schools and community engagement

- Parent-elected boards are clear markers of democratic principle and community identity and values. Governance 2.0 must clearly articulate the role trustees play in shaping the connection between learning and community. At the same time, boards and their principals need community engagement expertise and advice to release the full potential of the networks they have. Governance 2.0 locates that expertise at the network level.

On defining community and the board's role

- A school is an essential part of a network of educational services, within a social locality, an economic ecosystem, and in an environmental context. Governance 2.0 locates the school as an integral *participant* in network service provision. However, trusteeship should be realistic, meaningful, and relevant to trustee interests and capabilities.

Making vital connections: co-ordinating system learning for excellence and equity.

- Governance 2.0 establishes a Community Network for Education (CEN) (or local education commission) as an entity whose dual purpose is *local* system equity and system learning. Each CEN would have its own independent Executive Board. Each network would have powers of recommendation in the public and crown interest. The CEN will support specialist functions, and be local, small and flexible. By being independent, the network can speak truth to power without compromising official policy positions; and support innovation and experimentation.
- Governance 2.0 would set up school leaders for success. “Network Commissioners for Leadership and Learning” will be system leaders with specific responsibility for the professional performance of school leaders and high-quality system supports for data management and reporting.
- Each CEN would have two Partnership Commissioners for “catalytic leadership” that shapes community inquiry and problem-solving efforts.
- To create an incentive for schools to collaborate meaningfully and purposefully on matters of significance to communities (and government), there must be dollars and expertise located outside the school that adds value to the expertise already in the school.
- School failure is also community failure; interventions, therefore, must be transparent, re-engage, re-empower and strengthen a whole community *at the same time* as focused in-school action occurs.

The supporting play for Governance 2.0

- Property is a distraction to teaching and learning. A separate crown entity is proposed.
- Governance 2.0 would reassign some Ministry activity to Community Networks for Education.
- The quality assurance function of the Education Review Office would be maintained in the Governance 2.0 framework.

Projecting outcomes

- While structural change is explicit and (relatively) easy to effect, more important changes relate to relationships and connections and power dynamics. The least visible change, but more transformative one, is in the mental models that shape educational practice in this country.
 - This submission recommends that the taskforce ensure formative and evaluative research on planned system outcomes alongside any structural change.
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Introduction

- 1. About me.** This submission is based on experience working in the education and community development sectors. It reflects my career as an educator in secondary schools including as Assistant Principal and as a former leader of the PPTA; the dozen years I had as initiator and facilitator of a variety of educational and community development projects in South Auckland as CEO of the City of Manukau Education Trust (COMET) —an award-winning intermediary organisation with unique community development and education interests; my academic interest through my Masters of Public Policy and prize-winning thesis on the interface between local government and education; my work with the New Zealand School Trustees' Association as a provider of governance support services; my authorship of *Southern Transformation: Searching for Educational Success in South Auckland*, published by Victoria University Press in October 2016; my leadership in educational innovation on the board of Ako Matatupu Teach First New Zealand; my direct experience as a school trustee; and my current role as an education consultant and Expert Partner for Kahui Ako.
- 2. How did we get to where we are now?** The Tomorrow's Schools reforms were intended to give parents and communities (including Maori) more control and deal to disadvantage. However, they were also part of substantial public-sector revision in the 1980s —less bureaucracy, more self-management, but with tighter accountability; the creation of markets; more contracting, measuring outputs and paying for outcomes. The reforms splintered education into many self-governing parts poorly connected to each other. The before-and-after of this significant policy shift may never be fully understood; although, in 2009, researcher Cathy Wylie could report that results were, “at best, mixed.” Nearly thirty years on, the conclusions remain the same. Ownership of self-governance is strong, the exercise of powers uneven, cross-system connections weak.
- 3. The challenges of education in this country are embedded in the challenges of communities.** The promise of self-managing schools was to give even the poorest communities power in the democratic mainstream. Instead, educational disadvantage is stuck — and power over systems incoherent and often unaccountable. If we keep doing what we do, we'll make no difference at all to those learners that are currently not well-served in the system. Transformation for equity and to address disadvantage must involve systems change. There is clear evidence for *why* policy shift must occur. In my book, *Southern Transformation: Searching for Educational Success in South Auckland*, I define the problem of current arrangements for education with the communities of Auckland's south in mind. For the most part, I don't intend to revisit those problems here. (The book is also my submission.) However, I am delighted to

further contribute to the Tomorrow's School review; and further elaborate here on a vision for next-generation governance, which I call Governance 2.0. I argue that to re-empower and refocus the system on the things that matter most, there also needs to be a powerful intermediary working alongside schools that understands how community inquiry and collaboration works — and offers support and expertise and resources to invest in real change that delivers more than the sum of the parts.

4. **No single policy, government agency, organisation or programme can tackle the complex ('wicked') social problems of communities** (educational problems and matters of social equity included). Schools are central to place-making. Therefore, it is important to preserve and enhance collective community ownership of schools. Governance that takes ownership away from communities privatises or corporatises educational services and disempowers citizens. While such a model may be efficient, the self-managing "charter" of schools attacks the heart of social democratic practice. Not all communities self-manage well, but their schools are the core of their potential. At the same time, schools cannot be left as frozen islands, shaped as they were in 1989. To become more connected to the educational, social and economic ecosystem of their area — more responsive to demographic shift, more inclusive, more flexible to new skills needs, more culturally connected — "community" needs broader definition. It must be defined at both parent and whanau level *and* at the geographic level where educational services must interact with the social mainstream. To give force to the idea of connectedness with all stakeholders, the wider definition of community must appear in legislation.
5. **There is plenty of research evidence that shows how important intermediaries are to well-connected, high-functioning social systems.** My academic interest and direct experience in intermediary work has been in defining the role of an intermediary for education from a community development point of view; and putting it into practice. This submission recommends an entity operating between schools and the Ministry of Education. A hierarchy of command is not intended here. An intermediary is a *go-between*, an independent negotiator, advocate and advisor, but deeply and systemically connected to schools, the Ministry of Education and community.
6. I have included stories as well as the recommendations usually found in a submission. I am most conscious, however, that a submission can only be a part-explanation of an idea that the Taskforce must explore further.

On community ownership of schools and community engagement

7. Voter participation in school elections is part of a global trend to lower and lower turnouts in democratic voting. Why should this be so? The evidence is inconclusive. General indifference to the ‘representative’ aspect of the work of boards of trustees may offer those with a particular agenda an opportunity to manipulate the system. But mostly it appears that ‘representation’ is the least attractive element of the role – in fact, boards may not be that representative of their community at all (in terms of ethnicity, gender, or inclusion). It doesn’t help participation when old technologies dominate election operations. (A postal ballot? In an age where we do everything online... really?) Nevertheless, **parent-elected boards are clear markers of democratic principle and community identity and values.** We now know that self-managing schools do not, of themselves, increase parent participation in learning. Nor do they all have the capability to fulfil the important role they have been given. On the other hand, building governance experience has wider social benefits in a democratic nation – education’s contribution, if you like, to the building of social capital within communities. The extensive literature on community engagement (in the educational context *and* in community development work) suggests multiple ways to make local decision-making meaningful, powerful, and inclusive. To have parent-elected boards, or not to have, is not an either/or question. The important point is for a community to have control over the things that matter to

School trustee elections

In 2016, 14,800 people stood for election at 2,400-odd schools. That’s a substantial exercise in representative democracy. However, 43% of schools didn’t go to a vote – in other words, more than a third of schools had less than or equal numbers of nominations as vacancies.

Who voted? 22% of voting papers were returned nationally, but in Auckland parents were significantly less interested than this (82% of voting papers were not returned.) Decile does not appear to be strongly connected to voting. Nor is school size. Auckland voter turnout in 2016 was lowest in the Howick ward and highest in the rural wards of Franklin and Rodney. Of the 85+ secondary schools in Auckland, 60 went to a vote, but only 13% of voting papers were returned. In fact, 26 secondary schools had less than 10% of parents who voted. Auckland intermediate schools also had low participation rates: of those that went to a vote, only 12.9% of parents voted¹.

Box 1

From data provided by the Ministry of Education through Official Information Act request, 2016.

it—and are within its capacity to control effectively. A strong mechanism to support and enhance trustee practice is therefore essential; as is a review of the functions it is reasonable to ask trustees to perform.

8. Governance 2.0 must clearly articulate the role trustees play in shaping the connection between learning and community. Social values and community-building practices inform why and how candidates arrive on the board as trustees. For example, in Pacific and Māori communities family and group connections matter. These ties determine reciprocal obligations of support. Hierarchy matters too: respect is key. Respect is earned through the doing, the volunteering, organizing and leading of a group; or through leadership of church or marae. This builds profile: but these are not prerequisites for exercising the trustee role. Trusteeship, therefore, is shaped by the interaction between the principles of good governance or the rules of operation, and the community's expectations of leadership through social ties and service. Strong community values and shared identity can be powerful forces in support of student achievement. How can Governance 2.0 build on this?

9. Boards of trustees need more than a To Do list of information-sharing activities and events to get parents or community involved in the school. However, community and cross-school connections have often been left to the

Welcome Aboard

The primary school, in the heart of South Auckland's Pacific community, has a roll of 424 students and 510 parents on the electoral roll. Only rarely over many years has there been more nominations than vacancies at the triennial elections.

The board has been led over the last 20 years by a Pacific community leader who has had children or grandchildren at the school but no longer does, and who has run a sports programme all of that time – his interest in the school apparently confined to the success of the sport. This year, two other board members are re-standing - but have struggled to meet attendance requirements for board meetings. The principal, about to retire after many years at the school, tells me the board chair and his two colleagues have never attended board training. He wants to refresh the board as part of his legacy. This time ten parents put their hand up to be on the board for five places. This suggests a mood for change.

The interest in voting may only be a proxy for 'community engagement'. 43 parents vote, a turnout of 8.4% (or non-turnout of 91.6%). The top candidate receives 32 votes. The next two candidates are clear winners, at 22 and 16 votes each. For the last two places on the board, there are three candidates with 11 votes each.

The rules say that in the event of a tie, the places are decided by lot. The board chair insists on being present in the principal's office when the names are being pulled out of the hat. Happily, his name is the first one drawn. Net outcome: three board members re-standing get re-elected, their status as Pacific leaders intact, their respect preserved.

Box 2

initiative of professional leaders (or may not even lie within their capability - it's never been part of professional formation). The work of trustees in creating 'powerful connections' needs to be an explicit element of their role. However, they won't be able to do this alone.

Boards and their principals need community engagement expertise and specialist advice to release the full potential of the networks they already have.

This submission proposes that it become a 'network' function, the responsibility of an intermediary level in the Governance 2.0 framework.

On defining community and the board's role

10. **A school is an essential part of a network of educational services, within a social locality, an economic ecosystem, and in an environmental context.**

Governance 2.0 would be explicit about making these connections. The literature

associated with community-building, social empowerment and equity is vast and it is not my intention to review it here. However, it is important to recognise that a school is more than its parent community; they are complex institutions serving as cultural pivots, pipelines of skills, safe havens and challenging spaces, social agencies and learning places. Teachers, parents, students, researchers, politicians, liberals, conservatives, activists, business leaders and community leaders may express very different views about the purpose of schooling. However, a school is a crown institution with obligations to act in the broader public interest. Important conversations about education often include matters that reach beyond the school gate (I refer elsewhere¹ to the power and

governance issues that impact on bilingual learning, for example). Governance 2.0 offers an opportunity to shape those conversations through "catalytic leadership" (see below).

Defining community

Few principals like the thought of a new school in their neighbourhood, even as the market of families and housing in their area expands. Indeed, in amusing succession at Flat Bush, as six new schools were each proposed, built and opened in a planned network to meet population growth, principals anxiously jostled for position. Existing schools leveraged the status quo as the obligatory consultations took place. "We *are* the community," says one principal at a public meeting, identifying herself as the spokesperson for all parents and defender of what they want.

The Howick Local Board member tells me, "Who gets a say here? How dare [the principal] tell us what community is. It certainly isn't defined by her school."

Whose views count?

Box 3

¹ Vester, B., 2016: *Southern Transformation: Searching for Educational Success in South Auckland*, Victoria University Press, Chapter 5 Governance and Power, pp98-120

11. **Governance 2.0 would set up a school board for success.** Equity in education requires re-negotiation of the power balances that operate within education and that impact on it. The tasks for boards are many, complex, and high-stakes. Advice and Guidance from the Ministry of Education, the Education Review Office and the NZSTA is often lengthy and poorly pitched (with reading scores at professional degree levels). There is currently no “quality assurance framework” over the work of boards (unlike the work of teachers or principals). Yet they do perform a vital function. A poorly-performing school impacts on other social agencies, on community skills and access to expertise. The sanctions for failing boards are limited and disempowering. It would be tempting to import into dysfunctional schools well-paid professional trustees to support the board —and this could be a partial solution. However, it is not satisfactory by itself because it introduces new inequalities in powers and relationships.

12. **Trusteeship should be realistic, meaningful, and relevant to trustee interests and capabilities.**

While boards in other areas of public life (business, not-for-profit) would normally have oversight of the performance of their leader, it is unfair to ask boards of trustees to be operationally responsible for the annual performance appraisal of their principal; or to critique the advice they are

Professional Appointment

Appointing a principal is the most important task of a board of trustees but only one of the complex and far reaching challenges that a board is expected or required to deal with.

There is the usual seven-member school board line-up: five trustees, the principal and a staff trustee. The principal resigns. His departure is irregular, but still he wants to exercise influence on the succession plan. The staff representative wants to apply for the principal’s job and so now he has a conflict of interest. The board chair’s efforts to manage complicated human resources problems exhaust him. He resigns. So now there are four trustees, newly elected. One trustee has no email address or phone, so communication is difficult—she has missed three out of five of the last board meetings. Effectively, three trustees.

Solly becomes the new board chair. He and his two colleagues, Elli and Aroha-Marie, plunge straight into the task of appointing a new principal. They want to do it right, they are full of hope for the task, feel honoured, even. They decline the help of the departing principal’s mate down the road. The principal’s last shot: you can do this yourself. Up to their gumboots in tricky industrial relations and poor executive advice, the three board members are embarrassed when they get stuck. “I had no idea we would have to appoint the new principal! We thought that the Ministry of Education would come in and we could start all over,” says Elli.

Appointing an educational leader is a professional task. The trustees may get it right, and surely get the blame if it goes wrong; but they’ve been set up by the system. They don’t know what they don’t know. Of course Solly, Elli and Aroha-Marie should be part of principal appointment for their school. How could this be done in a way that doesn’t destroy their mana or their commitment to their children, and preserves their ownership?

To not supplant this important community power, Governance 2.0 inserts a mandatory advisory mechanism. Firstly, the resignation of the CEO of a crown entity triggers a report to key stakeholders. Secondly, a moderated expert sits alongside every board as the new appointment is being made. Finally, there is input from network leadership or the Executive Board. Together, this ensures independence and expertise is available for sound decision-making.

Box 4

given about curriculum design or the technicalities of NCEA results; or to review million-dollar crown property projects. Performance management is a highly complex task that should comply with professional quality assurance standards. Boards will take the advice of their principal—who has interests to protect. Boards should be able to provide input into assessment of their leaders but must surely rely on the independent advice of experts. That advice should be located as closely as possible to the work of teaching and learning; open to both formative feedback and summative measures; purchased through a system intermediary with funding-holding capacity for this purpose; and equitably available to both urban and rural schools, large and small.

Making vital connections: co-ordinating system learning for excellence and equity

13. A back-bone is an essential piece of body infrastructure. In biological terms, it performs a vital function; stand up anyone without a spine. Here, we define it as an independent community-led, crown-owned entity dedicated to connecting and co-ordinating the richness of system and community resources. How do successful initiatives for social improvement make a substantial/ large-scale difference? Kania and Kramer (in their work on collective impact theory²) identified five conditions for change. One of those conditions is the presence of an independent ‘backbone’ for collective action. Here, I prefer to refer to the intermediary role as that of a commission, or Community Network for Education (CNE), as the system’s supporting structure for schools working together, with and alongside the Ministry of Education, schools and boards, and key stakeholders to create network improvement³. I have proposed these as ‘commissions’ since inquiry is core to

² Kania, J., and Kramer, M. (2011, Winter). ‘Collective Impact’. *Stanford Social Innovation Review*.

³ See also the work of Anthony Bryk and others through the Carnegie Foundation (Bryk A. S., Gomez L. M., Grunow A. 2010: Getting ideas into action: Building networked improvement communities in education. Carnegie Foundation for the Advancement of Teaching, Stanford, CA. Retrieved from <https://www.carnegiefoundation.org/resources/publications/getting-ideas-action-building-networked-improvement-communities-education/>

their work; to highlight their status and importance; and to denote their public service purpose. Governance 2.0 as proposed here delivers on the following system needs:

SYSTEM LEADERSHIP	STRONGER PARENT ENGAGEMENT	DATA QUALITY	PARTNERSHIP	FUTURE FOCUS
<ul style="list-style-type: none"> ✓ A career structure ✓ A pivot for sharing best practice and learning ✓ Better quality assurance ✓ Better support 	<ul style="list-style-type: none"> ✓ Strengthening and supporting engagement expertise 	<ul style="list-style-type: none"> ✓ Providing resources and support for quality data management, analysis and learning 	<ul style="list-style-type: none"> ✓ Growing iwi involvement ✓ Establishing labour market links ✓ Connecting to community resources 	<ul style="list-style-type: none"> ✓ Systemic inquiry on structures, processes, outcomes ✓ Vehicle for innovation

14. Governance 2.0 establishes a Community Network for Education as an entity whose dual purpose is system equity and system learning. A network would be inclusive of the Kahui Ako currently operating; but for purposes of efficiency and inclusion would cover geographical areas (urban) of population between 40,000 to 120,000; and smaller in rural areas (see Appendix 1). Membership of a network is mandatory; but of course smaller clusters of operation are possible. While geography connects to logical community boundaries (for example, at local government level) which schools belong to which networks ought to be a matter of negotiation, since there already exists clusters of practice for various purposes.

15. ‘Equity’ should be a deliberate objective. ‘System equity’ is about ensuring all children have culturally appropriate, professional and effective services that enable them to succeed at school. The work involves *meaningful inclusion* as well as *targeted problem definition and action*; uses data for *consideration of systems, services, and powers* – for example, negotiating at community level the delivery of crown obligations under Te Tiriti o Waitangi. ‘System learning’ is about using inquiry and conversation and formal investigation to explore ways in which educational services deliver value in schools and to the community.

16. Each network would have an Executive Board. The five-member board would be elected through an Electoral College. All of the boards of trustees in the network would be able to nominate someone for the Electoral College and vote (i.e. if there are 35 schools in the network, then the electoral college will have 35 electors, plus two. The Minister of Education would also be represented on the Electoral College (one vote), but

with the power to appoint a chair and to veto (with cause) nominees to this crown entity; and local iwi would also have representation on the Electoral College (one vote or as otherwise negotiated). Nominations to the network’s executive board should be public and open; with Maori representation determined by negotiation. However, quality assurance for the final slate of nominees (say, up to 12) must include a set of criteria for nomination. The Electoral College elects the Network Executive Board for a four-year term (for smooth transitions). The roles are paid, in much the same way as for other crown entities. An Executive Board has the option of establishing its own local Advisory Boards (for example, to add employer voice or student voice or Pasifika voice to its work).

17. **Each Community Network for Education would have powers of recommendation in the public and crown interest.** Taking a community empowerment approach, CNE leaders would be expected to *guide, advise, support, align, connect, co-ordinate* and *be an advocate* on a range of matters related to network outcomes and public interest. Network leaders would be human-centred. Their work will be about relationships. The intermediary envisaged here is *not* a local administrative centre; but a small, nimble, flexible, entity with its own governance. I stress that just “adding a layer of bureaucracy” is inefficient. A network commission performs a function that all the evidence suggests is missing from our current governance model. It is not a ‘take-over’ (although some Ministry and some board of trustee functions will be reassigned to the network). A Community Network’s powers are very different from those of an administrative body. By being independent, the network can speak truth to power without compromising official policy positions.

“Backbones must balance the tension between coordinating and maintaining accountability, while staying behind the scenes to establish collective ownership”⁴

IN SCOPE	OUT OF SCOPE
<p><i>Powers of Recommendation</i></p> <ul style="list-style-type: none"> • Leadership support – principal appointment and appraisal and professional learning • Partnership management. • System inquiry, advocacy, advice, negotiation • Data expertise • Community engagement expertise • Contract management on behalf of schools or the Ministry of Education 	<p><i>Powers of Enforcement</i></p> <ul style="list-style-type: none"> • Employment of principals or teachers • School reviews • Statutory interventions • Board training & support • Administrative functions for the Ministry of Education • Policy development • Legislative oversight

18. Recommendation is powerful when it is transparent, discoverable and able to be resourced. An intermediary is more than a Kahui Ako: it is an independent entity, with a great deal more focus on community interests and good governance (See also Q & A, para 28.10). An intermediary's strength lies in its limited mandate and the experience and wisdom of its personnel. A mandate is a powerful aid to implementing policies and aligning purpose across the system, but it must be precise and limited. The CNE leaders are there to shape professional collaboration, dialogue and communication focused on promoting authentic learning so that no teacher, place of learning or leader is isolated. It supports connections to community resources. The CNE would be a resource, small, flexible and nimble, able to contract in data experts, professional development providers, and social services, for example, according to the needs of schools and the network itself with its own budget *alongside* the collective contributions of schools and other stakeholders. It's oversight of professional leadership should be well-connected to the system's levers for quality assurance at all levels of the system. It should be a trusted partner in school and network improvement, not a policeman of the system. In this manner, the network becomes the "backbone" for school excellence and equity.

19. Who would do the work of the network? I propose three distinct roles, the first of them described here. **"Network Commissioners for Leadership and Learning" will be system leaders with specific responsibility for the professional performance of school leaders and their assessment of student outcomes.**

Quality leadership for schools currently boils down to how well our (approximately) 2500 self-managing boards oversee their principal's work and how well they can interrogate the principal's data on learning outcomes. The Network Commissioner for Leadership and Learning is one *role* within the intermediary function. The person/s holding that role would not replace the final sign-off from a board of trustees about their principal's professional competence; and would not be the employer of school principals; but would be a trusted and respected member of the profession, able to provide credible professional leadership to all principals in the network, assess their strengths and support their learning needs. The role would deliver independent assessments and advice to a board, at any time, on matters relating to the meeting of professional standards and

"...a trusted and respected member of the profession, able to provide credible professional leadership..."

ethics (for principals and senior managers) as required by the Education Council and in accordance with other legal obligations of employers. The Network Commissioner for Leadership and Learning would have sufficient funds (including from the discretionary budgets of schools) to purchase (from independent providers) any expertise required for the network to realise its vision and/or shift student outcomes. It is not recommended that the employer for this role be the Ministry of Education or its regional office. Independence creates the opportunity to build professional relationships of trust. It also allows network leaders to make recommendations (on any matter, including matters of policy) to boards, the Ministry of Education, and other social agencies. This creates an open agenda and allows innovative thinking and experimental practice – these are core requirements for future-oriented systems.

20. **Governance 2.0 would set up school leaders for success.** To grow system learning, develop and reward system leaders. Network Commissioners for Leadership and Learning should be able to recommend professional growth opportunities for principals and senior managers that could include secondments to other parts of the system (for example, to the Education Review Office, the Ministry of Education or other agencies), good-practice experiences and sabbaticals, for example.

21. **Support for valid, reliable assessment of student outcomes and their reporting can become a system strength.** How do we know how fast we are driving? Does the network deliver equity / value for families? How do we know? The dials of network performance are critical to system improvement. Student progress and achievement involves technical measurement and a high degree of skill in data analysis. Not all principals—and especially those at the beginning of their career—will have the capacity to prepare governance level reports for a lay audience (as distinct from technical exposés for professional peers). And not all trustees have the skills to critique progress and achievement reporting. NCEA is flexible, for example, but very complex—even for professionals in the school! Some schools use data well; but strengths may be unevenly applied or located remotely from schools. It may also be that the pool of expertise is currently limited. These challenges are not insurmountable. Build data analytics experience system-wide for mid-career educators via secondment, for example; bring in professional development providers; or purchase skills from specialists. Locate responsibility for network approaches to data management and quality within the Community Network for Education. The advantages include spreading and growing capacity and responsibility; shaping expertise-sharing attitudes; removing the confusion of

accountabilities currently inside the Kahui Ako model; and embedding ownership and responsibility for equity and student outcomes within local practice.

22. I recommend two Network Partnership Commissioners for “catalytic leadership” that shapes community inquiry and problem-solving efforts.

The roles are entirely new...

The two roles together reflect system commitment to Te Tiriti. The roles are not for ‘organisational leadership’, ought to have some ‘professional’ expertise, but are principally about ‘community leadership’. My experience in Manukau on a number of projects taught me that *the catalyst for change comes from process, not structure*—but strong structure helps good process! Catalytic leadership involves raising awareness within and beyond the network on any issue, bringing people together to understand and address problems, developing strategies and options so that people can act together, implementing, monitoring outcomes, sustaining and improving. The two roles above are entirely new in the New Zealand educational landscape. It would require the system to build fresh skills and adapt current resources (such as those developed for Kahui Ako: Communities of Learning—although note that the practice of community development is already well developed in New Zealand in other contexts). Education Network Partnership Commissioners would align the strategic goals of schools and other social services to community aspirations and needs. He/she would also act as a catalyst for co-design thinking, collaborative working, and collective impact — including the delivery of crown partnership obligations alongside system learning. Those in the role would encourage stakeholders to ask “the right questions”⁴. Much recent research on collaborations has focused on the attributes and actions of ‘backbone’ leaders⁵. Kania and Kramer (2011) assert the importance of *adaptive leadership* – that is, the capacity to raise awareness of the issue at hand, to be able to identify opportunities and challenges in any given situation, and to be able to act as negotiator and intermediary across stakeholders. These leaders must have the capacity to see the bigger picture, to build relationships of trust, to act out of personal passion and strength of character. They would be expected to show courage and moral and social intelligence. Catalytic leadership is professional—and the job description requires a set of skills that may be found across all social sector organisations, not just within education. These would be full-time career roles. Each network should include relationships with iwi, whanau and other Maori networks as core business.

⁴ For example, with parents using the techniques developed by The Right Question Institute <http://rightquestion.org/partnering-with-parents/>

⁵ <http://www.collaborationforimpact.com/the-how-to-guide/phase-3-organise-for-impact/build-the-backbone-infrastructure/>

23. **To create an incentive for schools to collaborate meaningfully and purposefully on matters of significance to communities, there must be dollars and expertise located outside the school that supports the expertise already in the school.** Governance 2.0 will provide a mechanism for a school to be able to ‘bid’ for collective inquiry into matters of board or network or national interest (see Box 5) knowing that the inquiry will have status and resources over and above those it already holds. The most important work will still take place inside schools. The lesson from around the world on effective collaborations is that they must be appropriately resourced; and have the commitment of the participants. We should not be talking about a bureaucracy here: aside from the three roles described above, a tiny secretariat, a small *local* office (with co-location with other social agencies a possibility), a data manager, some communications expertise

Sample questions for *Community Inquiry*

- Special education and RTLB services: How can learning support follow learners seamlessly through the network?
- Attendance: What is the best approach for addressing attendance issues across the network?
- STEAM learning: How can we strengthen [Mathematics] competence in our learners?
- Curriculum: How can we best align the curriculum to the current work opportunities and changing skill needs of industry in our area?
- Graduate profiles for Maori learners: Who sets the *moemoea*? Who tracks the reality? Who measures it?
- Being bilingual: How do our schools support mother tongue languages?
- Qualifications: What kind of qualifications should our schools offer?
- Early childhood: are learning experiences available in our community adequate and appropriate? How do we know?
- What kind of pedagogies will we need to enable students to be confident users of technology and more successful learners?
- Small schools: What resource efficiencies can be achieved through collaboration?
- New schools, enrolment and zoning: How does the network address population growth?

Box 5

and community engagement facilitators might be enough.

Community Networks for Education should be *local* and *nimble*. The needs of networks will differ. Some networks will serve communities with complex needs in a challenging social environment, and co-location with other services (such as re-organised Resource Teachers of Literacy and RTLB and special needs services, health facilitators, etc.) Funding could be formula-driven at base, but must also align with equity considerations.

Network Communities for Education must include funding to purchase external services and expertise (may involve resource reassignment from other parts of the system). All networks should have the resource to conduct at least one major inquiry per annum; and support action and monitoring.

24. What happens when what a community wants isn't what the government wants?

There will be times when community aspirations and national policies and priorities don't coincide. Is that a problem? Sure. To get this right, the purpose of the Community Network for Education must be clearly articulated in legislation (i.e. equity and system learning). When what a

A community approach to a 'wicked' problem

Student disengagement from schooling is a 'wicked issue'. A whole chapter of my book is devoted to the vexed question of student attendance and self-managing schools - including two community case studies (for the suburbs of Manurewa and Otara).

Attendance is complex: the work of social agencies, district health boards, and community organisations are as important in addressing the underlying causes of poor attendance and its consequences as the work of schools. In Manurewa (defined as a ward of the local board area, with a population larger than the city of Palmerston North), truancy levels are running about 5% above the national average (based on latest available evidence). Despite over twenty years of widespread concern about the levels of student disengagement in the suburb (and actions including from social agencies, local government, police and justice services and health providers), the problem has remained intractable.

Quality *community* problem-solving involves (a) collecting reliable data; (b) having the resources to collate and share this information; (c) having a forum in which to analyse evidence and plan action together; (d) shared commitment to working together; (e) a monitoring mechanism on outcomes; (f) a review process. Collective inquiry-in-action is only possible when there is a 'backbone' organisation or layer that can lead, facilitate and report on actions in all of the parts of the community; that is, a community governance mechanism that is able to take a bigger-picture view of child vulnerability and family inclusion in learning.

The theory behind Kania and Kramer's collective impact approach will be familiar to Taskforce members. There is a sector blind-spot: education's contribution to community action is largely limited to the mandate for action by an individual board and its own resources available for shared action. Community questions for problem-solving are different to those suggested by the Ministry of Education in advice to schools. Community-level questions might involve input from other agencies: Does school attendance in our suburb match the national average? Can we see any connection with youth crime statistics (police input)? Where are the hot spots of absence from school (Maori warden input? Youth truancy service?) Does health have an impact on attendance patterns? What are other social agencies doing in this space? Are community goals for attendance realistic? Is the trend across the network an improving one? What collective action can we take that will have impact?

Box 6

community wants doesn't demonstrably deliver equity and system improvement, then there must be powers of veto with the Minister. Secondly, make substantive inquiries part of a 'bidding' process; not all questions will obtain the resources needed for activism. Thirdly, recognising that democratic activism is legitimate, there must be care, but great flexibility and transparency, over processes and outputs. *How* communities arrive at conclusions and advocate for them will be as important as the conclusion itself.

25. Schooling improvement work / system learning exercises (located in schools and across networks) and statutory interventions will often sit side-by-side. There are limitations to current approaches to dysfunctional schools and I won't examine them here. **School failure is also community failure; interventions, therefore, must be transparent, re-engage, re-empower and strengthen a whole community at the same time as focused in-school action on student achievement occurs.** So where should the power of intervention lie? It is not appropriate to say that some dysfunctions can't be addressed by communities. In a publicly-funded education system there are obligations to ensure that all learners are well-served —and that is a *collective* obligation from all parts of the system, requiring collaborative problem-solving. Leadership is important. The skills required for turn-around must include community development as well as educational expertise (often not located in one person.) The responsibility for triggering intervention is a Ministry responsibility. However, the role of an intermediary must include facilitating the search for solutions. The process must be shared; with a *menu of tools* at the disposal of the school and the network for prompt, effective and sustainable intervention.

The supporting play for Governance 2.0

26. **Property is a distraction to teaching and learning.** I have observed boards that spend more time on property matters than on teaching and learning. Perhaps the colour scheme for the foyer is easier to manage than data analysis of NCEA results. Principal time on property renovations might be a component of the job that some find engaging; but how essential is it to leadership of learning? How much expertise will a principal or board members have in property management? The efficiencies in management of the crown assets (buildings, grounds) are not transparent, and nor is equity in property provision. We know that a modern, comfortable working environment supports positive attitudes to learning. We also know that property development must follow sound

pedagogy and curriculum design. There is a good argument for keeping maintenance of broken windows and blocked toilets close to the action (in larger schools an Executive Officer or similar takes responsibility for this; in remote rural schools the whole community might have to rally around). There is an equally good argument for ensuring that school leaders and their boards have early and meaningful input into the design principles behind property redevelopment. However, it seems that large schools find property management easier than small schools; and that small schools have inadequate support and resources for redevelopment work. Therefore, a special-purpose crown entity to manage the property portfolio and a capital expenditure budget may encourage lateral thinking and maximise efficiencies.

27. Governance 2.0 would reassign some Ministry activity to Community Networks for Education. The Ministry should focus on its policy, research, and legislative oversight functions and its student achievement and facilitative functions may form part of the intermediary core. Through the transition to a new model, the Ministry would maintain its powers to ensure compliance with legislation, to develop strategic policy and services, offer system steering and conduct research and evaluation. The co-ordinating function of the Ministry that ensures that early childhood, school, tertiary, Education Council, ERO, NZQA and other crown entities function appropriately will be maintained. A regional presence would continue to be necessary to, for example, co-ordinate Community Networks for Education. However, to maintain independence and minimize provider capture, avoid co-location of Community Networks for Education with Ministry of Offices.

28. The quality assurance function of the Education Review Office would be maintained in the Governance 2.0 framework. The very first ‘network’ review of education took place in Auckland in the 1990s in Mangere and Otara. It turned school performance into a public conversation, and triggered intervention on an unprecedented scale. However, it was unable to ensure sustainability of network collaboration beyond “projects”. While projects are useful, they must translate into Business As Usual. The Education Review Office may turn its attention again to network effectiveness and sustainability; but under Governance 2.0 it would know that better structures for ongoing *system* learning and ‘turnaround’ actions are in place.

29. Q & A.

29.1. Would the principal be a member of the board of trustees? The reality is that most principals lead board thinking; and boards should and mostly do take the advice of the professional leader on professional matters. A principal can exercise

power whether on the board or not. The position is, however, an anomaly and complicates accountability.

29.2. Would the staff representative be a member of the school board of trustees?

These are crown institutions, not private entities. By and large, the role of the staff trustee has been accommodated in the current model. It seems like it would be Good Employer practice to continue to have a member of the staff at the board table under Governance 2.0. This is not a matter that should distract from the bigger attitudinal shifts required.

29.3. Where is student voice? With good training, students can become contributing trustees. However, training should be a compulsory requirement upon election. More useful, though, will be the support all trustees receive to ensure student voices can be heard on all matters of relevance and interest to them. This requires a deliberate approach to ensuring student voice is heard within school and system decision-making.

29.4. Who employs the network commissioners? The Executive Board is the employer for all network positions; and fund-holder for network assets. Each Executive Board would identify its own management systems and accountabilities from within the funds allocated to it.

29.5. What funding would an Executive Board have? Funds would include provision for the employment of three-five commissioners, a small secretariat, and the contracting in / secondment of specialists. In addition, an Executive Board can bid for resources to conduct system inquiries and other system improvement actions from a pool established for the purpose. The Ministry of Education would manage the pool according to system priorities and needs.

29.6. Who is the Executive Board accountable to? As an independent Crown Entity, the board would report to the Minister through the Secretary for Education. One of its tasks must be to publish a Statement of Intent and prepare an Annual Report, in much the same way as other public entities do. Good communications practice would suggest regular reporting to stakeholders in a variety of forms. Accountability means responding to the question: How will [we] a community / government know that change is an improvement?

29.7. What about the Lead Principal role for Kahui Ako? Existing contracts will expire. Lead Principals would be eligible for full-time appointment to the Network Commissioner for Leadership and Learning roles. (See also 28.10 below.) The cluster

work of Kahui Ako could continue under the sponsorship of a network. As this impacts on employment agreements, this would be a matter of negotiation.

29.8. *Would Governance 2.0 cost more money?* The purpose of the change is greater system equity and greater participation in network learning and improvement. All transitions have a cost. The re-allocation of system functions within the Ministry of Education and relieving schools of costs (such as principal appointment and appraisal) would result in some efficiencies and more effective system performance.

29.9. *How would we know that we have made a difference?* The original Tomorrow’s Schools transformation (Governance 1.0) didn’t include any measures that would demonstrate whether the intended outcomes had been delivered. The shift itself became the task. Governance 2.0 is intended to address inequalities and improve system outcomes—and research evidence and experience suggests that creating system linkages and mechanisms is vital for that outcome. Of course, we need to check whether the changes proposed here indeed trigger the desired social, economic or attitudinal shifts. **Add formative and evaluative research on system outcomes to any change process.**

29.10. *What are the similarities / differences between a Community Network for Education and a Kahui Ako?*

Community Network for Education	Kahui Ako: Community of Learning
<i>Structural, independent entity</i>	<i>Voluntary, loose participation</i>
<ul style="list-style-type: none"> • Formal career step to system leadership (as Commissioner for Leadership and Learning) • Full-time system leadership • Accountable to an Executive Board for system-level outcomes • Expert governance oversight of personnel, operational effectiveness and outcomes • Greater focus on equity and community interests • Equitable access to pool resources for teacher release • Larger geographic network, with scope for smaller cluster actions. • Greater scope for innovation and cross-fertilisation of ideas. • Resources for iwi, hapu and whanau involvement (through Network Partnerships Commissioner roles) • Powers of recommendation through evidence and inclusion, advocacy 	<ul style="list-style-type: none"> • Lead Principal responsible to one employing board • Part-time system leadership • Conflicts of interest within role • Limited accountability and public reporting of outcomes • Scope for innovation limited to approved ‘challenges’ • Limited involvement of boards • Primary focus on ‘our school’ interests • Teacher release for collaborative work • Smaller clusters • Resource-intensive for iwi who wish to be involved. • Limited power to influence and advocate.

SYSTEM LEVEL		RESPONSIBLE FOR:	POWERS:
School	<p>Management: Principal / senior leadership</p> <p>Governance through Elected board of trustees:</p> <ul style="list-style-type: none"> • Parent, whanau, iwi connections • School strategy • Employer role • Oversight of school finances <p>Resources: Staffing, operational funding</p>	<ul style="list-style-type: none"> • Powerful connections to whanau and community • Responsive curriculum • Student progress and achievement 	<p>School-based decision-making</p> <p>To determine policies and plans in accordance with community aspirations and government priorities.</p>
<p>Community Network for Education– the ‘backbone’ of collective action</p> <p>(each network small, independent, flexible, focused on system learning and system equity)</p>	<p>Network leadership / expertise:</p> <ol style="list-style-type: none"> 1. (up to 60) Network Commissioners for Leadership and Learning* 2. Network Partnerships Commissioners* x 2 (including kaiwhakahaere or facilitators of partnerships) <p>Governance through Executive Boards: 5-person board appointed by Electoral College*.</p> <p>Resources: Pool funding to purchase services and expertise (e.g. quality principal appraisal / PLD services / data experts / local-level research and initiatives/ expert partners).</p>	<ol style="list-style-type: none"> 1. Professional performance of school leaders. Network-level data analysis and outcomes measurement. Growing data capability. 2. <i>Catalyst</i> for community inquiry / problem-solving efforts. 3. Ongoing system learning and improvement: ensuring network goals (including for equity and inclusion) are set, actions designed and implemented, and outcomes monitored. Facilitating connections for Maori learner outcomes. <p>Community empowerment approach.</p>	<p>Powers of recommendation in the public and crown interest:</p> <p>To <i>advise</i> principals and boards of trustees and the Ministry of Education (special powers for principal appointments), <i>guiding</i> vision and strategy, quality data management and use, offering community engagement expertise and support.</p> <p>To <i>advise</i> Regional Director of Education on school zoning, governance interventions, or other matters related to network performance and interests.</p> <p>To facilitate partnerships and leverage resources for collective goals and outcomes.</p> <p>Employer of cross-network services: e.g.RTLBs.</p>
Special-purpose crown entity for property	CEO and board	<p>Management of crown assets in education property, including proposing construction of new schools and rationalization of property.</p> <p>Oversight of maintenance systems to maximise system efficiency and effectiveness</p>	Capital expenditure budget
Education Review Office	Crown entity	Quality assurance	Provide independent public reports on school <i>and network</i> effectiveness.
Ministry of Education	<ol style="list-style-type: none"> 1. Secretary for Education 2. (Ten) Regional Directors of Education 	<ul style="list-style-type: none"> • Strategic policy and services • System steering and research and evaluation. • Ensure early childhood, school, tertiary, Education Council, ERO, NZQA and other crown entities function in support of learning at all levels. 	To ensure compliance with legislation. To co-ordinate and monitor school and network actions and outcomes. To support transition arrangements. To trigger interventions and offer a menu of tools and resources. May direct principals on matters related to school operations (discretionary powers).
Other agencies	NZQA, Education Council, etc	<ul style="list-style-type: none"> • No change 	<ul style="list-style-type: none"> • No change

Projecting outcomes

30. **While structural change is explicit change, and (relatively) easy to effect, more important changes relate to relationships and connections and power dynamics. The least visible change, but more transformative one, is in the mental models that shape educational practice in this country⁶.** We have come to believe that schooling is a private matter, part of the aspirational search for individual excellence and social advancement, a winners-and-losers exercise that has become a social norm. That view was created by a competitive model and the invisibility of power. System interdependencies matter for learner success. System transformation for equity and learning requires two things: (1) shifting the relationships among those who work in the system and who impact on the system; and (2) shifting thinking— that is, creating a new narrative about schools and schooling.
31. Centralising control, but decentralizing problems, has been a feature of Tomorrow’s Schools. One of the challenges for Governance 2.0 will be to shift, like the “Me Too” movement, the acceptability of existing attitudes and practices that undermine the New Zealand value of giving everyone an educational Fair Go. Pay attention to the centralizing tendencies of bureaucracies to accrue power. The purpose of any shift is not to create a new Wellington-based monolith. An independent commission / intermediary of network leaders, as proposed here as Governance 2.0, adds something new to the power dynamic. Focusing it on equity and system learning is a key instrument for raising aspirations and driving outcomes. It will be the ability of system leaders, and particularly those in the middle, to *notice* the mostly invisible mental models that shape practice, to expose them and interrogate them in safe but meaningful ways, that will determine the transformative power within any model. You can’t legislate for this or write it into a job description; you can only create the conditions under which it can happen. If the guiding outcome of the work of the Taskforce is system learning and system equity, then there must be elements in the structure that are there to specifically and measurably address it.

⁶ Kania, J, Kramer, M, Senge, P, June 2018. *The Water of Systems Change*. FSG

Appendix 1: Possible Intermediary-level divisions (Community Networks for Education), Auckland (Total population: 1.65 million) and other areas for indicative purposes only (*not all communities included here*)

GEOGRAPHIC COMMUNITY	Approx POPULATION	STUDENT POPULATION	Schools
Far North	63,000		72
Whangarei	90,000		56
Kaipara	22,500		23
Rodney	65,000		31
Upper Harbour	65,300		22
Hibiscus Coast and Bays	104,000		24
Devonport-Takapuna	62,800		17
Central Auckland , Orakei (and Hauraki Islands)	102,500		32
Mt Albert-Mt Eden-Mt Roskill	95,000		31
Henderson-Massey	122,300		42
Pakuranga -Howick-Botany	150,000		42
Mangere-Otahuhu	81,100		35
Maungakiekie-Tamaki	79,700		26
Whau	84,700		26
Puketapapa	63,000		23
Otara-Papatoetoe	87,800		31
Manurewa	94,500		34
Papakura	54,500		23
Franklin	74,600		39
Thames-Coromandel	29,000		22
Hauraki / Piako	55,000		52
Waikato	73,600		60
Hamilton	165,000		60
Taupo	37,000		21
Western BOP	49,000		26
Tauranga	131,000		42
Rotorua	72,000		47
New Plymouth	80,000		50
Gisborne-Wairoa	58,000		65
Palmerston North	87,300		44
Napier			
Hastings and Southern HB			
Kapiti	52,700		20
Porirua	56,100		35
Upper Hutt	43,200		21
Wellington	212,000		81
Nelson	51,400		58
Marlborough	46,200		26
West Coast	32,500		36
Christchurch	381,500		145
Selwyn-Ashburton	93,400		52
Dunedin	128,800		72
Invercargill	54,800		30
Southland-Gore	44,000		54
Chatham Islands	640		3