



GOVERNANCE and COMPLEX URBAN CAMPUS SCHOOLS

A paper prepared by
City of Manukau Education Trust
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MAKING EDUCATION WORK FOR MANUKAU

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CITY OF MANUKAU EDUCATION TRUST

The Terms of Reference for the School Governance Stocktake to be undertaken in 2007 include the question: Are the current arrangements suitably flexible for schools for the 21st century? The paper recommends urgent action for legislative and regulatory change to enable governance structures to more adequately respond to challenges provided by the urban context.

FOREWORD

*E ngā iwi, e ngā reo, e nga kāranga maha o ngā hau e whā,
tēnei te mihi atu ki a koutou katoa.
Ko tēnei te mihi ki a koutou mo te taura o tēnei kaupapa.
Tenā koutou, tenā koutou, tenā koutou katoa.*

This paper has been prepared on behalf of the trustees of the City of Manukau Education Trust, in consultation with the principals and boards of trustees of complex urban single-campus schools in Manukau City.

The City of Manukau Education Trust was established by Manukau City Council in October, 1999. It is contracted by the Council to deliver leadership, advocacy, co-ordination and facilitation services for education within Manukau City. The Trust has up to 12 trustees appointed by the Mayor. Although the Trust Deed permits trustees to act independently of Council policy, the Trust is required, as a Council Controlled Organisation, to prepare an annual Statement of Intent for approval by Council. Consequently, the Trust's strategic objectives align with those of Council. However, the Trust does not speak on behalf of Council.

The work under the Manukau Education Strategy forms part of the Manukau City Council delivery of outcomes for economic, social, cultural and environmental well-being, as required by the Local Government Act 2002. The vision for Manukau, expressed in Tomorrow's Manukau: Manukau Apopo, is for "An Educated and Knowledgeable People".

This paper is built on the experience of school governance on complex urban campuses in Manukau City. It reflects the community desire that all schools in the city need to be supported to meet the economic, social, cultural and environmental aspirations of the city.

Bernardine Vester
CHIEF EXECUTIVE

EXECUTIVE SUMMARY

The governance assumption underpinning the Education Act 1989 is for each individual school to have one school, one board of trustees, one principal, one staffing complement, and one parent community that is focused on the achievements of children in that school. The emerging vision for 21st Century education is for collaboration among education providers, interconnectedness, and responsiveness to community aspirations.

Existing governance frameworks provide barriers to innovation and change. Social, cultural and economic challenges in Manukau have resulted in campus-based arrangements that sit outside the traditional governance settings.

The paper provides five case studies of complex campus governance arrangements in Manukau, resulting in a composite school (at Southern Cross Campus), combined boards (at Sir Edmund Hillary Collegiate campus; and Clover Park campus), lone boards on shared campuses (in the Flat Bush and Roscommon areas) and involving classes and designations of school that run the full gamut of possibilities under the existing legislation (primary, intermediate, secondary or composite schools; as a designated special character school, attached unit, or separate entity). The case studies illustrate “exceptions” or *ad hoc* governance arrangements that fit emerging needs, rather than providing a planned approach to shifts in the environment.

Schooling improvement and systems improvement must work together. The paper refers to the pressures on urban schooling:

- Maori enjoying education success as Maori
- Pacific migration into Manukau
- Wrap-around social, health and education services
- Connections to health, social development and local government strategies for economic and community development

- Schooling network development in new suburbs and cost of land and buildings
- Schooling improvement projects that create clusters, partnerships, collaborations around new ideas
- New information and communications technologies that redefine “communities of interest”.

The four categories of school class defined in Section 154 of the Act (primary, intermediate, secondary, composite) and other designations get in the way of reshaping education to more effectively respond to these pressures and trends.

COMET submits that 21st century schools require greater flexibility in governance if they are to be able to respond to community needs.

The paper recommends urgent action for legislative and regulatory change to enable governance structures to more adequately respond to challenges provided by the urban context.

Case Study	Governance and Management Design	Vision	Opportunities / Advantages	Risks / Disadvantages / Challenges
Southern Cross Campus	“ Composite ” school, one board, one Campus Director, three positions for professional leadership in four school parts (kura, secondary, middle, junior).	All students able to receive education that meets cultural and social aspirations; student achievement at or above national averages; cohesive pathways for families; strong governance	<ul style="list-style-type: none"> • Efficiencies of scale in operation of property, finances, library, computing, offices. • Economic for on-site health and social services. • Better data-gathering to support student achievement • Staff professional development that supports vision and goals; sharing of expertise across the whole school • Parity of employment for non-teaching employees • Longitudinal association with families 	<ul style="list-style-type: none"> • Reduced support for leadership for learning (eg laptops for principals scheme, eligibility for sabbatical; membership of principals’ associations & professional development) • Physical barriers to collaborative operation; psychological separateness • Recruitment and retention • Non-parity of entitlements with other parts of the system • Curriculum and professional cohesion across the primary/secondary divide
Sir Edmund Hillary Collegiate	“ Combined board ”, Executive Principal, three separate schools (secondary, middle, junior) each with principal leader	Cohesive North Otago Pathway from early childhood to tertiary; strong governance; effective teaching and student achievement.	<ul style="list-style-type: none"> • <i>As for Southern Cross campus above</i> • Parity of resources for each school ‘class’ 	<ul style="list-style-type: none"> • Separate employment agreements across the schools; • Complex financial deal-making • Status of professional leadership • Property
Flat Bush – Jeffs Road and Ormiston campuses	Jeffs Road: Separate boards, separate schools (junior high school classed as ‘secondary’, primary), separate principals, shared campus; Ormiston Road: <u>Proposed</u> separate boards, separate schools (senior high school, junior high school, primary, possible attached units), separate principals, shared campus	21 st Century opportunities; cohesive pathways across all stages of schooling; personalised learning;	<ul style="list-style-type: none"> • Meets the standard template for governance • Single site availability – economic where land is expensive <p>[Potential efficiencies in operation of property, finances, library, computing, offices dependent on agreement of both boards to develop processes together] [Potential for other collaborative approaches]</p>	<ul style="list-style-type: none"> • High level of development risk • Confused accountability for site-related development decisions • Potential for divergence of vision • Potential for divided leadership • Loss of focus on development of learning frameworks as administrative and management issues take priority
Clover Park Middle School and Te Whanau o Tupuranga	“ Combined board ” (restricted composite and designated special character), one Principal, two “school” leaders.	Bilingual learning for all students in their home language and English	<ul style="list-style-type: none"> • Responds to community aspiration • Encourages engagement of families • Shared facilities and operational efficiencies 	<ul style="list-style-type: none"> • Complex processes that obstruct community aspirations • Different employment agreements and financial resourcing arrangements for each part of the site
Roscommon School and Manukau View School	Separate boards , separate schools (primary years 1-3, primary years 4-6), separate principals, shared campus, same class of school.	Divergent visions	[ERO report triggers development of separate school sites.]	<ul style="list-style-type: none"> • Confused accountability for site-related development decisions • Divided leadership • Disengaged families

INTRODUCTION

1. **The default setting for governance.** The 1989 reforms of schooling in New Zealand provided for governance of schools through boards of trustees. Almost all schools in existence in 1989 became a separate entity, each with its own board of trustees. The assumption underpinning the Education Act 1989 is that the basic unit of educational delivery is one school, one board of trustees, one principal, one staffing complement, and one parent community that is focused on the achievements of children in that school.

The Education Act 1989 in effect ‘froze’ governance arrangements to those that were in effect at the time the legislation was passed.

2. **Changing governance.** Changes to these governance arrangements are possible, in accordance with sections of the Education Act. Part 12 of the Act describes the Establishment of Schools. New schools may be established by the Minister (section 146). The Minister may merge schools (Section 156A). The Minister can, by notice in the Gazette, change the class or composition of schools (section 153). The Minister may close schools, and redesignate schools. All of these changes require consultation (Section 157).

While the changes will create a new school, class of school or redesignated school, the basic assumption prevails of one school, one board of trustees, one principal, one staffing complement, and one parent community.

3. **Drivers for change.** The social, cultural, and economic challenges accompanying the migration of Maori and Pacific people into urban Manukau has challenged the assumption of separated entities. The 1996 ERO report¹ about education in Otara and Mangere was a catalyst for action. The report highlighted particular problems with the performance of school boards, and showed a strong correlation between governance failure and poor teaching. While the educational benefits arising out of institutional reorganisation have driven the changes at

¹ Education Review Office 1996: *Improving Schooling in Mangere and Otara*. Wellington, 30 August.

Southern Cross Campus and Sir Edmund Hillary Collegiate, these complex reorganisations have also responded to community realisation that fractured institutional arrangements in education, health and social services could not meet social and cultural needs. In essence, the vision has been to offer a more holistic approach to learning pathways that could more effectively support children and their families.

A second driver for multi-school campus operation has been the cost and scarcity of land in high-growth communities. The establishment of new schools in Flat Bush provides greenfields opportunities for rethinking the ways in which schools can be governed and managed. The Jeffs Road campus consists of a primary school and a junior high school. The planned Ormiston campus will include a senior high school, a junior high school, and a primary school. These are likely to become high-decile, but also highly diverse, communities. To ensure that Flat Bush will be well served by a cohesive and connected pathway for learning through to tertiary education, a whole-of-network development approach is required.

At the Clover Park Middle School and Te Whanau o Tupuranga campus, the driver for change has been the aspiration to graduate young people who are bilingual and comfortable about operating in both the world of one's cultural heritage and in the economic and social mainstream.

4. **Governance to define the future.** Manukau is looking for an education framework that meets the needs of families and our community into the future. The emerging vision for 21st Century education is for collaboration among education providers, interconnectedness, and responsiveness to community aspirations. The first place to begin to achieve that vision is in the governance arrangements for schools. Current governance arrangements pose challenges to the vision and actually prevent innovation to meet changing needs. To understand what is needed for the future, the challenges of the present need to be carefully considered.

The following section describes through case studies the very different governance and management arrangements that now apply on campuses in the city and will apply in the very near future. The case studies are followed by an analysis of the governance implications. Finally, the paper develops a recommendation for urgent action to amend the legislative and regulatory framework to provide for better governance and management in urban multi-school campus contexts.

CASE STUDIES: MULTI-CAMPUS SCHOOLS IN MANUKAU

Case Study 1: Southern Cross Campus

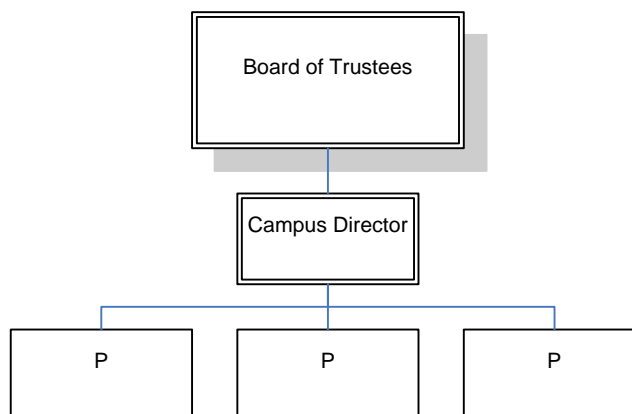
5. **Campus class.** This school is a composite school. A composite school is a school delivering education to both primary and secondary students (Education Act 1964). The school is governed by single board of trustees, and has four constituent parts:

- Primary
- Middle
- Senior
- Te Kura Maori o Nga Tapuwae

“Southern Cross Campus was founded in 1997 with the merger of a primary, intermediate and secondary school. As part of the campus, Te Kura Māori o Nga Tapuwae was established to provide full immersion Māori programmes for students in Years 1 to 8 and bilingual programmes in Years 9 and 10. The campus also has an early childhood education centre on its site, continuing the board of trustees’ commitment to a seamless learning community for its students, while celebrating the diversity of each area of the campus. Since its inception, the campus has experienced greater community confidence and steady roll growth.” – ERO Report, Southern Cross Campus, August 2006.

The area is characterised by a very low socio-economic demographic and high levels of student transience. Though the campus's local community is low decile, Te Kura Maori o Nga Tapuwae attracts students from a much wider catchment. There are significant numbers of local students in the Kura but its community differs in a number of ways from those of the junior, middle and senior schools. The Kura parents are well organised and have taken a strong leadership role in the governance of the Campus. It is important, however, to also recognise the diversity of parent populations at the campus. The largest ethnicity is Maori at 32% and collectively all Pacific nations make up the other 67%.

6. **Campus leadership.** Internal management arrangements have shifted over time. The position of “Campus Director” now provides a structure which meets the default governance template of one principal, one school. The Campus Director is designated an Area School Principal employed under the terms and conditions specified in the Area Schools Principals’ Collective Agreement, and the organisational design has become as below:



The P positions above initially provided leadership for each school within the campus. However, the P positions do not have the legal status that principals of other schools have, and the titles of those holding these positions are subject to the particular management policies put in place by the board. The coverage clause in the Area Schools Principals Employment Agreement covers the person who is the “principal” – whatever his/her title as conferred by the board – and the P positions have no status in terms of that agreement. The P positions do not have voting rights on the board – but do have attendance rights (as any member of the public does) and speaking rights.

The management structure was further reshaped in 2006 so that the former "principal" positions in charge of the senior school and the middle and junior schools became responsible for curriculum development and student pastoral care. The Director of Te Kura Maori o Nga Tapuwae got another portfolio of responsibility for Maori programmes campus wide. This was seen as a way of bringing the schools closer together in terms of common practices and teaching and learning.

7. **Advantages.** The structure above provides the campus with a joint vision and a joint purpose which is more capable of providing a cohesive pathway of education services to the community, and meeting the cultural and economic aspirations of different parts of the community.

It also enables the board to make economic efficiencies, for example across the information landscape and in administrative services.

On-site health and social services are available to students and their families - an economic proposition for partnerships with community organisations. The longitudinal association with families enables more effective supports to be put in place for students.

The school has a campus-wide focus on raising student achievement. It has developed better data-gathering processes to support this focus, and across-the-board opportunities exist for shared expertise and professional development for leadership and programme delivery to create shared understandings about the vision of the community and goals for learning.

8. **Comparative disadvantage by class of school.** While classed as a composite school, the resourcing for complex urban campus schools is matched to the arrangements for resourcing for “Area” Schools; and is also linked to the Area Schools Collective Employment Agreement. Unfortunately, these arrangements are based on the assumption that the schools are small schools in rural settings. This school has 1720 students. The management structures of small schools are less complex, and the resourcing entitlements are matched to the assumption of simple ratios of primary / secondary students. An illustration of this is that the bulk allocation of Management Units does not take into account the management complexities within larger schools. Because the senior school is not classed as a ‘secondary’ school, teachers are not part of the secondary collective agreement, and non-contact time allowances and Specialist Classroom Teacher (SCT) allowances are not available. In addition, the recent roll-out of Middle

Management Allowances (MMAs) as a result of negotiations of employment agreements posed problems in the manner in which they could be apportioned across the school because the formulae are different for secondary and area schools. Teachers in urban areas are more highly mobile than in rural areas, so the net effect for the board has been exacerbated teaching staff retention difficulties. The campus's operations grant has come under heavy pressure to compensate for the deficient staffing entitlements, to the extent that it can't any longer sustain the extra expenditure required.

Other disadvantages have emerged over time. The joint vision and joint purpose is not matched to other settings in the educational environment. The contextual complications include:

- Zoning that does not match the different levels of the school – for example, the zone for the primary school does not match the zone for other parts of the school, creating difficulties in meeting the ‘whole of family’ pathway approach;
- Te Kura Maori o Nga Tapuwae attracts enrolments based on reputation and its philosophy, but the ‘school’ sits apart from other supports in place for the development of other Kura Kaupapa Maori schools such as entitlement at establishment for construction of permanent buildings;
- Lack of leadership support for those that have leadership responsibility within the school at principal equivalent level. Supports available through the usual employment agreements available to other school principals include eligibility for the ‘laptops for principals’ scheme, eligibility for sabbatical, eligibility for membership of principals’ associations and access to principals’ professional development. None of these are available to the ‘principal equivalent’ positions. Yet these schools-within-a-school are as large as, or larger, than some of their neighbouring lone board schools.
- There are issues of “cohesion” on the site, the property legacy of which is separated buildings and services. A shared campus requires a property code and a building programme that fits a joint school arrangement. The school is emphatic about the need for shared facilities, but the scope to achieve this

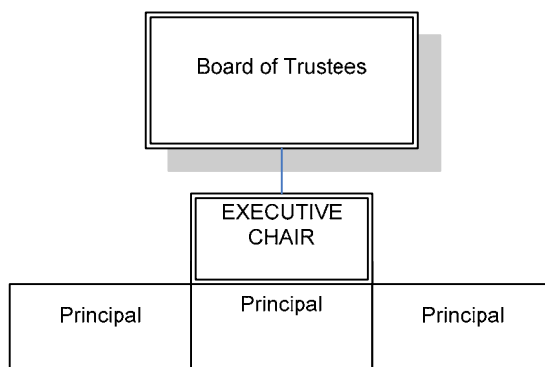
has been limited. The physical and psychological separateness of the different parts of the campus are barriers to full realisation of the vision, and the restructuring of the senior management has been an attempt to respond to this.

9. While the Terms of Reference for the governance stock take specifically exclude the resourcing arrangements for schools, this brief case study illustrates how the complexities of urban composite campus school operation impede the achievement of the community vision and create governance difficulties for the board.

Case Study 2: Sir Edmund Hillary Collegiate

10. **Campus class.** This campus was established some years after the campus at Southern Cross. The experience of the first reorganisation has informed the process at Sir Edmund Hillary Collegiate. While the school is on the site of the former Hillary College, it is a governance amalgamation with the former Clydemore School and Bairds Intermediate schools. The campus is a single site divided into a junior school, a middle school (years 7 & 8 only) and a senior school. Each school is considered as a legally separate school. Thus, all three schools fit into the class 'primary school' and 'secondary school', each with a separate principal, even though they are governed by a single board of trustees. This arrangement is called a **combined board**.

11. **Leadership.** The position of Executive Chair is a position of 'first among equals'. The board appoints an Executive Chair who has voting rights on the board. This meets the governance default setting requirement to have one board and one principal, etc. The additional responsibilities of the Executive Chair are recognised by the addition of salary equivalent of two Management Units, funded from 'corporate' funds (see below). This arrangement required a special application for concurrence, as it is a departure from the standard Principals' Employment Agreement.



12. **Constitution.** The 'superboard' concept at this school took some time to work through. Firstly, the question of representation needed to be addressed. Would having a single board result in a loss of influence over one's destiny? The community recognised that the school needed to develop a specific constitution that would enable input into decision-making from each school. The particular constitutional arrangements appear to respond to the permission offered in section 94B of the Education Act 1989 that Boards may alter their own constitutions. However, the mechanism used to effect the change was an open community ballot across all three schools. One interviewee for this submission noted that the process was particularly difficult because "there is greater incentive in the system for the self-interested to protect their own corner than to think of the wider community vision...over time, the experience of operation has meant that representation is not an issue". The board is made up of six parent representatives elected by the school community (two from each school), the Executive Chair who has voting rights, and a staff and student representative, along with representatives from the Ministry of Education and the Manukau Institute of Technology. As at Southern Cross, the other principals do not have constitutional voting rights.

The constitution addresses the vision adopted by the board and the community of a seamless pathway for North Otago people from early childhood and all levels of schooling through into tertiary education. The Manukau Institute of Technology (MIT), the local tertiary institution, is a near neighbour of the campus. The constitutional inclusion of the MIT gives effect to the vision for seamlessness and taps into the expertise and resources of that institution to provide support for the school.

13. **Resourcing.** A corporate structure across all three schools covers items such as buildings, maintenance, and depreciation. Each school's operations grant is pooled. The total is divided by four; to generate a corporate pool that is 25% of income. The balance is then apportioned according to the percentage of students that each part of the school generates. By obtaining resources as three separate

schools that fit the “class” identified by legislation, there is clarity about the actual entitlement that each part of the school generates.

14. **Advantages:** While there is an extra ‘layer’ in the accountability and decision-making process in the campus models adopted at the Southern Cross and Sir Edmund Hillary Collegiate campuses, both campuses have identified that there are compensating efficiencies in operational matters. The campus can identify a number of other advantages in the current arrangement:

- Families are developing a longitudinal association with the school which has supported a wrap-around approach to the provision of social and health services.
- Information Technology, Data Management and Hardware systems across the schools are more effectively managed and maintained –a single technician is available to all three schools;
- Financial management systems and accounts are more efficiently handled through a central processing system;
- As a single employer, the board is able to provide ‘parity’ of employment conditions for non-teaching employees across all three schools;
- There is a greater degree of professional conversation, for example around the needs of families, resulting from the longitudinal association that the family has with the school;
- ‘Experts’ in curriculum areas can be shared across schools, offering greater promotional opportunities for staff and professional challenge;
- Professional development and curriculum initiatives have been integrated across the campus around the vision and goals for the school;

15. **Disadvantages and Challenges.** School principals at both the Southern Cross and Sir Edmund Hillary campuses cite frustrations about curriculum and professional cohesion across the primary / secondary divide. We will return to this theme in the following section. However, separate employment agreements across the schools pose complications for staff management and resource

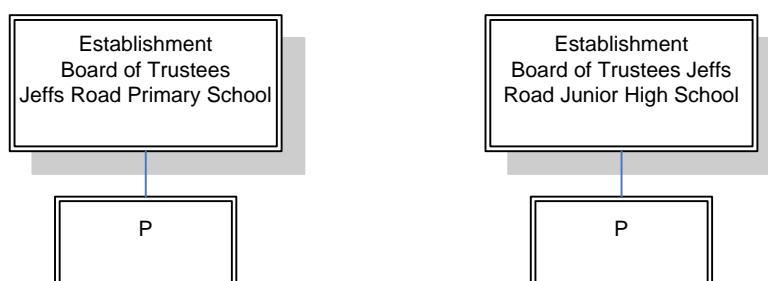
allocation. In addition, complex financial deal-making is required to ensure that all parts of the school's operation – 'corporate' and teaching and learning within each school – are effectively supported.

The status of professional leadership in the school is not recognised through the governance arrangement. This has the potential for tension, and may undermine the board's ability to recruit and retain employees in the principal and senior management positions.

Property, as at the Southern Cross campus, is the outcome of reshaping the combined schools on an existing school site. Planning for new building investment inevitably results in trade-offs, and the vision cannot always be matched to the resources available.

Case Study 3: New schools campuses, Flat Bush area

16. There are two major multi-school campuses to be built in the Flat Bush area in Manukau City. The Jeffs Road schools are “established” on one of these campuses but are yet to open, and at the time of writing this submission their name is as determined by the notice of establishment. The schools are established as separate entities on a shared campus for simultaneous development. The primary school is a contributing primary school. The Junior High School is classed as a secondary school catering for years 7 to 10 students.



17. **The importance of vision.** Building two schools on a difficult site with limited space has required a very high degree of collaboration. The developmental risks in the above scenario do not appear to have been fully appreciated. This collaboration could not have been achieved without cross-over membership on both boards, and without the establishment of a joint vision which emphasises the importance of collaboration. Since decision-making for building design, principal appointments, policy development and a host of other establishment tasks all fall out of the visioning process, the importance of obtaining a cohesive vision across two separate governance entities cannot be overemphasised.

18. **Development Risk.** The process of development is accompanied by a number of development risks. These have included

- the ability to effectively and jointly engage with the design and construction team and consequently meet the project timelines for opening the schools;

- the appointment of principals that can effectively work together on the development of a single site;
- the ability to develop policies and management frameworks that enable a cohesive campus development process.

The challenge of weaving a single vision across two separately governed schools post-establishment continues to pose risk to the relationships these schools will have with each other and with their community into the future.

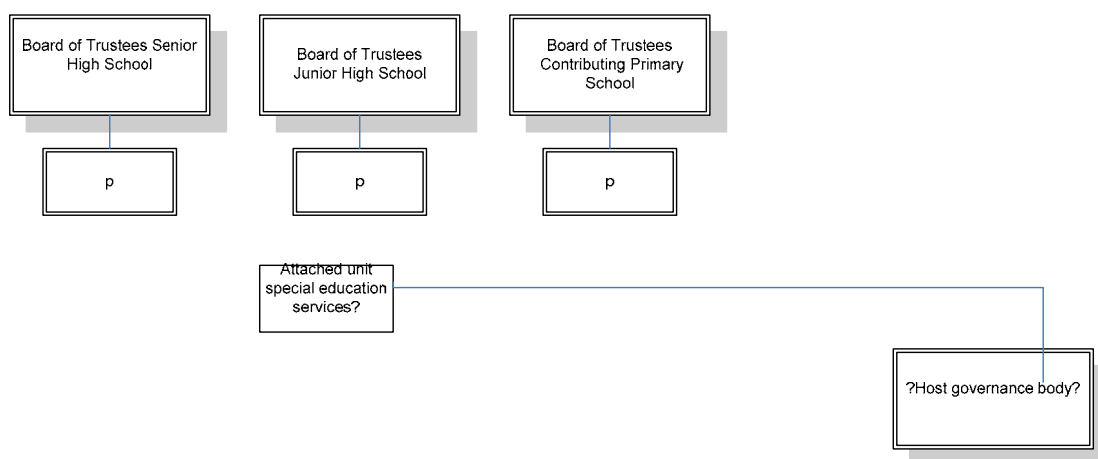
19. Establishment processes. The establishment process appears not to permit a single governing body to develop more than one school on a site. The default setting of a single board for each single school that is established appears to fly in the face of sensible development of a network of new schools on expensively-purchased land. In no other circumstances would a multi-million dollar single-site development be put at risk from such confused governance and development accountabilities. An additional risk in this equation has been the decision to create a new kind of network development through the establishment of a “middle school”. Boards have autonomous responsibility only for the school for which they have governance purview, and it is possible for one board to undermine the decisions of the other unless strong governance connections are made. The current legislative framework for establishment of schools does not reduce the crown’s risk in the event of other schools applying to change their class or designation, or governance failure; or the community’s risk of compromised educational outcomes because of governance failure.

20. Post-establishment processes. An establishment board must dissolve itself in favour of a parent-elected board of trustees within six months of the opening of a new school. Only parent-elected trustees can make the decision for joint governance arrangements. The experience of the other campuses in Manukau is likely to be repeated – a needlessly complex set of consultations and ballots will be required to arrive at a situation that reduces the risk of governance failure over the whole campus. The end result of this governance juggling will be “exception” to the legislated governance default setting, rather than flexible and

innovative schooling in this network and for this community. Each step focuses the community and school's energy on the administrative, management and governance difficulties rather than on the teaching and learning programmes that need to be developed in the school. As one principal notes:

The dependence on good will in deciding issues where each Board has the responsibility to look after the interests of its school will inevitably lead to difficulties or, at the very least, drawn out decision making, at the expense of a focus on quality learning.

21. Ormiston Campus. Who determines governance arrangements through the development process? The assumption appears to be that communities – once built or established - will determine the governance arrangements rather than the Ministry. Having one board ‘sponsor’ the development of a new school falls outside the policy framework. This is too simplistic. The one-school, one-board underpinning of Tomorrow’s Schools provides challenges to the development of an integrated local school network. Unlike the Jeffs Road campus where two schools are to be developed and opened simultaneously, the Ormiston campus will be developed over the next five to seven years as a number of schools over a staged period of time: a senior school, a junior high school, and a primary school, with the possibility of attached units for special education or other support services for the wider area.



The challenge in this scenario is, again, the developmental risk in having confused governance accountabilities on a single site. As at the Jeffs Road site, multi-million

dollar crown developments will be subject to risk through governance failure. The collaborative possibilities in single-campus schools are significant – but the logistics of joint-governance decision-making make it an unrealistic expectation. The possibility for innovative responses to education to meet community aspirations is available when there is a clear governance structure across the whole development process that enables strong leadership and accountability.

The current legislation does not provide sufficient flexibility to enable sensible establishment and development processes to occur.

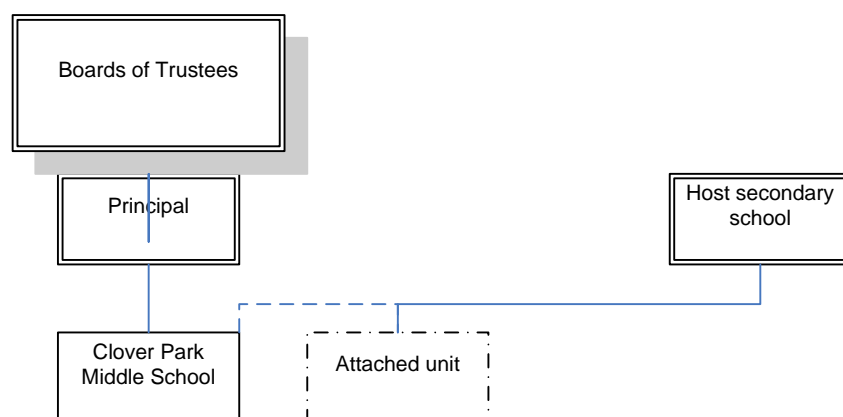
Case Study 4: Clover Park Middle School and Te Whanau o Tupuranga

22. Two schools to reach a single vision. This campus has a **combined board**.

The case studies of other urban campuses describe the result of schools coming together to provide an integrated learning pathway. This campus has been reshaped from a single body through separate governance structures in order to more effectively integrate learning programmes to deliver to the aspirations of the community. The community's aspiration is for the provision of bilingual learning.

While one board, one principal was always the community's vision for the two schools, the processes that parents had to go through to get schooling that met their needs was "a barrier that most communities don't have the fortitude to go through". This process took over four years to complete.

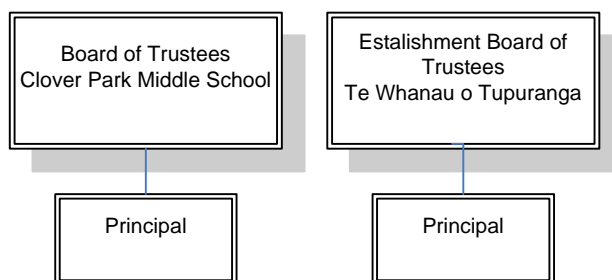
23. School status. Problematic in this process has been the legislative framework around the status or "class" of a school. Originally an Intermediate School, Clover Park Middle School achieved a change of class in 1995 to become a "restricted composite" school, offering education to students from years 7 to 10. The community's aspiration to extend bilingual education to young people beyond year 10, in the absence of alternative bilingual provision nearby, resulted initially in an unsatisfactory arrangement to offer students education in an "attached unit" – that is, attached to another secondary school.



The community has taken considerable risks in the pursuit of better educational arrangements. The attached unit, as a satellite of another school, could not be seen as an integrated part of the learning vision of the parent community of Clover Park Middle School. What an attached unit fails to do is to deliver effective decision-making powers to the parent community as promised in the Tomorrow’s Schools model. By enrolling the students through a “host school”, that host school was also exposing itself to risk - it agreed to transfer staffing and funding to Clover Park, but remained legally responsible for the curriculum delivery, pastoral care and health and safety of each of those students.

24. **Going through the hoops.** The desire to establish a “special character” school-within-a-school which understood the community aspiration was clearly expressed by the parent community. To avoid the impasse posed by the designation of “restricted composite”, the community therefore proposed establishing a separate school. The Clover Park Middle School parent community obtained agreement from the Minister for the establishment of Te Whanau o Tupuranga, a “designated character school” which could provide bilingual education for young people from years 7 to 13.

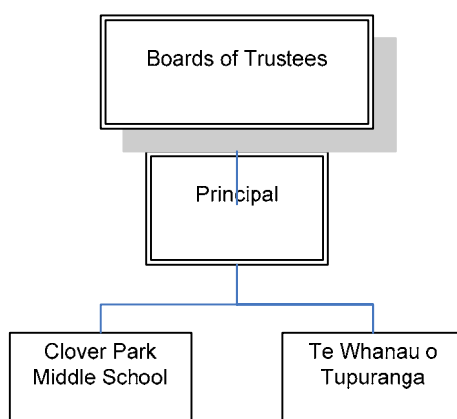
Two further barriers arose: there seemed to be no legislative provision to allow a designated character school to combine with a regular school; or to allow an establishment board to combine with an elected [existing] board. Therefore, two separate boards were required: an establishment board for Te Whanau o Tupuranga, a “special character” school with a capped roll, and the continuing existence of the board for Clover Park Middle School.



As in the Jeffs Road Schools case, both of these schools were required to “develop” the site jointly, and work closely together. As at Jeffs Road, the fact of

shared facilities makes separate governance a complication and adds risk to project development. Unlike the Jeffs Road schools, however, both boards had exactly the same people on them and had a well established shared history. Consequently there was no difficulty in identifying the vision and the path to achieving it.

The two boards have now combined, following an additional consultation process that included the exact same community. The current governance arrangement can be represented by the following diagram:



In this governance arrangement, both schools are governed by one board of trustees, and have a single principal - Part 9, Section 92 of the Education Act 1989 describes this as a **combined board**. The current roll for Clover Park Middle School is 164, and Te Whanau o Tupuranga 170.

Case Study 5: Roscommon School and Manukau View School

25. Frozen by the 1989 legislation. Roscommon School is in Manurewa. Roscommon School was initially established to meet growth in the Clendon area nearly 30 years ago. Population projections appear not to have been fully met initially, and when they were the Ministry of Education was not in a position to obtain a site for a new school. As an interim measure, Manukau View School was established on the Roscommon School site when the Roscommon School got too large. The children were split between the two schools, so that one school had Year 1 – 3 children, and the other school had Year 4 – 6 children. The schools shared administration and other facilities. The two schools between them had a total enrolment at one stage of over 1000 children. Both schools were/are decile 1A schools).

In 1989, both schools became separately governed entities – each with its own board of trustees and its own principal. The two schools became a bureaucratically forgotten anomaly. There was confusion in the community – parents were never sure about which school they should be engaging with, and had to go through separate enrolment processes when the child had to move from year 3 to year 4.

26. Diverging vision. Over time, school boards and principals changed, and the visions and aspirations of the two schools diverged. The changing visions of the boards and principals created tensions for the staff. In 1989 when the separate governance arrangements were put in place, there was no site agreement or property occupancy document. Nor was there any formal agreement over the way in which shared teachers were deployed across each site or cohesive curriculum delivery for the children. An ERO report in 1999 identified problems in the way in which both schools were governed and managed, the illegal nature of some practices and unclear responsibilities. Who was the actual employer for some staff who were being shared on the site? Who had maintenance responsibility for the [shared] school hall?

The ERO report triggered action from the Ministry of Education. A separate new school (Te Matauranga) was constructed on a site further down the road, and now both schools have an enrolment of 517 and 496 each, and offer education as contributing primary schools.

27. The lessons. When interviewed, the principal and deputy principal at Roscommon School agreed that the sharing of administration and support staff was a really sensible idea on a shared site. However, the children were not well-served by having two separate entities and this situation undermined the efforts of both schools to engage more closely with families. The difficulty created by having separate visions and non-integrated decision-making at board and management levels became a performance issue. Sharing a site requires the managers to responsibly work together, and the board needs to have strength in ensuring that happens. However, the fact that there were two boards operating on one site made it difficult for the principals to meet performance expectations. Sharing a hall was a defining property issue: neither board would commit funds for maintenance so it became run down. It did not improve staff comfort when the principals could not work together, and staff preferred to be in their own spaces. Collaboration to support student transitions was difficult because staff of the two schools did not connect with each other. In terms of school design, classrooms from each school had been orientated away from each other. This did not help the integration of school operations across the site. The final solution agreed was to complete the original vision for the network: that is, to establish one of the schools on a completely separate site. This removed the governance difficulty posed by having two boards responsible for a single campus operation.

IMPLICATIONS FROM THE CASE STUDIES: GOVERNANCE FOR THE 21ST CENTURY

28. Adaptive Challenge. The case studies outlined in the previous section describe adaptive challenges and the creative solutions that have been found in response. Michael Fullan² quotes Heifetz and Linsky (2002) in describing the place of adaptive challenge in creating innovations that improve systems. Fullan argues that schooling improvement must move beyond the “plateau” of development at individual school level to a new space that delivers continuous improvement across all parts of the education system. An adaptive challenge responds to the gap between aspiration and reality, demanding a solution that exists beyond the current repertoire. There is “difficult learning” involved in bridging that gap. Solutions are to be found within those that are part of the ‘problem’. Adaptive work creates disequilibrium and takes time to work through.

Adaptive work responds to a number of drivers. Many of these have been referred to in the case studies, but it is also possible to project challenges for the future. A summary of these appears in the table below:

² Michael Fullan 2004: Systems Thinkers in Action. Department for Education and Skills, Nottingham. <http://www.innovation-unit.co.uk/images/stories/files/pdf/SystemsThinkersinAction.pdf>

CHALLENGES
Maori enjoying education success as Maori <ul style="list-style-type: none"> • Ka Hikitia – “stepping up the performance of the education system”
Pacific migration into Manukau <ul style="list-style-type: none"> • Pasifika Education Plan - increasing achievement in early literacy and numeracy, and the attainment of school qualifications through improved engagement in schooling; • Language preservation and cultural wellbeing
Wrap-around social, health and education services for families. Connections to health, social development and local government strategies for economic and community development
Schooling network development in new suburbs and cost of land and buildings
Schooling improvement projects that create clusters, partnerships, collaborations around new ideas. Personalised learning.
New information and communications technologies that redefine “communities of interest”.

29. **Vision and Constitution.** The centrality of vision in the constitution of school boards is fundamental. The overall policy position for Tomorrow’s Schools was to allow each “unit” in the system to be autonomous. However, the settings for autonomy and independent accountability do not always reflect the need for schools to develop new ways of working together, or new ways of responding to cultural or other community aspirations, or indeed developing a vision that more completely delivers on the aspirations that the policy was originally designed to support. Vision in the current governance environment is limited to the possibilities offered by the legislation, rather than tailored to the potential within communities to arrive at solutions that best deliver to changing needs and aspirations.

The themes emerging from the Secondary Futures project³ point to where a vision for governance across the system – as well as for each school – may lie in the future:

- The system has to serve all students, not require the students to fit the system. As schooling moves away from a 'one size fits all' model, the goals,

³ <http://www.secondaryfutures.co.nz/how-do-we-work/themes.php>

aspirations, and context of each student becomes the centre of delivery (*Students First*).

- The role of teachers is being redefined (*Inspiring Teachers*). School class and designation shapes teachers to their primary or secondary training heritages rather than to their communities and their students. Better integration of different parts of the system is required to move beyond the “plateaus” of student achievement referred to above. This is nowhere more evident than at multi-school campuses. Dismantling of the primary / secondary divide requires a dismantling of the governance and structural supports that preserve it and freeze it.
- The outcomes of education are multiple and layered. Success does not refer solely to academic outcomes. 'Social' outcomes are at least as important (*Social Effects*). The systems settings for governance must recognise the contribution the school makes to the wider community, and the effect that social settings have on the learning that takes place within the school. A driver for governance reshaping must be the aspiration for language and cultural heritage preservation for Maori, and for Pacific Island communities.
- In the future, learning will become more connected to the people and places outside the immediate school environment and harness all the resources of the community (*Community Connectedness*). The constitutions of schools must be sufficiently flexible to allow that connectedness to happen on a governance level too. The example of MIT representation in the constitution of the Sir Edmund Hillary Collegiate campus illustrates this principle in action in the governance setting. However, it is also important that schools become more intimately involved with wider community development processes that shape the economic, social, cultural and environmental well-being of citizens.
- There is no doubt that technology will be influential in the organisation of schooling. The Secondary Futures project notes that young people worry that a technology-centred learning environment may come at the expense of social interaction. The impact of technology on governance needs further consideration but is not explored by the case studies above; except to note that economic efficiencies are possible through cluster and other governance arrangements to better support the use of technologies in learning.

These Secondary Futures themes point to the development of a set of governance principles that should become reflected in the legislative framework. The restrictions provided by ‘class’ and ‘designation’ that currently shape schooling design are becoming less relevant over time. Michael Fullan (2004)⁴ argues that system improvements must proceed alongside improvement processes within schools. The legislation as it is currently expressed offers a single constitutional model as a template. This results in all other constitutional arrangements becoming “exceptions” or ad hoc arrangements to fit emerging needs, rather than a planned approach to shifts in the environment.

Even when schools are on ‘shared sites’, as many schools are (eg. primary and intermediate school immediately adjacent; or intermediate and secondary), separate governance and management structures have created barriers for full integration of curriculum, resources, and services.

The argument of this paper is that greater flexibility is required to enable different kinds of constitutions to be created to enable schools to relate to each other in different ways. If there is to be a consensus about education direction for the 21st Century, that consensus has to be built around the possibility that schools are more responsive to community needs and aspirations rather than barriers to them. Schools need to provide complementary solutions to wider community development processes. The place to start is with the vision and with the constitution, both being fundamental to good governance.

30. The importance of school class and school designation. Every school established under the Education Act 1989 has a class – which can be a primary, intermediate, composite or secondary school. All arrangements for schools are driven by the class of school – for example, what resourcing and staffing orders apply, which employment contracts apply, and so on. Different provision may be made for schools of different classes or descriptions.

⁴ <http://www.innovation-unit.co.uk/images/stories/files/pdf/SystemsThinkersinAction.pdf>

Schools may also be designated as a contributing school, normal school, a correspondence school, a designated character school (section 156), a Kura Kaupapa Maori school, for example.

The four classes of school reflect a 19th and 20th Century heritage when education was distinctively stratified according to the age of the student. The exception was in rural communities where economies of size and the practicalities of distance shaped the development of composite schools. In urban areas, these two reasons for the development of “composite” schools don’t apply.

Increasing complexity around the term “composite” school arises because this class of school has become a “catch-all” place for anything that doesn’t fit the historical model. Urban composite schools in Manukau have arisen since 1989 as the result of a complex interweaving of:

- The competitive environment of the 1990s which applied a market approach to school enrolments;
- The push for the “middle school” concept in the 1990s from the Intermediate School Principals’ Association;
- The drive for a more integrated and connected response to community education needs in areas of urban poverty;
- The response of Maori to the preservation of language and culture through bilingual or Kura Kaupapa Maori approaches to education, and to the aspiration to live and succeed as Maori in the wider world;
- Land scarcity and price in urban growth areas;

Emerging as pressures are

- demands from increasingly diverse communities in urban areas like Manukau for education that is more relevant to their aspirations - for example, for Island Pacific language preservation and maintenance, or religious distinctiveness;

- responding more effectively to learning needs, including providing multi-level learning, home-based learning, or learning outside the classroom;
- the use of new information and communications technologies.

A contributor to the thinking in this paper noted that “three major schooling improvement initiatives in Manukau City (AIMHI, SEMO and MEI schooling improvement initiatives) have shown how higher level collaboration of local schools has led to significant improvements in schooling outcomes. In isolation, boards would have really struggled to make the same amount of progress. All three initiatives have involved school boards in working collaboratively in a way that has often been quite positive.” The potential for these collaborations to result in different governance patterns, over time, is limited by the possibilities offered in the legislation.

The four categories of school class defined in Section 154 of the Act get in the way of reshaping education to more effectively respond to these pressures and trends.

31. There are 139 Composite Schools. *Only seven of these have rolls of over 1000 students*, and six of these are high-decile private or state integrated schools for whom additional resourcing is available from their proprietors. The Southern Cross Campus is a school of 1720 students whose socio-economic disadvantage is perpetuated by the way in which resources are driven by the governance designation rather than vision and equity. The link between governance “class” and resourcing arrangements is likely to be problematic to the long-term, sustainable delivery of the community vision. Perverse incentives exist, instead, for the campus arrangements to dissolve over time. More flexible governance, management and resourcing arrangements are needed to enable the vision of communities to be realised through their schools.

32. **Leadership.** Mayhem in governance does not attract good applicants for principalship. Therefore the constitutions of schools and their governance

settings needed to be robust enough to meet community aspirations, but sufficiently supported to allow good leadership for learning.

“Schools [that share a campus] don’t need pirates who operate on ego, but people who can operate a team approach...Constitutional difficulties are unhelpful to good operations, and that flows down into [principal] appointments and everything downstream from that.”

In his view, strong governance should counterbalance and complement the principal’s leadership, and there needed to be a team approach to the governance – management relationship.

Since instructional leadership is highly important to student achievement, the inability of multi-school campuses to obtain support for this role across all parts of the school has long-term implications for quality outcomes. The Minister asked the question: How can school boards of trustees be better supported to focus on directing and supporting student achievement and retention in their school? In an NZCER report, Kathy Wylie quotes the Education Review Office⁵: “Any changes to governance should be made not because governance does not confirm to a particular idea or model but because it is demonstrably hindering student achievement.” The highest quality applicants should find leadership positions on multi-school campuses attractive, and governance arrangements that undermine this over the long term do have an impact on the ways in which student achievement can be delivered.

33. **Governance membership.** The principle of co-option supports a wider definition of membership of the boards of trustees of schools than parents. The Sir Edmund Hillary Collegiate constitution offers inclusion of a major educational institution that is a near neighbour of the campus: the Manukau Institute of Technology. The potential for the co-option principle to be more encouraging of the potential for partnerships with health and social services and other agencies – rather than individuals - deserves further analysis.

⁵ Education Review Office, 1999: *School Governance and Student Achievement*. Wellington. Cited in Wylie, 2007: *School Governance in New Zealand: How is it working?* NZCER, Wellington.

34. This submission argues that the governance arrangements need to more closely match the vision of the community for schooling, and that while 'student achievement' must remain the goal for schools, the wider aspirations of each community also have to be met. For Maori, the vision for student achievement is clearly expressed through the Hui Taumata of 2005. Living as Maori in the wider world is a key theme for action.

Kia whakamaha ake ngā huarahi Māori ki te Ao Umanga kia hua ai, kia tūpu ai, kia toa ai tātou katoa te ao Māori.

To expand Māori economic pathways: Creating, growing and succeeding in our future together - ka hua, ka tūpu, ka toa!

The community leadership expressed through the Hui Taumata, as well the principal leadership in schools, parent leadership on boards, system leadership in the Ministry of Education, and the leadership of others in the community who are stakeholders in education outcomes for young people, must be harnessed around more flexible governance frameworks that are capable of delivering education into the 21st Century.

CONCLUSION AND RECOMMENDATION

HE WHAKATAUKI

*E kore e taea e te whenu kotahi
ki te raranga i te whāriki
kia mōhio tātou kiā tātou.
Mā te mahi tahi o ngā whenu,
mā te mahi tahi o ngā kairaranga,
ka oti tēnei whāriki.
I te otinga
me titiro tātou ki ngā mea pai ka puta
mai.
Ā tana wā,
me titiro hoki
ki ngā raranga i makere
nā te mea, he kōrero ano kei reira.*

*The tapestry of understanding
can not be woven
by one strand alone.
Only by the working together of strands
and the working together of weavers
will such a tapestry be completed.
With its completion
let us look at the good that comes from it
and, in time
we should also look
at those stitches which have been
dropped,
because they also have a message.*

This paper addresses the question from the Terms of Reference of the School Governance Stocktake: Are the current arrangements suitably flexible for the 21st century? Our answer is No.

The adaptive challenge is to ensure that all parts of the system work together for the desired outcome.

The *whakatauki* reminds us that the weaving is never finished. There is some urgency in the review process, as the challenges of change do not wait.

COMET recommends urgent action for legislative and regulatory change to provide more flexible governance for schools to meet the challenges of 21st Century schooling.