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## MINISTRY OF EDUCATION

### Resource Teacher Service Work Programme Report on the Regional Scoping Exercise



June 2012

## HE MIHI

I te hāhātanga mai o Pīpiri, he tau hou te tau, huri te tau, hua te tau, haramai te tau, Matariki e! Nei anō tātau i te kaupeka muri o Pipiri, e whātoro ana ngā ringa o Rūhīterangi ki te rangi, he hōtoke te kōrero, pūhuka ana.

He ahakoa rā ēnei tūāhutatanga e mau tonu ana te mahara ki ō tātau mate i hinga atu rā, e hinga tonu nei, ka kīia ake ai, haere rā e hika ki te raumati, i te paki ka takoto, ka mahana rā koutou.

Ka mihi ake ki ngā kaupapa o te wā ki ngā nekehanga o te wā. Kaore e kore kua whakamua te titiro ki ngā take nui hei whakarauora ake i te kaupapa e kī ana ko ngā ākongā Māori e whaiwhai haere i te ara tukutuku o poutama, kia noho ki ngā ikeikenga o ngā taumata e hiahia nei rātou. Ko te ringa ki ngā rākau a te Pākeha hei oranga mō te tinana, ko te ngākau tonu ki ngā taonga ā ngā tūpuna, hei tikitiki mō te māhunga.

Kei ngā ihoiho o ngā maunga, kei ngā māhuri tōtara, kei ngā karamatamata o te nehenehe, ka waiho ko tenei kōrero hei tāhūhū mō tēnei kaupapa: ko te pae tawhiti whaia kia tata, ko te pae tata, whakamaua kia tina!

## DISCLAIMER

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# 1 Executive Summary

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Kāhui Tautoko Consulting Ltd (KTCL) is pleased to present this report to the Ministry of Education (the Ministry) to feedback the results of the scoping exercise of the Resource Teacher Māori (RTM) Service.

The report begins by setting out the purpose of the project, describes the background and context of the scoping exercise and outlines the research methodology. The report then focuses on the findings of the scoping exercise guided by the specific questions that framed the information gathering process. Finally the report concludes with a set of recommendations that will help to inform the Ministry's future work programme.

A number of previous reviews, including an Education Review Office evaluation, were conducted to identify solutions to deliver a quality support service to teachers. To address some of the recommendations from these reviews, the Ministry has contracted Neta Worsley and Rita Powick to develop a Resource Teacher Service (RTS) Plan for the Māori medium sector. The specific objectives of the RTS Plan are to:

- Support quality te reo Māori provision to lift student achievement;
- Define roles and responsibilities of the RTS;
- Define the appropriate operating model for the RTS; and
- Design and transition to a new RTS model that encompasses the above.

As part of the development of a RTS Plan for the Māori medium sector the Ministry contracted Kāhui Tautoko Consulting Limited (KTCL) to undertake a scoping exercise to gather information from a sample of regions about the RTM service. KTCL interviewed key stakeholders (schools / teachers and iwi education groups) throughout five regions: Bay of Plenty; Hawkes Bay; Taranaki / Whanganui; Waikato; and the lower South Island. Twenty seven schools participated in the scoping exercise. Of the 27 schools, nine were base schools (schools that have a formal agreement to 'house' the RTM position) and 18 were cluster schools (client schools within the region that are also serviced by the RTM).

Overall the findings from the scoping exercise reveal that the RTM service is seen as a key mechanism in supporting the professional development and practice of teachers and lifting student achievement within the Māori medium sector. As a service that has been around for a relatively long time there was almost universal awareness of the service and RTMs were acknowledged for their strong community links.

Feedback from stakeholders highlighted that sustained and targeted support was required to effectively respond to changes happening across the education sector including a sharpened focus on literacy and numeracy and the increasing inclusion of technology in education as well as changes specific to the Māori medium sector, including the implementation of Te Marautanga o Aotearoa (Māori medium National Curriculum) and Ngā Whanaketanga Rumaki Māori (Māori medium Progressions).

Overall there was significant variability in the quality and consistency of the RTM service. Where the RTM service has sound structures, accountability and management processes, RTMs are providing substantial assistance that show direct and indirect links to improving student achievement. The

extent to which effective governance and management structures were in place was key in how stakeholders perceived the overall effectiveness and quality of the RTM service.

At the other end of the spectrum a number of stakeholders identified that the RTM service was ineffective and of poor quality. This is primarily due to the RTM positions being poorly defined; a lack of co-ordination and leadership; limited accountability and monitoring processes; poor communication between base and cluster schools, and between RTMs and management; and the lack of an overall service framework.

In looking to sharpen the focus and lift the quality of the RTM service, stakeholders believed that getting the right mix of competencies, skills and knowledge across the RTM workforce would be crucial. Key competencies and features of a highly effective RTS included: a high level of experience and understanding in classroom practice and pedagogical knowledge; a strong understanding of the current Ministry curriculum and environment; high level of proficiency in te reo and tikanga Māori; strong local links and connections with local iwi and hapū; confidence in working with information and communication technologies and a high level of energy, commitment and professionalism towards working with schools, teachers, whānau, iwi and students. There were also some comments that the RTM workforce required a greater mix of younger and older staff.

A number of respondents stated that in looking forward, a highly effective RTM service structure would include the following elements:

- ✦ A regional and/or national co-ordination body to manage the RTM service in its entirety, including provision to facilitate opportunities for iwi involvement in the RTM service;
- ✦ A structured accountability framework which includes a termly reporting template;
- ✦ A functioning management committee that includes representation from cluster schools that meets on a regular and consistent basis;
- ✦ Shared annual and term planning processes that determines service priorities;
- ✦ Regular and consistent communication processes between the RTM and cluster schools;
- ✦ Inclusive appraisal and feedback processes centred on quality improvement and professional development;
- ✦ Greater involvement of the Ministry of Education in managing and coordinating the RTS in alignment with wider education policies and priorities; and
- ✦ Greater emphasis on structures that facilitate collaborative approaches to planning, professional development and human resource capacity across the local Māori medium education schooling network.

Respondents acknowledged the significant contribution that the RTM service can, and in a number of cases, does make within the Māori medium sector. However the lack of guidelines around effective structures, management processes, co-ordination and leadership limits the potential of the RTM service to further enhance the quality of service provision in Māori medium settings. The RTS Plan presents a timely opportunity to address these areas in a systematic and considered way.

## 2 Introduction

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### 2.1 Purpose and Scope

The purpose of this report is to:

- ✦ Feedback the findings of the scoping exercise of the Resource Teacher Māori Service; and
- ✦ Inform the development of a Plan for the Service that will help to drive improved efficiency and coordination resulting in better outcomes for students.

The scope of the exercise included Māori medium principals and teachers as well as iwi education representatives. The exercise did not include feedback from Resource Teacher Māori as this was captured in the Resource Teacher Māori Survey (2012) and the Education Review Office Evaluation of the Service (2008). This report is supported by the April 2012 Analysis of the Resource Teachers Survey document.

### 2.2 Background

The status and strength of te reo Māori revitalisation within Aotearoa is influenced greatly by the fluency and skills of Māori language teachers in schools. Originally established as the Itinerant Teachers of Māori (ITM) in the 1970s, the current Resource Teacher Māori (RTM) service initiative was established in 1986 under the administration of the Ministry of Education. The RTM service was tasked with providing teacher support at the planning and implementation level and providing professional development and guidance to improve the Māori language delivery of teachers within their own classroom programmes.

The Māori medium sector has undergone significant growth and change since that time which has had a number of implications for the role of the RTM service. A number of reviews have been undertaken over the past decade to review the structure and effectiveness of the RTM service and to identify priorities and solutions that respond to the changing needs of Māori-medium students, teachers and schools. To address some of the recommendations from these reviews, the Ministry has contracted Neta Worsley and Rita Powick, who are supported by the Te Ohu Matarau Stakeholder group to develop a Resource Teacher Service Plan for the Māori Medium sector. Teacher effectiveness is influenced by the quality of support available to them from a network of resource teachers and advisors. Such support available to teachers within the Resource Teacher Service (RTS) includes the Resource Teacher Māori, Resource Teacher Learning and Behaviour and the Resource Teacher Literacy Māori. The specific objectives of the RTS Plan are to:

- ✦ Support quality te reo Māori provision to lift student achievement;
- ✦ Define roles and responsibilities of the RTS;
- ✦ Define the appropriate operating model for the RTS; and
- ✦ Design and transition to a new RTS model that encompasses the above.

It is envisaged that the Plan for the Service will help to drive improved efficiency and coordination resulting in better outcomes for students. As part of the development of the Plan the Ministry wanted to gather perspectives from Māori medium schools, teachers, principals as well as iwi education groups regarding the Resource Teacher Māori Service to identify recommendations that will enhance the effectiveness of the service.

The Ministry contracted Kāhui Tautoko Consulting Limited (KTCL) to undertake the scoping exercise to gather information from regions about the RTM service. KTCL interviewed key stakeholders (schools / teachers / principals and iwi education groups) throughout five regions: Bay of Plenty; Hawkes Bay; Taranaki / Whanganui; Waikato; and the lower South Island.

As part of the scoping exercise, the Ministry asked KTCL to gather perspectives on the Resource Teacher Literacy (RTLit) Māori positions. In 2001, 12 of the 109 RTLit positions were designated RTLit Māori specifically to work with clusters of teachers from Māori medium settings. However, immersion settings are not included as part of the original designated RTLit clusters and the 12 positions have not been filled.<sup>1</sup> This report also includes regional perspectives about the RTLit Māori positions.

### 2.3 Māori medium education

Māori medium education, over the last thirty years originated from an imminent need to revitalise te reo Māori me ngā tikanga Māori. The first kōhanga reo was established in 1982 in response to the decline of te reo Māori. Kōhanga reo is a total immersion family learning initiative that provides nurturing and learning of Māori language, knowledge and culture. Spurred on from developments in the early childhood sector, whānau sought to extend and increase Māori language opportunities for their children. In 1985 the first kura kaupapa Māori school was established where all education and instruction was given within the medium of Māori language. The next two decades saw an unprecedented increase in Māori medium education.

To support this growth in schools, Māori language curriculum statements and teacher support materials were produced for those teaching programmes delivered within the medium of te reo Māori. While those produced for immersion provided content and contextual support for teachers and learners within Māori language programmes, they did not support the teacher in addressing the delivery of te reo Māori as a language, or in the best use of available teaching and learning tools. Resource Teacher Māori and Advisers have, to varying degrees, aimed to do that without overall strategic direction or targeted financial support.<sup>2</sup>

However, the initial approach to cater for the huge growth of Māori language programmes lacked overall national strategising. This resulted in such things as an inadequacy of teacher training programmes to provide teachers with the skills and knowledge in the teaching of a language, a scarcity of expertise to staff such programmes, untrained teachers in front of students; people with te reo Māori fluency but with varying teaching skills, people with teaching skills but with varying abilities in te reo, pressure-cooker teacher training programmes, a paucity of suitable teacher relievers, kaiārahi reo with language expertise but little training in how to work alongside and support teachers in language development, a curriculum that was still to be developed, a dearth of available resources, a schooling system that was not embracing of te reo Māori me ngā tikanga Māori, and a wider society that was not initially supportive of this Māori language drive; all of which created an environment that did not initially augur well for students, for teachers and for the Māori language.<sup>3</sup>

Some of the above repercussions continue to impact upon immersion education today and have implications for the Resource Teacher Māori service and the Māori medium sector generally. As at July 2011, almost 27,000 students were educated in levels 1 – 4a Māori medium settings however the total number of students involved in Māori-medium education (Levels 1-4a) decreased by 2.0 per cent (538 students) between July 2010 and July 2011 from 27,532 to 26,994 students. The number of Māori students involved in Māori-medium education (Levels 1-4a) decreased by 103 students (0.4 per cent) to 24,702 since July 2010.<sup>4</sup>

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<sup>1</sup> Education Review Office (2008) Evaluation of the Resource Teachers Māori Service

<sup>2</sup> Powick. R, Worsley. N (2006), Te Huarahi Hou, *A pathway towards building an effective Māori Language Teacher Support Service*

<sup>3</sup> Powick. R, Worsley. N (2006), Te Huarahi Hou, *A pathway towards building an effective Māori Language Teacher Support Service*

<sup>4</sup> [http://www.educationcounts.govt.nz/statistics/maori\\_education/schooling/6040/mori-medium-education-as-at-1-july-2011](http://www.educationcounts.govt.nz/statistics/maori_education/schooling/6040/mori-medium-education-as-at-1-july-2011)

Total number of students involved in Māori-medium Education by Highest Level of Learning								
% of Curriculum instruction undertaken in Māori	All Students				Māori			
	2010	2011	Difference 2010-2011		2010	2011	Difference 2010-2011	
			Number	%			Number	%
Level 1: 81-100%	11,738	11,818	80	0.68%	11,565	11,710	145	1.25%
Level 2: 51-80%	4,587	4,729	142	3.10%	4,352	4,423	71	1.63%
Level 3: 31-50%	4,904	4,807	-97	-1.98%	4,372	4,308	-64	-1.46%
Level 4(a): 12 -30%	6,303	5,640	-663	-10.52%	4,516	4,261	-255	-5.65%
<b>Total</b>	<b>27,532</b>	<b>26,994</b>	<b>-538</b>	<b>-1.95%</b>	<b>24,805</b>	<b>24,702</b>	<b>-103</b>	<b>-0.42%</b>

*Note: Students are counted at their highest level of Māori-medium education*

## 2.4 Rapid Changes in the Māori Medium Sector

The Māori medium sector is currently in a period of significant change and transformation. Between 2008 – 2010 Māori medium settings focused on implementing the national curriculum for Māori medium, Te Marautanga o Aotearoa. Te Marautanga o Aotearoa describes the essential knowledge, skills, values and attitudes appropriate to Māori medium schools. The Curriculum must be included in all school charters to ensure the principles and learning objectives of each learning area are embedded in school programmes. However it is for schools to embed local knowledge and contexts into their learning programmes.

In addition to the implementation of Te Marautanga o Aotearoa, since 2011 Māori medium schools have been expected to be fully implementing Ngā Whanaketanga Rumaki Māori, Māori medium progressions. Ngā Whanaketanga o Aotearoa describes the pāngarau and te reo skills and knowledge students need to learn at different stages of their schooling. The progressions aim to help Māori communities localise the curriculum and together shape Māori medium education, while also meeting the Governments goals of improved achievement and accountability of schools to parents through plain language reporting.

Other changes within the wider education system such as the increased use of technologically based learning tools, a sharpened focus on literacy and numeracy as well as a greater emphasis on parental and whānau engagement in education, have also had a significant impact on the Māori medium sector. A number of persistent challenges also continue to face Māori language education providers in immersion and other settings including the shortage of qualified teachers, the need for a greater range of teaching and learning resources, and ensuring the provision of high quality teaching practice across the sector.<sup>5</sup>

These changes and challenges serve to highlight the importance of having an effective teacher support service in place for the Māori medium sector. Evidence shows that the Resource Teacher Māori enhances student outcomes across all levels (1-4) of the Māori medium setting. Many children and young people in both immersion education and mainstream settings need some form of additional assistance to participate in education during their time at school. Children and young people are

<sup>5</sup> Education Review Office (2006), Evaluation of the Resource Teacher Māori Service

given support to achieve in many different ways, and the use of resource teachers working in support of and alongside classroom teachers is one of these.<sup>6</sup>

## 2.5 The RTM Service

The Resource Teacher Māori (RTM) service is designed to play an important role in the strengthening of te reo Māori in schools. There are 53 RTMs employed in 47 base schools across 12 regions (see Appendix 1: Geographic Distribution of RTMs). RTMs were established to support the teaching and learning of Māori language within New Zealand schools. RTMs are charged with providing professional assistance to principals and teachers of years 1-8 students, in order to increase teachers' skills in the Māori language and the consequential development of the curriculum programmes offered to students.

The role was originally developed as Itinerant Teachers of Māori (ITM) in the 1970's and has undergone considerable change. The ITM was charged with supporting teachers in te reo Māori by visiting schools and classrooms delivering a Māori programme to students. There was little deliberate focus on up skilling or enabling teachers to take charge or responsibility for the programme, a consequence that resulted in minimal shifts in teacher involvement and in student progress.

In 1986 the role changed to that of a RTM, the focus of which was to support all Māori language programmes – in particular within those schools receiving kōhanga reo graduates. The RTM role saw the shift to working with teachers at the planning and implementation level and providing professional development and guidance to improve the Māori language delivery of teachers within their own classroom programmes.

The significant growth of Māori medium schooling has not seen any increase in the number of RTMs, which at 53 is the same number of positions since inception. The potential of the RTM service, as a national collective of trained teacher professionals with strengths in Māori immersion, is substantial.

In 1996 a Memorandum of Understanding (MOU) was developed, negotiated and signed as agreed guidelines between the Ministry and the boards of all host schools. The MOU would take effect and be current for one year, after which it would be renewed for a further term of one year on the same conditions.<sup>7</sup>

The MOU defines the prime purpose of the RTM is to assist principals and teachers provide teaching and learning programmes for students in Year 0 – 8 who are undertaking Māori immersion programmes particularly at Levels 1 and 2 and then other levels.<sup>8</sup> The MOU further describes the role of the RTM as being generally filled by a teacher who has a high level of proficiency in te reo Māori and a high degree of skill in developing and teaching programmes for Māori students. Furthermore the appointee should be proficient in second language acquisition skills and should be able to operate in high level immersion programmes, preferably Levels 1 or 2. The MOU states that RTM are required to provide services to a designated cluster of schools, but that the board, in consultation with the management committee, should define, and may alter, the size and boundaries of the school cluster where this is practicable.

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<sup>6</sup> Ibid

<sup>7</sup> Memorandum of Understanding Resource Teacher of Māori (1996)

<sup>8</sup> Students participating in Māori medium education settings have their curriculum taught in te reo Māori, to varying degrees and across levels 1 – 4a as follows:

Level 1: 81 – 100% immersion

Level 2: 51 – 80% immersion

Level 3: 31 – 50% immersion

Level 4: 30% immersion

The MOU is the only Ministry-documented guide for the RTM service.<sup>9</sup> Such extensive scope for interpretation offers challenges for effective and efficient administration for RTM and will be discussed further in this report.

## 2.6 Reviews of the RTM Service

Since the mid 1990's there have been a number of reviews of the RTM services including:

- ✦ Penetito. W, (1995) A review of the Resource Teacher Māori.
- ✦ Howe. Paora, (2000) Whakaraunga Whakaaro.
- ✦ Powick. R, Worsley. N. (2006) Te Huarahi Hou Report.
- ✦ Education Review Office, (2008) Report on the Resource Teacher Māori Service.
- ✦ Kāhui Tautoko Consulting Ltd. (2012) Report on the analysis of the Resource Teacher Survey.

The reviews identified varying management and operational procedures around the RTM positions that require significant attention. The reviews also found that the quality and consistency of service delivery varies considerably. While the reviews found some examples of good practice, the variability in service provision has had a detrimental effect on the reputation of the service as a whole. The MOU currently in use, has extensive scope for interpretation which has contributed to an attempt by many RTMs to establish their own role definition and accountability systems. To improve the cohesion and effectiveness of the service the Education Review Office (ERO), in their evaluation of the service found four areas that are worthy of further consideration by the Ministry of Education. These included: clarifying what is expected of RTM, particularly their role in supporting te reo Māori teachers in immersion settings; ensuring that they receive personnel entitlements especially in the areas of performance management and induction; improving the governance and management arrangements; and investigating ways to provide national coordination for the service.<sup>10</sup>

The 2008 ERO report further highlights the critical importance of the RTM role.

*RTM also have vital role in helping kaiako (teachers) interpret, understand and use curriculum documents and learning resources in immersion education. Given that there is an increasing number of kaiako who do not have the technical reo and the fluency in te reo Māori to implement the resources according to their intended use, the role of RTM in support, guidance and mentoring is critical.<sup>11</sup>*

The reviews of the service were consistent in their evaluation that the absence of effective professional leadership and coordination limits the effectiveness of RTM.

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<sup>9</sup> Education Review Office (2008), Evaluation of the Resource Teacher Māori Service

<sup>10</sup> Ibid

<sup>11</sup> Education Review Office (2008), Evaluation of the Resource Teacher Māori Service, p3.

## 3 Methodology

### 3.1 Approach

As a kaupapa Māori organisation, we apply kaupapa Māori principles and approaches to all facets of our mahi. As defined by Smith<sup>12</sup>, a kaupapa Māori approach recognises the legitimacy and validity of being Māori, ensuring the survival of te reo Māori and culture, and that self-determination is essential to Māori cultural wellbeing.

Our kaupapa Māori approach is embedded within all phases of the project including planning, fieldwork, analysis and reporting which suits a variety of stakeholder groups. We use a practical, solutions-focused approach to ensure that our review leads to meaningful information that facilitates improvement and positive change.

To visibly demonstrate our commitment to the recognition and uniqueness of all participants within our approach to research, we inherently follow the seven Kaupapa Māori principles as defined by Linda Smith (1999) and our approach is similar to the approach adopted by Pipi et al<sup>13</sup>:

- ✍ *Aroha ki te tangata* (a respect for all participants involved in the research – by providing opportunities for maximum participation by ALL stakeholders)
- ✍ *Kanohi kitea* (using face to face approach as much as possible)
- ✍ *Titiro, Whakarongo.... Kōrero* (taking the time to listen)
- ✍ *Manaaki ki te tangata* (having cultural and personal respect for all those involved in the research. Ensuring we comply with relevant protocols and customs of the stakeholders)
- ✍ *Kia Tūpato* (being cautious culturally, socially and personally)
- ✍ *Kaua e takahia te mana o te tangata* (respecting the views and decisions of individuals who choose not to participate)
- ✍ *Kia ngākau māhaki* (acknowledging the time, knowledge and experiences of participants in the research i.e. by using methods that allow learners, whānau and organisations to participate in a way that is not interruptive to their own work and family priorities)
- ✍ *Koha* (acknowledging the contribution and co-operation of participants)

The above principles and core concepts are what provide the overall structural framework for this project. As a qualitative kaupapa Māori project, community was centralised. Interview and survey of key stakeholders (schools / teachers and iwi education groups) allowed the research team to gather information and perspectives, identify and discuss some possible themes, and explore further possibilities.

### 3.2 Project Objectives and Questions

The key objective of this project was to gather perspectives from Māori medium schools, teachers as well as iwi education groups regarding the Resource Teacher Māori (RTM) Service to identify recommendations to enhance the effectiveness of the service.

<sup>12</sup> Smith, L.T (1999) *Decolonizing Methodologies: Research and Indigenous Peoples*. Zed Books: New York and Otago University Press: Dunedin.

<sup>13</sup> Pipi, K., F.Cram, R. Hawke, S. Hawke, Te M. Huriwai, V. Keefe, T. Mataki, M. Milne, K. Morgan, K. Small, H. Tuhaka and C. Tuuta (2003). *Māori and Iwi Provider Success: A Research Report of Interviews with Successful Iwi and Māori Providers and Government Agencies*. Te Puni Kōkiri: Wellington.

The project had a focus on the following areas for each of the key stakeholder groups:

- ✈ What are the current thoughts on the RTM service?
- ✈ How stakeholders find the current RTM roles and if there are any recommended improvements?
- ✈ How stakeholders find the current structure of the RTM service and if there are any recommended improvements?
- ✈ What are the key factors for the region in terms of RTS?
- ✈ In what ways could the RTS service be improved?
- ✈ What are stakeholder thoughts on establishing 12 new RTLitM positions?

### **3.3 Project Design and Methods**

Our project design involved a mixed-methods approach that collected both quantitative and qualitative information from key stakeholder interviews with Māori medium schools, teachers as well as iwi education groups. The project design was intended to be flexible and adaptive.

To strengthen the robustness of the information gathering exercise, KTCL undertook both face to face interviews and focus groups with kaimahi (principals and teachers) as well as with iwi education groups. The sample of Māori medium schools identified from five regions included Waikato, Bay of Plenty, Hawkes Bay, Taranaki / Whanganui and the lower South Island (Christchurch, Otago and Invercargill). The sample of Māori medium schools included a range of schools that delivered across all four levels (1 – 4) in the Māori medium setting<sup>14</sup>; a mix of urban and rural schools; and a mix of base and cluster schools.

Iwi education group interviews occurred with participants in Waikato, Bay of Plenty, Hawkes Bay, and Taranaki / Whanganui. Despite attempts to secure feedback, due to the timeframes of the project KTCL were unable to engage with iwi participants in the lower South Island. It should be noted that as only a small representative sample of iwi feedback was gathered during this exercise the findings should be read in this context.

The first contact with the potential participant schools and iwi education groups was via letter from the Ministry of Education, introducing schools and iwi education groups to the project and inviting them to participate. KTCL then followed up these letters to confirm participation and arrange a suitable time to undertake the visit.

Semi-structured interviews or hui were conducted with individuals and/or focus groups across the five regions. Consents to participate in the project were obtained. The interviews and focus groups followed a list of prepared questions but were flexible in being able to probe into different areas of discussion. Written notes were taken from the interviews and then entered into an electronic database for ease of analysis.

### **3.4 Analysis and Reporting**

For this project we used excel for qualitative analysis of any documentation, focus group data and stakeholder interviews data.

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<sup>14</sup> Level 1: 81 – 100% immersion  
Level 2: 51 – 80% immersion  
Level 3: 31 – 50% immersion  
Level 4: 30% immersion

Survey Monkey and excel was used to analyse all of the quantitative data captured in the survey. The narrative components of the survey were included as part of the analysis of the qualitative data collected from the interviews and focus groups.

The analysis of qualitative information involved loading data from all sources (surveys, interviews and focus groups) into a tailored Excel file to enable data to be sorted in order to facilitate its subsequent review and analysis.

KTCL analysed responses, themes and relevant narrative information in relation to each interview question. Common themes or key points for each question asked of each stakeholder group were identified. Validation of the analysis was undertaken through the author discussing the results throughout the process with all of the interviewers. The overall results were then reviewed, and conclusions drawn in relation to the findings. Finally recommendations were developed for the Ministry of Education.

Where appropriate the following terms are used to describe the quantity of stakeholder responses to various questions in the scoping exercise, for ease of reading:

- ✈ most or the majority of participants – over 75% of participants;
- ✈ many – between 50% - 75% of participants;
- ✈ some – 25% - 50% of participants; and
- ✈ a few – less than 25% of participants.

## 4 Quantitative Data Analysis – by Region

The Ministry contracted Kāhui Tautoko Consulting Limited (KTCL) to undertake the scoping exercise to gather information from regions about the RTM service. KTCL interviewed key stakeholders (schools / teachers) throughout five regions: Bay of Plenty; Hawkes Bay; Taranaki / Whanganui; Waikato; and the lower South Island. The scoping exercise has been based upon a sample of five regions and does not reflect the views of all schools across the country. It is important to note however that the findings are consistent with previous reviews and evaluations. Interviews with iwi education groups were held in four regions: Bay of Plenty; Hawkes Bay; Taranaki / Whanganui; and Waikato. The following tables include the quantitative data associated with the participating schools.

**Table 1**

WAIKATO										
Kura	Māori Medium Setting				Rural	Urban	Aware Service	of	Base Kura	Cluster Kura
	L1	L2	L3	L4						
A		✓				✓	✓			✓
B	✓					✓	✓		✓	
C	✓					✓	✓			✓
D		✓			✓		✓			✓
E	✓		✓	✓		✓	✓		✓	

KTCL interviewed five schools in the Waikato region. Two base schools and three cluster schools, four urban and one rural school participated in the scoping exercise. All participant schools in the region delivered either Level 1 and/or Level 2 Māori medium provision. All schools were aware of the service.

**Table 2**

BAY OF PLENTY										
Kura	Māori Medium Setting				Rural	Urban	Aware Service	of	Base Kura	Cluster Kura
	L1	L2	L3	L4						
A	✓	✓				✓	✓			✓
B	✓	✓				✓	✓		✓	
C	✓		✓			✓	✓			✓
D	✓				✓		✓			✓
E	✓				✓		✓			✓
F	✓			✓		✓	✓		✓	
G	✓		✓		✓		✓			✓

Seven schools in the Bay of Plenty region were interviewed. Five cluster schools, two base schools, four urban and three rural schools participated in the scoping exercise. All participant schools in this region delivered Level 1 Māori medium provision. All schools were aware of the service.

**Table 3**

TARANAKI / WHANGANUI										
Kura	Māori Medium Setting				Rural	Urban	Aware Service	of	Base Kura	Cluster Kura
	L1	L2	L3	L4						
A	✓	✓				✓	✓			✓
B			✓			✓	✓			✓
C			✓			✓	✓		✓	
D		✓				✓	✓		✓	
E		✓	✓	✓		✓	✓			✓

Five schools in the Taranaki / Whanganui region were interviewed. All participant schools were urban schools and comprised three cluster and two base schools. Four of five schools delivered at least Level 1 or Level 2 Māori medium provision and all schools were aware of the service.

**Table 4**

HAWKES BAY										
Kura	Māori Medium Setting				Rural	Urban	Aware Service	of	Base Kura	Cluster Kura
	L1	L2	L3	L4						
A	✓	✓			✓		✓			✓
B				✓		✓				✓
C	✓	✓				✓	✓			✓
D	✓				✓		✓			✓
E	✓					✓	✓			✓

KTCL interviewed five schools in the Hawkes Bay region. Schools were a mix of urban (3) and rural (2) and were all identified as cluster schools. Four of five schools were aware of the service (the school that was not aware delivered level 4a Māori medium provision).

**Table 5**

LOWER SOUTH ISLAND										
Kura	Māori Medium Setting				Rural	Urban	Aware Service	of	Base Kura	Cluster Kura
	L1	L2	L3	L4						
A		✓	✓	✓	✓		✓			✓
B	✓					✓	✓		✓	
C	✓					✓	✓			✓
D	✓					✓	✓		✓	
E	✓					✓	✓			✓

Five lower South Island schools participated in the scoping exercise. The majority of schools were urban schools. The schools were a mix of base (2) and cluster (3) schools delivering either Level 1 or 2 Māori medium provision. All schools reported that they were aware of the service.

Overall, 27 schools participated in the scoping exercise. Of the 27 schools, 19 were cluster schools. Ninety six percent of participant schools were aware of the service (the school that was not aware delivered level 4a Māori medium provision).

While across all five regions the data indicates a strong awareness of the RTM service, one quarter of respondents were not actively engaged with the service. For the purpose of this exercise, active engagement means schools that have utilised the service within the last 12 months. Some respondents commented that base school relocations or change in base school personnel (Principals) had an impact on the structure of engagement provided by the RTM service. Others commented that the lack of engagement was as a result of the base school not sharing the resource; a lack of pro-activeness on the part of the RTM; or the RTM lacking the required skills or knowledge needed or utilising other support services available. The majority of respondents delivered at least Level 1 or 2 Māori medium provision.



## 5 Findings

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This section of the report outlines key findings generated from the scoping exercise of the RTM service. The findings have been detailed and categorised below under the following headings:

- ✦ Awareness;
- ✦ RTM Role;
- ✦ Structure;
- ✦ Accountability; and
- ✦ Regional differences and Iwi feedback.

### 5.1 Awareness of the RTM Service

#### Awareness

Being a well-established service with a relatively long history, awareness of the RTM service across the Māori medium sector was significant. Ninety six percent of respondents, across the five regions, were aware of the RTM service. Only one school indicated that they were not aware of the RTM service. The respondent agreed that this was primarily due to the fact that the school delivered a level 4 Māori medium programme. Interestingly, while there is a strong awareness of the RTM service, there are inconsistencies on how each school receives resourcing and/or if the RTM's actively engage with each school.

#### Value of the RTM service

A number of respondents were anxious, during the engagement process, to ensure that the RTM service was not going to be scaled down or discontinued. While a range of views were expressed about the current effectiveness and quality of the RTM service, there was universal acknowledgement that the RTM service was a critical and valued support mechanism within the Māori medium sector. There were a high number of comments about the value of the RTM service including:

*"The service is vital, but up to date knowledge is key for us"*

*"Real need for this type of support"*

*"These positions are really important"*

*"RTM is a very useful tool for ongoing Māori education development"*

### 5.2 Role

#### Lack of clarity around the role

The role of the RTM has undergone a number of changes since its inception which has resulted in varying models of delivery. Some respondents now deem this role as being the 'teachers retiree' position, whilst others see the role as being very valuable to the success of their school. The information captured from the respondents, specifically relating to what an RTM provides or delivers, varies quite significantly across the five regions. It is evident that the role of the RTM has now become a service that is everything to everyone and the effectiveness of the support has been diluted. Comments included:

*"What are RTM's paid to deliver?"*

*"I am not really sure how the structure of the role works, but she is brilliant"*

*"Don't really know what the RTM does, so hard to know how we can use them"*

*"Our RTM wears many hats and is always there when needed"*

## Job Description

The Memorandum of Understanding (MOU) approved in 1996 is currently the only consistent form of agreed guidelines between the Ministry and the boards of all host schools that forms the RTM service. The MOU describes the role of the RTM as being generally filled by a teacher who has a high level of proficiency in te reo Māori and a high degree of skill in developing and teaching programmes for Māori students. The MOU states that RTMs are required to provide services to a designated cluster of schools, but that the board, in consultation with the management committee, should define, and may alter, the size and boundaries of the school cluster where this is practicable.

As previously documented, the MOU leaves extensive scope for interpretation and offers challenges for effective and efficient administration for the RTM service. A high number of respondents commented that the MOU is 'too broad and open' and does not give enough detail to inform the RTMs of their specific role requirements. While a number of base schools indicated that RTM job descriptions were developed, the majority of cluster schools were not aware of the specific job descriptions held by the RTMs.

Respondents considered that it was essential that a generic job description was developed to ensure the role has a holistic approach to support kaupapa Māori learning environments with clear focus on lifting student achievement; has a clear process around service provision and allocation; clearly defines the core competencies required to effectively deliver the service provision; and has enough flexibility to tailor service provision to different needs across schools. Such flexibility will enable to RTM to be used effectively within the overall parameters of the role.

*"The role should have the flexibility to align to our local school plan"*

*"We wrote our own job descriptions"*

*"We need a clearer picture of what their role is and ensure that this is understood by the RTM and the schools they deal with"*

## Curriculum Knowledge and Classroom Practice

Respondents identified curriculum knowledge and classroom practice as a key competency for any RTM position. Some respondents indicated that they would not be confident with their current RTMs knowledge or support with Te Marautanga o Aotearoa and Ngā Whanaketanga Rumaki Māori. These schools have either utilised other means to provide this support or do not use the RTM service at all. Conversely, where RTMs have considerable knowledge with the curriculum and assessment tools respondents reported that they have seen this support as being highly invaluable. Given the rapid changes to the Māori medium sector, respondents felt that it is essential for the RTM to understand wider educational priorities and have a sharper focus on numeracy, literacy and assessment tools.

*"We use our RTM all the time with the Marau"*

*"I now use other facilitators to help me with....."*

*"Need people who are skilled in literacy but also understand the Māori world view and can use a kaupapa Māori approach – it's not easy to find these people"*

*"Our RTM is very knowledgeable in literacy and teacher practice, pedagogy, assessment, and running professional development for teachers"*

Respondents also indicated that RTM observation and engagement in the classroom would give greater context to the environment that school leaders work within. Specific examples of this included classroom modelling and observation of and feedback around effective classroom practices.

## Te Reo Māori / Tikanga

Feedback from respondents suggests that the majority of students and teachers within Māori medium settings are second language learners. Yet many respondents highlighted that there are limited opportunities and resources available to develop language competency – both conversational and curriculum language competency. As such, there is a critical need for effective Māori language supports for both teachers and students alike. Respondents identified that RTMs play an important role in being able to provide ongoing support around Māori language development. Therefore it was critical that RTMs have a high level of fluency and that they be able to help upskill and assist teachers and students.

Some respondents also highlighted the need for RTMs to have a sound understanding of second language acquisition theory and pedagogy. This was important for assisting teachers to develop effective language learning strategies and understanding important factors that either hinder or enhance language growth.

Positive comments were received from a number of respondents on how RTMs dedicate a significant portion of their time in providing leadership in te reo, tikanga and all things Māori. The South Island schools encouraged 'all things Māori', and commented that having a number of knowledgeable Māori RTMs was quite rare for their region, but an important asset. Some RTMs were able to dedicate more time to tikanga and provided support with pōwhiri, cultural days, treaty workshops, school camps etc, however it is unclear how to demonstrate the impact this is having on the students educational success factors. A few respondents advised that their RTM plays a Kuia / Kaumatua type role, when needed. While doing the 'extra' things, such as pōwhiri and making kete is valuable and plays an important role in tikanga, there needs to be clearer priorities and guidelines to effectively deliver a quality support service.

## Local knowledge and connections

Some respondents commented that RTMs should have local knowledge of the region. This is increasingly important with the implementation of Te Marautanga o Aotearoa and the requirement for schools to embed local knowledge and contexts into their learning programmes.

*“Community connections are very important”*

*“Our RTM is a big part of the cultural identity drive at our kura, this is because of his strong relationship with, and understanding of our local history”*

*“The RTM has local knowledge and expertise, he knows families here”*

Some respondents also felt that the RTM is in a unique position to gain insight into the local Māori medium sector including the implementation of Te Marautanga o Aotearoa and Ngā Whanaketanga Rumaki Māori across schools. As the RTM works with local schools they will also have a good knowledge of professional development needs between schools, classroom modelling and effective classroom practice.

## Aging Personnel

As identified in the April 2012 RTM Survey analysis, approximately 75% of the 53 RTMs are aged 50 years and over. This presents an opportunity and a concern with the future of the service. The Ministry will need to consider the potential impact an aged profession may have on the service and the unique position of utilising and retaining the experience and knowledge that these RTMs have. It should also be noted that some schools commented that our RTMs are of the older generation, and this brings challenges when trying to walk in the new technology world and with keeping abreast of the rapid curriculum changes.

There was considerable feedback that the RTM role was being used as a 'retirement pathway' and that the service needed to find an effective balance between the expertise of the older generation and the skills and expertise of a younger workforce.

*"Need younger RTMs, some have been a bit long in the tooth"*

*"Some RTMs have been out of the classroom too long"*

### Technological competence

As documented earlier, the education environment has undergone a number of changes. This includes developments in new media. Technology has changed dramatically in the last 20 years. Having technological literacy is increasingly important and has to some extent become a core competency for the RTM role. This is increasingly important as Hangarau (Technology) features as one of the key learning areas in Te Marautanga o Aotearoa.

A high number of comments gave context to this as respondents indicated that they would like to see RTMs work more regularly and confidently in the technical space. The RTM survey<sup>15</sup> found that the majority of RTMs identified as being somewhat confident in using appropriate technology effectively to support teachers. Further support and training for RTMs is necessary in this area to ensure that in addition to using technology effectively, RTMs are capable and confident in providing development opportunities to teachers to enhance the quality of service delivery to children.

*"Perhaps website information could be developed"*

*"Would be good to see some ICT support for our RTM"*

### 5.3 Structure

The extent to which effective governance and management structures were in place was key to how stakeholders perceived the overall effectiveness and quality of the Resource Teacher Māori service.

#### Models of Practice

There were a wide range of models and structures utilised for the management of the RTM service. Some were seen as highly effective including the use of management committees between participating schools, annual planning processes, regular inter-school communication at senior management level, reporting at a board level, appraisal systems, conflict resolution processes as well as shared professional learning and development initiatives. Some of the base schools were noted for having good processes and systems in place where schools knew what was going on and how the RTM could offer support.

*"The principal at our base school has just left, but he was a real good communicator"*

Given the roving nature of the role many believed that the service needed to be based on a high trust model but with clear and robust processes in place to ensure effectiveness and accountability. A number of respondents liked the more flexible and fluid nature of the RTM service, for example in not having to make referral requests to engage the service. Others however would prefer to strengthen administrative processes similar to other Resource Teacher services. Many respondents spoke positively of having the RTMs being based within a school as this kept them closer to the grassroots and ensured that RTMs would be supported and did not become professionally isolated.

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<sup>15</sup> Kāhui Tautoko Consulting Limited, RTM Survey Analysis Report, Ministry of Education, (2012)

In a number of cases the RTM service was seen as being largely self-managed by the RTMs themselves. Several schools (both base and cluster schools) acknowledged that a number of base schools were 'quite hands off' and that RTMs had 'free range' to determine how their time was spent so long as they met basic reporting requirements. A number of schools stated that base schools needed to fulfil their responsibilities and ensure that effective management structures were in place and working well.

*"A few years ago we use to have hui all the time, but haven't been to one for over a year now"*

### **Inconsistent Structures and Practices**

A number of respondents spoke of becoming frustrated at the lack of clear structures and processes in place for the effective delivery and administration of the RTM service. There was a lack of awareness and guidelines around the MOU agreement, best practice governance and management of the service, induction and appraisal processes as well as lines of accountability.

According to some respondents a lack of clear guidelines and a transparent structure meant that in some cases schools had received a poor level of service and engagement from the RTM for quite a period of time. Some schools spoke of trying to raise concerns but of not knowing how or who to deal with to try and resolve the issues. The RTM service was seen as requiring additional management structures at a regional and national level to ensure a high level of consistency and coordination as well as clear accountability processes. A few respondents also felt that the Ministry of Education could play a greater role in the management of the RTM service.

A number of respondents stated that in looking forward a highly effective RTM service structure would include the following elements:

- ✚ A functioning management committee that includes representation from cluster schools that meets on a regular and consistent basis;
- ✚ Shared annual and term planning processes that determines service priorities;
- ✚ Regular and consistent communication processes between the RTM and cluster schools;
- ✚ Inclusive appraisal and feedback processes centred on quality improvement and professional development;
- ✚ A national and regional management structure including the involvement of the Ministry and iwi education groups; and
- ✚ Greater emphasis on structures that facilitate collaborative approaches to planning, professional development and human resource capacity across the local Māori medium education schooling network.

### **Workforce Development**

This leads into another high area of feedback whereby schools have suggested that the Ministry invest in professional development days for RTMs, particularly with both curriculum base knowledge and facilitation skills to then 'teach the teacher'. Respondents have also acknowledged that RTMs do not have the time to be everything to everyone and a potential suggestion, was for RTMs to identify a specialist skill and share their knowledge at a national coordination level. In addition to this, comments were made that a structured planning process could indicate the professional development needs of each school and region.

*"RTM should be made aware of changes in the sector, then train us"*

*"Our RTM delivers MSOL and mainstream receive ESOL"*

There were a number of comments relating specifically for the need for additional professional opportunities for RTMs to be able to access to support the quality of service. Some areas highlighted were the need to provide professional development through mentoring and coaching, peer support, and training. One school commented that they have implemented a professional development training budget for their RTM. The Ministry will need to investigate and consider the possible options in providing workforce development to the RTMs - particularly at a national level.

### **Service Provision**

The current MOU stipulates that the prime purpose of the RTM is to assist principals (tumaki) and teachers (kaiako) provide teaching and learning programmes for students in Year 0 to Year 8 who are undertaking Māori immersion programmes, particularly at Levels 1 and 2.

A number of comments from schools highlighted that there are inconsistencies with who the RTMs deliver to across the regions. Some concerns were raised that RTMs were delivering to mainstream schools, early childhood centres and schools that were not Level 1 or 2. Whilst in some cases the capacity of the role allowed this to occur, it was commented that this should only be the case when RTMs are meeting the needs of the Level 1 and 2 schools.

*“Our RTM seems busy with mainstream schools”*

*“We are lucky that our RTM can work in a number of settings”*

### **Equitable access of service provision**

The RTM service is largely delivered on a needs basis across the RTM designated regions, however one quarter are not actively engaged with the service. Therefore not all schools are utilizing the service and some are receiving more support than others.

Access to RTMs in base schools is relatively easy, however for some cluster schools, there is a perception that the base school is receiving additional support and restricting access to those who are offsite or alternatively not being able to have that support themselves. This gives the indication that a structured plan will need to be developed to ensure there is an equitable amount of service provision across the region – regardless of location.

Additionally, there are concerns from respondents regarding the equity of service provision across Aotearoa. Some respondents have commented that some RTMs cover a larger geographical area than others and yet some RTMs have a smaller coverage area with more allocation of RTMs. Rural schools commented that there was less engagement with the RTM service due to the travelling distances.

*“RTM’s should be allocated according to coverage of all MME”*

*“RTM’s should be where the highest Māori roll and teachers are based”*

*“Go where the kids and teachers are”*

### **Challenges within Immersion and Bilingual Settings**

One of the issues that arose in looking at service provision was the distinctive set of needs between immersion and bilingual settings. While there were some strong calls for the RTM service to be exclusively used by Level 1 and 2 schools, other schools (often levels 3 and 4) felt that more dedicated support was needed by immersion and bilingual settings within predominantly mainstream schools. Some respondents felt that it would be good if some RTM provision was dedicated specifically to working within immersion and bilingual settings. This way the RTM could focus on the areas of most need including:

- ✦ Assisting teachers and schools leaders to unpack and implement Te Marautanga o Aotearoa and Ngā Whanaketanga Rumaki Māori alongside the NZ Curriculum and National Standards
- ✦ Developing tailored resources and assessment tools appropriate to bilingual settings
- ✦ Developing and implementing tailored language development programmes such as bridging courses for students new to Māori medium education

### Communication processes

Consistent and transparent communications between the RTM, base school and cluster schools was seen as critical for the service to work effectively. A number of schools commented that the onus is often on the RTM to ensure effective communication processes are in place and consistently implemented which meant it varied from one RTM to another. Respondents stated that clearer guidelines and tools were needed to assist RTMs and schools with appropriate communication processes and structures including technologically based solutions.

Comments around the effectiveness of current communication processes again varied, particularly between the base school and cluster schools and between the RTM and schools. Some schools identified that their RTM had strong awareness of the changes across the sector, the community they worked in and the audience they were delivering to, and this showed in their regular communication. However, some schools identified that they had not heard from their RTM in years.

Some cluster schools that participated in the exercise revealed that the management committee in their respective areas were inactive. Many of the cluster schools mentioned that there was no avenue to provide feedback about the RTM service. There was an obvious concern with communications between base and cluster schools, with some cluster schools revealing that they did not know if they featured in the MOU agreement.

### RTM Placement

Most teachers and principals that were interviewed were very flexible in relation to where the RTMs were based as long as it was in a school environment or having strong support to be able to bounce ideas off others – the role can become quite isolated. Most commented that it was more about equity of resourcing across their region. Comments included:

*“Not fussed where they are based”*

*“Must be based in a Level 1 or 2 school to continually provide reo proficiency”*

*“Should be based with other Resource Teachers to share knowledge and bounce ideas of each other”*

*“Need an RTM for every Kura Kaupapa Māori and another RTM could work with Level 2,3,4 to allocate priority resourcing across the region”*

*“Need to establish criteria for base schools to raise awareness across the cluster about the structure of the RTM service”*

*“The base school location should have sufficient space for the storage of previous, current and newly developed resources”*

### Development and Distribution of Resources

The majority of respondents reported good access to resources such as posters, pamphlets, and brochures. Where base schools had available space, the RTMs held a broad range of resources and schools could visit the site similar to a library setting.

Some respondents reported that they receive resources from the Ministry of Education but felt that there was little guidance and professional support on how to use them. This resulted in either the

RTM finding out how to use these resources and teaching staff accordingly, or schools not using the resources at all.

A few respondents commented that some RTMs developed their own resources and distributed these to schools. This was particularly important given the focus in Te Marautanga o Aotearoa on schools to embed local knowledge and contexts into their learning programmes.

### RTLit Roles

Respondents were asked what their thoughts were on the establishment of RTLit Māori positions, and some commented that they were unsure of the specifics of the role. Some were aware of the RTLit positions in mainstream, however they did not utilise this service as it was provided in English. Many respondents felt that the roles would be essential and could work well with the RTMs, particularly if such a service operated as part of a national or regional service framework. Many respondents reported a real need for these positions especially given the increased focus on literacy in Te Marautanga o Aotearoa.

Specific comments related to having strong planning processes; a good collaborative approach across 'all' RTS positions; and utilising the positive learnings from the current RTLit positions. Many respondents felt it was critical to ensure that the roles had core competencies in kaupapa Māori pedagogies and practice in Māori medium environment and context.

It was very clear from the feedback received that respondents did not want the RTM and RTLit Māori positions combined and highlighted the urgency in ensuring these positions are filled and operating.

An iwi representative recommended that greater dialogue occur to ensure that Ministry of Education is cognisant of their education plans and strategies.

*“Whole focus on schools has shifted to literacy and numeracy so positions are important”*

*“There is a sense that there are no specialist literacy supports in Maori medium”*

*“The whole focus on schools has shifted to literacy and numeracy so these positions are really important”*

*“The RTLit and RTM roles should be separate but aligned to each other so that there is no overlap”*

## 5.4 Accountability

### Current accountability processes

The scoping exercise found that accountability processes varied, however there was insufficient information to confirm that these processes were being applied and implemented on a consistent basis. In the main, accountability arrangements were sporadic and informal.

Many respondents revealed that there was no formal process of engagement for the RTM service. One school had formalised a referral system however for many schools the process was less formal and included such things as telephoning or emailing the RTM whenever the school required assistance. This emerged as the most common comment with respect to service accountability.

*“When we need them, we just ring them up”*

*“They are always available all of the time”*

The Memorandum of Understanding (MOU) states that it is the responsibility of the Board to establish a management committee or regional/district management committee for the RTM service. The management committee is to be established to provide advice and assistance to enable:

- ✦ The Board to meet its responsibilities as specified in the MOU;
- ✦ The RTM to carry out the role specified in the MOU; and
- ✦ The base school principal to achieve his/her management responsibilities.

Some respondents felt that the MOU was too broad which potentially impacted on the quality of service provision. Due to a lack in clear guidelines schools seeking assistance from the RTM have varying expectations of the nature of assistance that the RTM provides. The lack of clear guidelines around the service has also meant that many RTMs have developed their own systems of accountability. Where RTMs developed their own systems of accountability, the service quality increased, however not all RTMs are suited or capable of developing these systems which has a serious impact on the integrity of the service.

### Management Committees

Some of the cluster schools that participated in the exercise revealed that the management committee in their respective areas were inactive which would result in the inability of the RTM (and wider management group) to:

- ✦ Receive advice on the development and review of policies for the RTM;
- ✦ Receive guidance from operational procedures for the service that are consistent with agreed policies:
- ✦ Regularly report to the school Board; and
- ✦ Advise on the development and review of job descriptions for the Resource Teacher of Māori.<sup>16</sup>

The MOU requires a management committee made up of a minimum of four people, including the base school principal or nominated representative, the RTM and iwi and cluster school representatives. One school described their management committee as being very active and effective. In this example of good practice, the management committee comprised of the Base School Principal, a Kura Kaupapa Māori school principal, an iwi representative, and the RTM.

Most cluster schools mentioned that there was no avenue to provide feedback about the RTM service. There were two key concerns regarding this:

- ✦ The absence of which affects the integrity and quality of the service if appropriate accountability mechanisms were not in place; and
- ✦ As RTMs service cluster schools, this should be captured in performance processes.

### Reporting

The scoping exercise found considerable variances in reporting processes. In the absence of clear reporting guidelines some RTMs designed their own reporting processes and included such things as monthly reports to the management committee and/or termly reports to the Ministry of Education. Where the RTM had robust reporting systems in place evidence shows that this reflected positively on the quality of service provision.

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<sup>16</sup> Memorandum of Understanding Resource Teacher of Māori (1996)

The scoping exercise found however that reporting systems were the exception not the rule. Respondents felt that the lack of transparency around reporting was detrimental to the reputation and quality of the service.

The MOU requires that the RTM report once per term to the management committee. It also requires that the employing Board of Trustees has a responsibility to provide an annual activity report to the Ministry on the operation of the RTM. In the past, however, and as a result of a lack of interest and follow up on the part of the Ministry, the practice was abandoned. Notwithstanding this, respondents felt that the requirement for consistent and transparent reporting protected the integrity of the service. It was agreed that the service required improved co-ordination and leadership. An improvement to the overall infrastructure of the service would support the ongoing requirement and usefulness of reporting, thus increasing transparency, quality of service delivery, effectiveness and overall co-ordination.

Respondents felt that the RTMs ought to be required to complete termly reports about service delivery. This will provide an overall picture of the requirements of and developments within the sector at a local level and on a termly basis. Such reports should include:

- ✚ A breakdown of base and cluster school information and service needs for the term;
- ✚ A highlight of key professional development requirements for the area (base and cluster schools);
- ✚ Information about best practice and modelling within the area; and
- ✚ Updates or information about changes within the Māori medium, or wider education sector as it applies to the RTM role.

A termly report template could be developed to simplify and standardise reporting across the RTM service. Recipients of termly reports should include:

- ✚ Base School Principal;
- ✚ Base School Board of Trustees;
- ✚ Cluster School Principals; and
- ✚ Ministry of Education.

If a regional and/or national infrastructure is established to support the service, the report should also be sent to the appropriate co-ordinator who should in turn collect and analyse reports from a national perspective.

### **Performance Appraisal Process**

As previously documented, many respondents believed that the RTM service was seen as being largely self-managed and given the roving nature of the position, the role has the tendency to expand outside the realms of what may not be considered to be part of an effective service. Without any structured measurements in place, both for the region and for the RTM themselves, the service limits itself in discussing opportunities that could continually improve the service or to determine whether current needs are being met or addressed. An annual performance appraisal process, aligned with an RTM job description would allow the RTM, base school and cluster school to review the current state. A number of comments have supported this measurement process and would be open to providing feedback on a regular basis.

## 5.5 Regional Differences and Iwi Feedback

### Regional differences

The five regions covered in this project were used as a representative sample group of the Māori medium sector across the country. It would not therefore be appropriate to highlight specific regional differences and/or characteristics in each particular case without covering the regions not included within this exercise.

Considering the specific context and dynamics of each region is however important when considering the best approaches towards developing effective support services for local Māori medium provision. Overall a high level of flexibility is required in order to respond to the multitude of needs, contexts, resources, priorities and challenges that exists within and across the various regions. Based on feedback from the sampled regions, approaches will need to consider:

- ✈ The diversity and size of the local Māori medium sector (i.e. mix of immersion and bilingual provision, Kura Kaupapa Māori and Kura-a-Iwi);
- ✈ The extent to which Māori medium provision is rural or urban based;
- ✈ The level of involvement and leadership of local iwi within the local Māori medium provision;
- ✈ The ability of whanau to access continuous Māori language education pathways (i.e. early childhood through to senior secondary and beyond);
- ✈ The pool of native language speakers and tikanga experts within each region;
- ✈ The relative use and visibility of te reo Māori within and across the region; and
- ✈ The socio-economic profile of each region.

### Iwi Feedback

A small number of interviews and surveys were undertaken with iwi education groups and representatives. This allowed the research to gather information and perspectives of those groups to further inform the findings of the RTM scoping exercise. It should be noted however that only a small representative sample of iwi feedback was gathered during this exercise and the findings should be read with this in mind.

All iwi education groups had awareness of the RTM service, however involvement and engagement with the service differ from one to another. Iwi representatives also differed in their level of understanding of the role of an RTM with comments ranging from thinking the service is about making Māori resources through to supporting teacher practice. Some commented that any support that contributes to lifting Māori student achievement in their region, should be acknowledged and encouraged.

A repeated comment from iwi representatives is that iwi were keen to play a greater role in setting priorities and coordinating education provision across their region, with a specific interest in Māori medium education.. All respondents advised that they are keen to have more direct contact with the RTMs, with some commenting that they are happy to help in an advisory capacity. One area that iwi would be keen to be involved with, is in the development of creating local resources – specifically around local stories. A few commented that it would be valuable if the RTMs could incorporate supporting teachers to be more culturally sensitive and to concentrate on the survival of local tikanga and customs. In two cases kura-a-iwi suggested that the collective body, Nga Kura-a-Iwi o Aotearoa, be responsible for managing and coordinating some of the RTM service provision across the kura-a-iwi network.

Findings ways of increasing the involvement of iwi within the coordination and management of the RTM service was seen as offering huge potential in supporting the effectiveness and performance of the service. Both iwi representatives and schools were keen for strong alignment between the work of the RTM service and the educational priorities and goals of iwi. There were already models currently in place where the RTM had a close working relationship with local iwi, particularly where the iwi played a significant role in the schooling provision.

One respondent summarised the entire iwi group feedback in a perfect statement:

*“By having all stakeholders of Māori education working together and towards a common aim and set of objectives, our tamariki and the teachers that engage with them every day will be better equipped and served to meet the needs of our tamariki and their whānau.”*

## 6 Recommendations

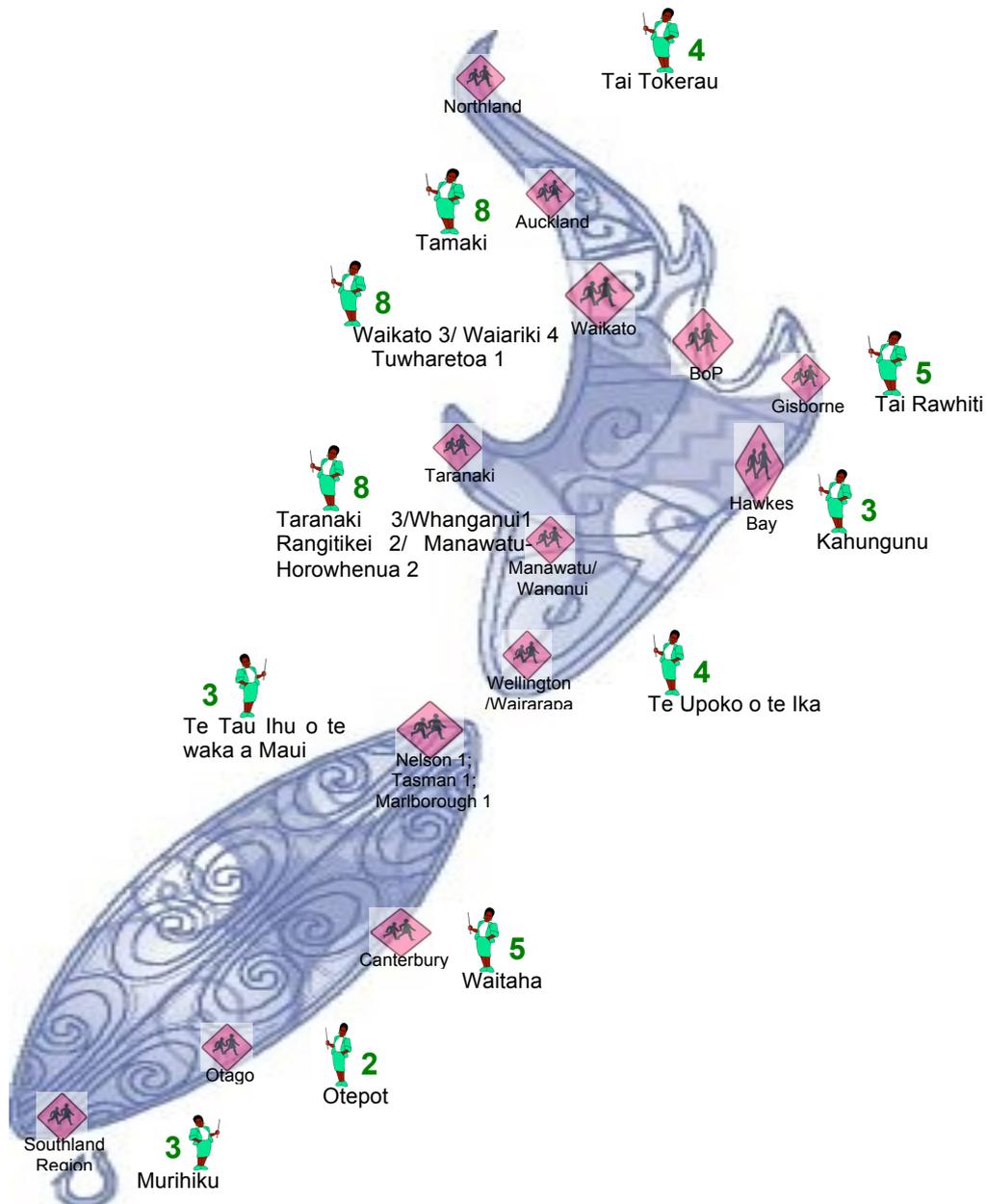
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Kāhui Tautoko Consulting Limited makes the following recommendations to the Ministry of Education:

1. **NOTE** that the scoping exercise included 27 face to face interviews with schools and 12 iwi or whānau members who participated across four regions.
2. **NOTE** that the scoping exercise has been based upon a sample of five regions and does not reflect the views of all kura across the country. It is important to note however that the findings are consistent with previous reviews and evaluations.
3. **NOTE** that a range of views were expressed about the current effectiveness and quality of the RTM service, but there was universal acknowledgement that the RTM service was a critical and a valued support mechanism within the Māori medium sector.
4. **REVISE** the current RTS framework in order to more clearly define the service's primary purpose, function and overall operating model.
5. **ESTABLISH** a national and/or regional coordination body to manage the RTM service.
6. **REVIEW** the current Memorandum of Understanding Agreement and provide more specific clarity and expectations around key aspects of the RTS model including role description, management structures, planning processes, communication and engagement, accountability and reporting.
7. **DEVELOP** guidelines and tools that are complimentary to the MoU for RTMs, boards of trustees, principals and management committee members around, but not limited to, role description, management structures, performance standards, planning processes, communication and engagement, accountability and reporting.
8. **REVIEW** the current geographic distribution of RTMs.
9. **CONFIRM** the status of the RTLit Māori positions to increase support in the Māori medium sector.

Appendix 1

Geographical Distribution of RTM Positions



**KEY**


**RTM Positions**  
Total = 53