

**Evaluation of the
Resource Teachers:
Māori Service**

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Overview summary

ERO undertook this evaluation of the Resource Teachers: Māori (RTM)¹ service following a request from the Ministry of Education for information to inform future policy decisions. The evaluation looked at: the extent to which RTM support quality learning outcomes for students in, or learning te reo Māori; the effectiveness of governance and management arrangements; and the role of the Ministry of Education in relation to the RTM service.

This is the first ERO evaluation of the RTM service since the administrative reforms (Tomorrow's Schools) in 1989 brought these resource teachers under the control of boards of trustees. Prior to 1988, when the RTM positions were made permanent, the Department of Education had administered Itinerant Teachers of Māori through the Māori Advisory Services. Since 2003, ERO has reported on the work of Resource Teachers: Learning and Behaviour and the Resource Teachers: Literacy. This RTM evaluation adds to and complements the findings in these evaluations.

The RTM service has the potential to make a highly positive contribution towards better outcomes for students because of the level of expertise many RTM have in te reo Māori. There is considerable evidence that some RTM have a positive influence on student outcomes through the work they do with teachers to enhance their delivery and knowledge of te reo Māori, and to teach other curriculum areas through the medium of te reo Māori.

For a range of reasons this potential is not always realised. The quality and consistency of RTM practice varies. This presents challenges for all stakeholders and is detrimental to the reputation of the service as a whole. To improve the cohesion and effectiveness of the service ERO found four areas that are worthy of further consideration by the Ministry of Education. These include: 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.

The RTM role is poorly defined. In the absence of consistent and effective guidelines and monitoring systems many RTM have attempted to establish their own role definition and accountability systems. This is because the 1996 Memorandum of Understanding, currently in use, has extensive scope for interpretation. Many boards of trustees, principals and management committee members would welcome the development of a clear set of national guidelines, similar to those for other resource teachers.

RTM have a key role in supporting immersion kaiako (teachers) with te reo Māori especially where they are having difficulty with the language. RTM also have vital role in helping kaiako interpret, understand and use curriculum documents and

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¹ The acronym RTM refers to teachers in the service (plural). Where reference is made to an individual resource teacher, the title is used in full.

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. ERO has concerns about the seemingly tacit acceptance in the education sector of kaiako with poor quality reo Māori. Stakeholders often identify this as simply ‘the nature of bilingual education in New Zealand.’

Personnel management practices, such as appointment, induction, appraisal, training, and the provision of good and safe working conditions for RTM need significant attention. Employing boards require more guidelines about how to implement these practices for the benefit of RTM, and to increase the level of assurance about the quality of the service nationally.

As a national resource, the RTM service lacks effective coordination and leadership. The majority of those who are involved with the service agree on this point. The absence of effective professional leadership and coordination limits the effectiveness of RTM. It is ERO’s opinion that any decisions about the leadership and coordination of the RTM service must focus on what is best for the students and contribute positively to Māori education.

Future directions

ERO recommends that the Ministry of Education consider:

- defining the role of the RTM explicitly;
- providing guidelines to RTM, boards of trustees, principals and management committee members about appointments, performance appraisal and management, and the provision of good and safe working conditions;
- establishing a national coordination role to lead the development of induction and training for RTM and to provide professional leadership in the development of frameworks, tools, and resources to increase the effectiveness of RTM work;
- developing performance standards specific to the RTM role description: and;
- investigating a suitable tertiary qualification to support RTM in developing language acquisition pedagogy.

ERO also recommends that the Ministry of Education consider ERO’s findings in this and other evaluation reports about Māori education, as part of a coherent and aligned strategy to develop the overall capacity and network of services to support improved outcomes for Māori students.

Introduction

This report presents ERO's findings of an evaluation of the Resource Teachers: Māori service. It includes information about what aspects of the service are working well, where possible improvements could be made and it discusses ways in which the Ministry of Education could consider further support for those working in and with the service, and possible ways to integrate the work of the RTM service in its strategies for realising Māori potential.

Strategic links

This evaluation comes at a time of heightened awareness about the place educators and those associated with New Zealand's education must play in enhancing system-wide opportunities for Māori students. The Māori education strategy, *Ka Hikitia*² outlines in its approach, levers, focus areas, goals and actions to be achieved to support the realisation of Māori potential. The strategy affirms the importance of students being present, engaged and achieving at school, and highlights the value gained from positive and constructive relationships with educators, whānau, and iwi in supporting Māori students to excel.

Ka Hikitia is the conduit through which schooling, student support and professional development initiatives can tailor teaching, learning and engagement approaches to ensure Māori students succeed. In the government sector, the Māori Potential Approach³ gives a context for shifting attitudes, thinking and practice to achieve significant improvements in Māori education outcomes. The approach advocates investing in strengths, opportunities and potential. It promotes a shift in focus from addressing problems and disparities to extending success. The RTM service has the potential to contribute to Māori success, especially with regard to the role it has in supporting and strengthening high quality learning outcomes for students in, or in learning te reo Māori.

In its Statement of Intent 2008-2013,⁴ the Ministry of Education notes the importance of including the principles of personalised learning in teaching. These principles are also part of the approach taken in *Ka Hikitia*. In this context, RTM have a role in helping the kaiako make learning relevant and meaningful and, through accurate assessment, more responsive for students.

Background

Māori language education

The establishment of kōhanga reo in the 1980s saw the beginnings of the Māori language school sector in its current form. This was followed by the establishment of kura kaupapa Māori and wharekura. Kōhanga and kura kaupapa Māori originated from an identified and urgent need to revitalise and support te reo Māori, and to

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² Ministry of Education, *Ka Hikitia Managing for Success, The Māori Education Strategy: 2008-2012* Wellington: Ministry of Education, 2008.

³ Te Puni Kōkiri (2004) Māori Potential Approach developed as a public policy approach for government.

⁴ Ministry of Education, *Statement of Intent, 2008-2013* Wellington: Ministry of Education, 2008.

enable more Māori to grow up with a sense of ‘being Māori’. In just over a quarter of a century Māori language education has grown, giving Māori learners the opportunity to speak te reo Māori and to participate more fully and successfully in Māori society in New Zealand.

As at July 2007, 111,097 students in New Zealand schools identified themselves as Māori. Just over 14,000 of these students were educated in Level 1⁵ or Level 2⁶ Māori language immersion settings. One hundred and ninety five schools, kura kaupapa Māori and wharekura offered a Level 1 education option to students in Years 1 to 13. A further 117 offered Level 2 immersion education.

Language is the essence of culture and te reo Māori is the vehicle through which Māori culture, spirituality and thought are expressed. Māori language education underpins the learning options for te reo Māori, including kaupapa Māori schooling in immersion settings and the learning of te reo Māori in English-medium schools.

Challenges facing Māori language education providers in immersion and other settings include 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. If students are to have good quality Māori language teaching options they need the support and resources to ensure high quality provision and a strong network of providers.

The RTM service sits in this context as a potentially vital part of the network of provision. RTM have the potential to enhance student outcomes in the wharekura, kura kaupapa Māori and the mainstream schools in which they work. 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 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.

Where do RTM sit in the framework of resource teachers?

High quality, responsive teaching is the most important influence that the education system can have on high quality outcomes for students⁷ but there is also strong evidence to show that relationships between teachers and students and high levels of motivation and engagement are also likely to result in positive student outcomes.

Various Ministry of Education strategies recognise that the most important factor affecting students’ learning is the quality of the interaction between the student and the teacher. Teachers’ effectiveness is influenced by the quality of governance, management and school leadership as well as by the quality of support available to them from a network of resource teachers and advisers. Three such national support

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⁵ Ministry of Education immersion education where 81 to 100% of learning occurs in te reo Māori.

⁶ Ministry of Education immersion education where 51 to 80% of learning occurs in te reo Māori.

⁷ Alton-Lee, A, *Quality Teaching for Diverse Students in Schooling: Best Evidence Synthesis Iteration* (Wellington: Ministry of Education, 2003), p45.

initiatives are the Resource Teacher: Learning and Behaviour (RTL B), the Resource Teacher: Literacy (RTLit)⁸ and the Resource Teacher: Māori (RTM).

Each group has different origins. The RTL B originates from *Special Education 2000* and the RTLit from the national Literacy Strategy. Prior to 1988 the Department of Education administered Itinerant Teachers of Māori (ITM) through the Māori Advisory Services and these positions subsequently became the current RTM positions. Although the roles of both RTL B and RTLit are clearly defined, there is less clarity about the role and accountabilities associated with RTM.

While there are similarities between the support roles of the three groups, there are also differences. One of these is specific training required to undertake the roles. RTL Bs and RTLits are required to do a specified tertiary training course approved by the Ministry of Education within three years of their appointment. From this they gain tertiary qualifications specific to their work. RTM have no such training options or requirements.

Both RTL B and RTLit services have a national coordinator. While the latter's role description is currently being clarified, there is a degree of similarity in the professional leadership and coordination these people provide for the respective work programmes. The RTL B coordinator's role involves the development and implementation of a series of frameworks, tools, and resources directed at achieving increased effectiveness for the RTL B programme and thereby contributing to better outcomes for students. There is no similar national coordination role for the RTM service.

Where do RTM fit with RTL B Māori and RTLit Māori?

When the RTL B and RTLit services were established between 1999 and 2001 provision was made for specified Māori positions. The positions were created specifically to support students in Level 1 and Level 2 Māori-medium settings or in kura kaupapa Māori.

An RTL B Māori has the same role as other RTL B, but has a focus on prioritising the learning and behaviour needs of Māori students in immersion settings and working with their family and whānau. The intention behind RTLit Māori positions was to work with clusters of principals, literacy leaders and teachers from Māori immersion settings by helping schools and kura to monitor and maintain effective literacy practice.⁹

Of the 781 RTL B positions 45 are RTL B Māori. A cluster committee makes decisions about where the RTL B Māori works. However, some immersion schools or kura kaupapa Māori kaiako and students do not have access to the services of RTL B Māori. In lieu of this provision, and in an attempt to fill this vacuum, some RTM are undertaking this role with goodwill, but without the appropriate training.

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⁸ For a more detailed description of the RTL B and RTLit roles see Appendix 1.

⁹ Ministry of Education *Resource Teachers: Literacy Procedures and Guidelines* Wellington: Ministry of Education, 2004.

In 2001, 12 of the 109 national RTLit positions were designated RTLit Māori specifically to work with clusters of kaiako and teachers from Māori immersion settings. However, immersion settings are not included as part of the original designated RTLit clusters, and the 12 positions have not been filled. As with the RTLit situation, many RTM have attempted to fill the role of the RTLit in immersion settings.

The framework for the operation of Resource Teachers: Māori

Currently there are 53 RTM positions attached to 47 schools in 12 broad rohe (regional) groupings throughout New Zealand. Although RTM are officially attached to these base schools, over 15 percent of them reported that, for a range of reasons, they work from their private home.

In 1996 a Memorandum of Understanding (the Memorandum) was developed and the contents were to be negotiated as agreed guidelines between the Ministry and the boards of all host schools, and to be signed by all parties. Once signed the Memorandum was to take effect and be current for a period of one year, at which time it was to be renewed for a further term of one year on the same conditions.

The Memorandum defines the prime purpose of the RTM service as assisting principals and teachers to provide programmes of work for Years 0 to 8 students in Māori immersion settings, primarily at Level 1¹⁰ and Level 2 and then at other levels.¹¹ It does not purport in any way to impinge on the employer relationship of the board with its staff in terms of the State Sector Act 1988, related legislation and industrial agreements; and also the provisions of the Education Act 1989 regarding to funding for staff. The Memorandum does state that RTM are required to provide services to a designated cluster of schools,¹² 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.

The Memorandum is the only Ministry-documented guide for the RTM service. Such extensive scope for interpretation offers challenges for effective and efficient administration for RTM and these are discussed in greater depth in this report.

Of a total of 110 resource teacher positions (RTLit, RTLit and RTM) designated nationally to work with teachers, students and whānau from the immersion settings, only 98 have been filled. This is having an adverse affect on service provision. This pool has been further stretched by requests for service, and by the expectation of many principals, staff and the resource teachers themselves that they will also work with the over 87 percent¹³ of Māori students in mainstream school settings.

ERO's previous evaluation of resource teachers

This 2008 ERO report specifically addresses the quality of the RTM service. Prior to 1988, when the RTM positions were made permanent, the Department of Education had administered Itinerant Teachers of Māori through the Māori Advisory Services.

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¹⁰ As per Ministry of Education Levels in Circular 1996/17.

¹¹ Memorandum of Understanding Resource Teacher Māori, 1996.

¹² Page 8 *Memorandum of Understanding*. Ministry of Education and Boards of Trustees. 1996.

¹³ Percentage derived from the Ministry of Education's 1 July 2007, roll return information.

Since 2003 ERO has reported on the work of Resource Teachers: Learning and Behaviour and the Resource Teachers: Literacy. This evaluation complements the findings in these earlier evaluations.

Previous reports about the RTM service

Three reports¹⁴ trace the development, work and challenges for the RTM service and conclude with recommendations. Each report discusses the different contexts and various work that RTM engage in, and outlines the challenges arising from differences in governance and management arrangements, role clarity, longer term strategies and alignment with others who support students in Māori immersion settings. The reports note the importance of improving personnel arrangements especially related to induction, professional learning and pedagogy about second language acquisition. The holistic nature of the work RTM do, and the range of people with whom they engage, feature in each report. ERO read the three reports as part of the preparation for this evaluation.

¹⁴ Penetito, Wally (1995) *A review of resource teachers of Māori*, a report prepared for the Ministry of Education.

Howe, Paora (2000) *Whakarunga Whakaaro: NARTAM report to the Ministry of Education*, a report prepared for the National Association of Resource Teachers and Advisors of Māori.

Powick, Rita and Worsley, Neta (2006) *Te Huarahi Hou: a pathway towards building an effective Māori language teacher support service*, an unpublished report prepared for the National Association of Resource Teachers and Advisors of Māori.

Methodology

The 53 RTM are located throughout the country in 12 broad rohe groupings. ERO originally planned to sample 45 percent of the total number, but RTM interest in the evaluation resulted in 81 percent (43 of the 53 RTM)¹⁵ being directly involved. The sample reflected geographical spread, locality and size of rohe. Those RTM not part of the on-site evaluations were surveyed.

Data collection

ERO collected data from March to June 2008 by a combination of documentation review and interview and observation of practice. ERO also talked with whānau, iwi and rūnanga representatives.

Two Māori evaluators were responsible for data collection during the on-site phase of the evaluation and for much of the initial analysis. The merit, worth and significance of oral and written data in te reo Māori and/or in English, was carefully considered as part of this evaluation.

The on-site evaluations took place outside the regular cycle of the host school or kura kaupapa Māori education reviews. ERO initially contacted the relevant employing kura or school principal and the RTM to discuss the organisation for each review.

The evaluators collected data in relation to each of the evaluation questions. This provided a consistent process for collecting and analysing the evidence. All judgements had at least three sources of information to support them.¹⁶ The interview schedules included a wide range of personnel: students; RTM; RTLB Māori; kaiāwhina; classroom teachers; employing principals; principals of client schools; senior managers; iwi representatives; rūnanga representatives; personnel from other institutions and agencies such as kōhanga reo, colleges of education, and the Ministry of Education; members of the employing school board of trustees or commissioner;¹⁷ and management committee representatives.

As part of the evaluation, ERO developed survey questions to give RTM not identified in the initial evaluation sample the opportunity to provide information about their particular work context and to share their views on a range of topics. The questions were similar to those asked of RTM in the on-site evaluation.

ERO appreciated the high level of interest and involvement RTM had in this evaluation. It was indicative of the service's willingness to contribute as a professional group to improved outcomes for Māori education.

¹⁵ Details of the spread are found in the appendices.

¹⁶ Process of triangulation using documented sources as well as interview and observation.

¹⁷ The appointment of a school commissioner is one of a range of statutory actions that can be taken by the Education Minister or Secretary for Education under Part 7A of the Education Act 1989 when a school is deemed at risk. The overall aim of any intervention in a school is always to return the school to self-management as soon as the required changes are made and are shown to be sustainable.

Evaluation framework

ERO's approach to school reviews focuses on the quality of education provided for children and students in individual schools. All reviews also have a strong improvement focus and provide information on how programmes and processes can be improved to support increased levels of student achievement.

This evaluation has been undertaken with the same focus on improved outcomes for student achievement and on how the RTM service, practice and processes can be improved to support student achievement. The following five evaluation questions were developed by ERO, after consultation with representatives from the National Association of the Resource Teachers and Advisors Māori (NARTAM) executive. The questions focus on student outcomes and provide the framework for this evaluation.

- To what extent does the work of the RTM service contribute to improved student achievement¹⁸ and outcomes?
- To what extent does the work of the RTM service involve students and teachers in effective learning and development opportunities that result in improved achievement and outcomes?
- To what extent do stakeholders share a common understanding of the aims, roles, responsibilities and the work of the RTM service in contributing to improved outcomes for students?
- To what extent does the work of the RTM service add to and complement the work of others to improve student achievement?
- To what extent do current management and governance structures and practices support the work of the RTM service in contributing to improved outcomes for students?

The first two questions focus on student outcomes and provide the most compelling information about the impact that the RTM service is having on student achievement. Although outcome indicators for student achievement are the most powerful indicators of effectiveness, they cannot be considered in isolation from other areas that relate to the process of improving student outcomes. The remaining three questions cover these areas, and relate to practices and activities that impact on the efficacy of the RTM service.

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¹⁸ For the purposes of this evaluation the term 'student achievement' is refers to achievement in te reo and tikanga Māori and is inclusive of positive outcomes for students.

Findings

The report findings are presented under the following headings.

- Student achievement
- Learning and development opportunities
- Shared understandings
- Complementing the work of others
- Management and governance

The findings include comment (*in italics*) from sample documents and interviews to support or illustrate the points made.

Student achievement

What did ERO look for?

ERO evaluated the extent to which the RTM service had improved student achievement and outcomes according to the level of consistent evidence in areas, such as:

- collated information, such as pre and post assessment data, and/or student work samples that shows evidence of overall improvements to learning and teaching;
- teachers reporting that students' knowledge and use of te reo Māori and/or ngā tikanga had improved based on assessment data;
- students reporting that their reo Māori and/or knowledge of tikanga had improved as a result of RTM initiatives and providing examples of how the improvements had generalised in their lives;
- teachers reporting that their own knowledge and use of te reo Māori and/or tikanga had improved as a result of RTM support/initiatives, and providing examples of how the improvements had generalised in their teaching; and
- school leaders and/or teachers demonstrating how positive changes that had occurred for children were in direct response to systemic changes made after work with RTM.

Assessing students

Fostering Māori student achievement is a key priority for the education sector. Some tumuaki and kaiako shared information about the extent to which RTM initiatives built on their school achievement information to improve outcomes for students. The following example outlines an evidence-based approach to learning and teaching used by many of the RTM.

First the teachers collected achievement information and we were greatly concerned by the poor literacy levels. So we called the RTM in. We combined our assessment results with information the RTM collected from observations of learning in action, and then we used it to draw up an intervention plan (identify teaching goals). Assessments at the end of the intervention showed the progress in reading and writing our children had made. It was awesome! Post-testing

may be the best way of showing learning improvements, but observations are still the best way of showing teachers' and students' increased confidence! And we definitely observed that! (Acting tumuaki)

Some principals expressed appreciation about the opportunity that their staff had to work with the RTM, to refine their reo Māori, literacy and assessment skills, and strategies and knowledge.

Positive changes for my teachers in te reo Māori and literacy assessment have helped benefit the teacher and the children. (RTL B Māori/Management Committee representative)

Staff benefit from the intensive support and training RTM give in assessment administration, analysis and use. How do I know that? I see it! It's giving them confidence in what they do. (KKM principal)

In these schools successful student outcomes were reflected in the achievement information collected by the school. Improvements to teaching were often highlighted by school personnel and the RTM as the significant contribution RTM made to these improved outcomes for students. Students benefited from the work RTM did to upskill kaiako.

In many other schools or kura, there is now student achievement information where there had previously been none. Teachers felt more confident about analysing and using student achievement information to make decisions on teaching and learning programmes. This was often the most significant impact of RTM support in kura and schools.

The RTM is the key, in many of our schools and kura, to the teachers having valid assessment information on their children (in literacy). Information that tells how they are achieving. (Management committee principals and tumuaki)

Most RTM had at least one immersion setting where they were expected to administer and analyse assessments. Some had many.

I am asked to administer assessments for kaiako, because kaiako are saying that they do not have time, but many are actually struggling to use the assessment tools properly. (RTM)

We don't know how to do the assessment. We don't have the reo! (KKM kaiako)

We work with the teachers. We know it is the job of teachers to collect information, but we don't always see that. So, often we assess the children, and the impact of our work is that teachers will know how their children are doing and what they still need to learn. (RTM)

In response to the many requests to assess students, some RTM work with individual teachers to increase their confidence in administering and analysing assessment tasks.

They use this information to inform the next steps in developing a programme of work and teaching it.

In many immersion settings, however, changing practice has been a very slow process. The need to ensure all initiatives are targeted to students' identified needs often results in the RTM collecting and analysing student information where, even after receiving training and professional development, teachers had no assessments in place.

Some teachers find it too hard to try to develop the professional reo needed to teach. Like (one example) where teachers from one kura at the end of six years training and professional support, could not read the resource book. So the RTM are now doing professional development with them all to help.
(Resource Teacher:Māori)

Some of our kaiako keep looking out there for a quick fire assessment tool that will give them lots of information in the shortest amount of time. The challenge is helping them to use the assessment tools that are already there really well, not to create new ones. (Resource Teacher:Māori)

Research and good practice indicators both support the notion that external assessments, such as those that occur when RTM assess students, do not empower teachers to improve their teaching and learning practice. The risk with such an approach is that the school and its teachers will become dependent on the RTM administering the assessments and will therefore be less likely to use assessment as an integral part of their teaching and learning cycle.

Kaiako in our kura were new to teaching, they had the expectation that someone else does the assessments or observations for them. At the start that was kei te pai, they were still learning. But now some have become too dependent on RTM. We wonder if they are ever going to do it themselves?
(KKM management committee staff representative)

While the student assessment and the analysis of results give teachers the necessary short term information to inform their teaching, it is not the most effective use of RTM time, nor is it likely to promote fair and equitable access to the service for all cluster schools or result in long-term benefits for student learning and achievement.

Making a difference

Some RTM were able to provide significant evidence about the positive impact that their work was having on student outcomes. ERO found a wide range of data and information that showed improved outcomes in response to the work of RTM. These included standardised assessments such as asTTLe, photographic evidence, electronic work samples, and recorded observations of teachers and students working together.

The information demonstrated improvements in student achievement, teacher knowledge, expertise in selected aspects of teaching, te reo and/or tikanga Māori directly related to the objectives identified in RTM and kura planning or service agreements. Principals and kaiako often commented positively about increased levels of confidence in the use of te reo Māori by both students and teachers.

Children have done things that we would never have had the confidence to do with them before we received help from the RTM. (Mainstream principal)

Some RTM, however, were involved in minimal, if any, work with teachers or students and were not able to provide any real evidence of the impact or influence their work had on improving achievement or outcomes for students.

We designed a job description for me once, but then I became involved in iwi work, and from there the journey for me changed. I wasn't involved with teachers anymore. I was involved with getting the kōrero of our kaumātua. (RTM)

Nevertheless, many RTM played a key role in the immersion teachers having properly analysed, valid and reliable achievement information from which to plan the next steps in teaching and learning. Involvement in initiatives such as *INSTEP*¹⁹ gave RTM opportunities to explore and develop effective approaches for the professional learning of in-service teacher educators.

Achievement in tikanga

Gaining increased confidence in their own ability to 'live as Māori' is another area of students' achievement that, while less easily assessed than speaking, writing or reading te reo Māori, is seen as being just as important to each child's holistic development. Iwi are increasingly including knowledge of tikanga in their iwi education goals for students. Many RTM are seen by kura and schools as a rohe resource.

RTM familiarise themselves with iwi goals and through their work and most also support the intent of iwi development plans. These examples demonstrate a key role that RTM play in facilitating marae training for the schools as part of the desire of local iwi.

We have a lot of schools coming to our marae who are not confident in tikanga. So we work with RTM to help educate children and adults about marae protocol here. We could not have as many of our tamariki Māori coming through the marae as we do without RTM support. (Rūnanga representative)

As an iwi we acknowledge the significant role RTM play in helping children gain confidence in te reo Māori. (Iwi representative)

Other RTM dedicate a significant portion of their work time to attending board, rūnanga or committee hui, engaging in kōrero, and developing iwi documents and resources. The actual impact of this work on students' achievement or educational outcomes was unclear or difficult to demonstrate.

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¹⁹ INSTEP (Inservice Teacher Education Practice) is a research and development project about the learning and practice of advisers, facilitators, resource teachers, and other inservice teacher educators.

Learning and development opportunities

What did ERO look for?

ERO evaluated the extent to which the RTM service had improved learning and development opportunities in accordance with consistent evidence in areas such as:

- RTM having a clear description of their model of practice, the desired outcomes, linked to relevant literature;
- RTM demonstrating an awareness of the current theory, practice and research in Māori education, and applying this to work with students, with teachers and/or in Māori education contexts;
- RTM establishing appropriate expectations for learning and teaching initiatives, ensuring that these are clear to all key parties including board, whānau, principals, teachers and their students; and
- initiatives having the support and agreement of students, whānau, teachers and/or principals.

The changing role and purpose of the service

The role of the RTM has evolved over time and all parties involved with the service have noticed the changes.

Fifteen years ago our main role was to make resources. Kura needed them back then. Now schools need us to provide professional development in the use of resources, and to review and refine the reo in resources. (RTM)

Originally there was a taha Māori focus in RTM work. There has been a huge shift and now there is a galaxy of options out there. (RTL B Māori)

The Memorandum states that the prime purpose of the RTM is to assist principals and teachers to provide quality teaching and learning programmes for students in Years 0 to 8 who are undertaking Māori immersion programmes, particularly in Levels 1 and 2.

In accordance with this, many RTM focus on assisting teachers to provide targeted teaching programmes for their students in Māori medium education. A feature that distinguishes the service from many other forms of support is the responsiveness of RTM to teachers' requests for help.

Some schools have a definite idea of where they are going. They know how I will fit in and the support that I can provide. Others do not know, so I have to lead them. (RTM)

To help make the workload manageable and to maximise the benefits to students of individual RTM skills and expertise, some RTM have narrowed the scope of their activity to specific areas such as literacy and assessment support.

While some school personnel see this as a sensible option, others are frustrated at the limitations placed on this essential source of support and believe that it is an attempt by the Resource Teacher: Māori to limit kura access to assistance in other key learning areas.

*How realistic is it to expect RTM to deliver such a wide range of services?
(Cluster principal)*

Just because the Resource Teacher Māori doesn't want to do anything else but pānui pukapuka, it doesn't mean we only need help there. The need doesn't disappear at the Resource Teacher Māori's will. (Senior teacher)

The lack of clarity places RTM in the difficult position of trying to meet all the needs of the kura or school with the resources and time that they have at their disposal. For some it feels as if they have nowhere to go because there are no clear guidelines about priorities.

We are damned if we do, and damned if we don't. (Resource Teacher Māori)

Models of practice

Key RTM tasks outlined in the Memorandum include working with teachers through in-service and professional development courses to enhance their curriculum delivery and knowledge of te reo Māori and other curriculum areas through the medium of te reo Māori. It is also expected that RTM will provide ongoing programme guidance in support of class teachers. The Memorandum indicates that RTM are required to 'help teachers adapt their programme if necessary to facilitate success'.

Many RTM use a range of strategies and techniques to facilitate better quality teaching including action research, modelling, and providing observational feedback. Such work is consistent with the key task requirements specified in the Memorandum. These RTM have achieved some highly and positive outcomes.

At first the Resource Teacher Māori modelled lessons for each teacher. We have now moved to the next step where teachers teach lessons and the Resource Teacher Māori observes, and then gives feedback. It's so exciting. (Teacher)

In one school, a Resource Teacher Māori delivered initial workshops for teachers as a group. These group sessions were followed by individual evidenced-based work with teachers. However, issues of teacher capability in te reo Māori often hindered the desired outcome of improving pedagogical practice and curriculum knowledge. Language barriers such as this present a relatively unique situation for a resource teacher service.

No other service that I know of, has to teach people to 'talk' – to speak the same language, or at least enough to learn something before the in-service training can even start! (Client school principal)

Although most are philosophical about holding this dual support role, the serious limitations many immersion teachers have with their own reo Māori capabilities present an issue for RTM. Many RTM believed that issues of teacher capability in

te reo Māori were inhibiting progress in Māori education. Teachers, principals, kaumātua and iwi representatives had similar concerns about the negative impact this had on tamariki.

I am not happy with the level of reo proficiency of teachers. In our kura, reo Māori is a second language for many. (Kaumātua)

Our immersion students do not have a lot of reo. We also have no native speakers of Māori on staff. So the RTM play a necessary role in helping teachers to help the children. (Immersion school principal)

The majority of teachers that the RTM work with have limited or no reo Māori. Many of the immersion class teachers are second language learners themselves. So by upskilling kaiako, students should benefit. (Management committee representative)

We are all working towards the same kaupapa – te reo Māori. For the children's sake we need to move on from learning about te reo to learning in te reo. The dilemma is that kaiako are still learning the reo. (Resource Teacher: Māori)

Variance in the quality of practice

Some RTM are very highly thought of in the education communities in which they work. These RTM are respected for their strengths and expertise in areas such as:

- te reo me ngā tikanga Māori;
- teaching and pedagogical knowledge;
- te Marautanga o Aotearoa;
- action research; and
- assessment and literacy learning.

They enjoy good relationships with their kura, including 'cluster' schools, principals, staff and students.

There is no one else (in this city) who can give us the training in aro matawai, or in the marautanga. We can help our children faster with this knowledge. We would be lost without the Resource Teacher: Māori. (Immersion class teacher)

These RTM were more likely than their other colleagues to have substantial evidence of personal professional development, reading, or study undertaken in a concerted effort to remain up-to-date with current theories and developments in education. They were more likely to facilitate programmes and interventions that reflected good practice in education.

Conversely, some RTM do minimal work to 'assist teachers ensure that high quality programmes are developed, delivered, and evaluated through working with the teachers' (Memorandum). Instead they choose to dedicate much of their working day to rūnanga and iwi business. In some instances, these RTM have developed substantial resource banks and strategic plans for iwi.

This report does not evaluate the quality or value of these activities. While there may be potential for future students to benefit from these developments, the time spent by RTM on such work is time taken from their core business of working directly with teachers in immersion settings. By choosing not to deal with the immediacy of teachers' and children's support needs, these RTM may be giving advantage to the wrong group.

Information about the impact of RTM

The Memorandum requires RTM to 'evaluate and monitor the effectiveness of their own input.' Although the employing board is also expected to be able to show the difference that the RTM service makes to student achievement, trustees and staff are often unsure of the most effective way to measure or demonstrate this.

What tools are there, really, to measure the difference a resource like this makes? (Principal)

Consequently most schools tend to leave the RTM to produce their own evidence of the impact of their work. Many RTM are reluctant to collect data simply to illustrate the effectiveness of the service in action. Some believe it is not their place to spend time justifying the work that they do. Others are more than willing to meet this responsibility.

Schools are too busy trying to develop systems to monitor their own effectiveness to consider ways to monitor RTM performance or impact. (Resource Teacher:Māori)

Many have comprehensive collections of photographs; samples of student work; and anecdotal information from principals and teachers about the influence and impact of their work. These banks of information show the effect the RTM have on improving teaching strategies helping to create better learning opportunities and student achievement in reo Māori.

Sequential learning has helped our entire school. (Mainstream principal)

Other RTM could show from statistical information collected over time that teachers were keen to attend the training and professional development workshops they ran.

Thirty schools have been involved in the whānau hui. We think this shows their support for the work we do, particularly since it involves schools coming back each week over a ten-week period. (Resource Teacher:Māori)

Some RTM are able to show how they used valid, reliable and relevant data, and a range of techniques to support and inform their practice, advice and initiatives. The use of assessment information as a core part of RTM work was consistent with the expectations of many school leaders.

Teachers and pupils needs have to be met. Primarily RTM should work with teachers to help them work with children, but working with teachers on a specific area of children's identified needs!! (Client principal)

Shared understanding

What did ERO look for?

ERO evaluated the extent to which the RTM service successfully established shared understanding with key parties in accordance with consistent evidence in areas such as:

- RTM having a documented set of guidelines with which to operate;
- trustees, principals, teachers, parents and whānau having an understanding of the roles, responsibilities and work of the RTM; and
- policies and procedures for accessing support from the RTM being clearly documented, known, and supported by the ‘cluster’ principals and schools.

Documented operational guidelines

The Memorandum is the only guiding document for RTM. Stakeholders found its interpretation confusing.

My impression is that nationally the only commonality is the RTM name, their job outlined in the Memorandum of Understanding can be interpreted in a thousand ways. (Client principal/management committee)

The lack of guidelines or explicit expectations was a considerable source of frustration for many trustees, management committee members, and principals, who wanted a better understanding of the purpose, of the RTM service and what they should have been able to expect from it.

We would love clear direction about the RTM service. We distributed flyers to introduce the RTM to schools in the area because a lot of schools were not clear about RTM, most thinking they were there to make resources. (Management committee)

There are no clear guidelines to follow to guide principals on how best to manage and use the RTM service. (Employing principal)

In the absence of guidance and in an effort to increase operating transparency, many RTM have developed their own systems of accountability. One group of RTM has successfully operated a self-managing system for nine years. The service is managed through an RTM coordinator. During the on-site phase of this evaluation, they discussed their targeted appraisal system, financial records and planning documents with ERO. There was significant evidence of robust management of all aspects of this RTM service.

We are nine years on and we are still monitoring and modifying how we operate, incorporating procedures that help improve our operations. We had to make it work. It was our integrity at risk. (Resource Teacher:Māori)

Where the RTM service had systems and processes to guide operations, they were pivotal to the success of the practice. However, not all RTM were suited to a self-managing model of operation. In fact some RTM did not demonstrate much interest in administration matters, nor in being accountable for their time or whereabouts beyond providing a general calendar to the employing school. It is not likely that these RTM would be able to fulfil the responsibilities nor possess the administrative skills needed to implement a self-managing system similar to that mentioned above.

Understanding the roles, responsibilities and work of the RTM

According to the Memorandum RTM are to assist principals and teachers to provide programmes for Years 0 to 8 students who are in Māori immersion education particularly at Levels 1 and 2. Schools wanting support from RTM have varied expectations of the type of assistance they will receive.

There are different demands from teachers in different kura and schools. For teachers in kura Māori:

The RTM are my reoI am isolated in this beautiful immersion unit in this beautiful mainstream school, but if I didn't have them, who is out there for me? There is no one. (Immersion class kaiako)

Teachers complain about the Resource Teacher:Māori not carrying out our requested tasks. There is a fear amongst kaiako in approaching the Resource Teacher:Māori. (Kaiako)

For teachers in mainstream schools with immersion classes:

We probably need more RTM because the immersion requirements to be worked on are high and because mainstream schools continually let us know that they also need access to this mātauranga. (Board staff representative)

By the very nature of the work regularly expected of RTM, there is a need to establish explicit roles, and responsibilities that are understood by all. This clarity is long overdue and potentially detrimental to the services' reputation.

I don't know what the Resource Teacher:Māori is supposed to be doing. We never get to see him. (KKM tumuaki)

Many RTM prefer working with teachers, focusing on improving teaching to benefit children (particularly in key areas such as literacy and assessment). Such work is consistent with the Memorandum. Yet during the evaluation, there was compelling evidence to show that, in practice, RTM are called in for all things Māori.

RTM are 'jack-of-all-trades' – still. It is so unfair to expect this of RTM. (Principal)

Management committee members found that the broad and general nature of the Memorandum made specifying the RTM role difficult. Sometimes RTM ended up doing work that was the responsibility of school management because little could be excluded from RTM work possibilities.

An issue for the management team is that we have no mandate to make decisions about or enforce expectations for the work and the role of the RTM. So RTM become a translation service. It is demeaning. (Management committee)

RTM were often involved in work that could not reasonably be considered part of their domain or an effective use of the resource. Such situations included:

- appraising teachers in Māori immersion settings;
- teaching for a term in a Year 11 transition to English class in a wharekura;
- translating teachers' individual student reports from English into reo Māori;
- inducting new kaiako and new tumuaki;
- assuming responsibility for appointment processes and induction of new RTM;
- training boards of trustees in consultation with their Māori community; and
- helping principals to support bilingual staff that may be experiencing difficulty with teaching.

'I have been asked to relieve, with teachers saying 'can you take the class while we do our testing?'' (Resource Teacher:Māori)

While some of these activities could be considered legitimate were they part of a role description the lack of clarity diminishes the impact and influence RTM could have. Many RTM, management committee members, boards and principals express frustration about the lack of precision surrounding the roles, responsibilities and work of the RTM service, with one management committee describing the situation succinctly as disempowering at all levels.

Some confusion exists about where and with whom RTM work. The Memorandum defines the work of RTM as being undertaken in a cluster of schools. However, in some instances RTM appear to be working more in their host school than amongst the cluster. This presents problems for an RTM where an employing principal believes that, as the host school, their teachers have a greater right to RTM assistance. This can become an issue of fairness and one that the RTM has little power to ameliorate.

In the true sense of manaakitanga, most employing principals include RTM in their staff and do not monopolise the service, rather choosing to celebrate the impact that the *ahua* of the service has on the ethos of the school.

The whānau concept is a feature of this RTM service. They live it. They speak it. They are immersed in it (Employing principal)

Access to the RTM service

Many of the RTM services have developed processes to help their client schools get assistance from RTM, or protocols for RTM to have access to teachers in the schools. RTM see positive relationships with school leaders as being the key to effective access procedures.

We have to take time to build up a relationship with the principal because they are the key to the doorway. (Resource Teacher:Māori)

In practice, however, getting equitable access to the service is not always easy. Some principals restrict access to teachers, which inhibits the RTM ability to respond to teachers' requests. In one instance an attempt by the RTM to work with the immersion class teacher to help establish a sequential programme of learning and teaching in reading was halted when a new principal was appointed to the school.

I know it annoyed them, but I wanted to build a learning community and I needed all the staff, and that included the bilingual teacher, working on the whole staff development focus. (Employing principal)

This sort of situation has sensitivities. While the teacher would have benefited from Resource Teacher:Māori support, the new principal's point of view had validity because of the need to build a new culture around a common professional development theme. The situation provides a good example of the necessity for consistently understood and implemented access procedures.

Some RTM have access to teachers in their classrooms. The difficulty for RTM in this situation is getting time to speak with the teacher without the students being present. Some RTM have developed creative solutions to this problem.

Sometimes teachers can't be released from teaching to talk with us about the next steps for their teaching. So we (two RTM) work together. We know the teachers well so there is no problem with the children's learning being disrupted, because while one of us is talking with the teacher, the other just picks up whatever it is the teacher was doing and carries on. (Resource Teacher:Māori)

Not all schools request RTM service. Sometimes factors such as not knowing the whereabouts of the Resource Teacher:Māori results in the school losing faith in the service and no longer requesting assistance.

The Resource Teacher:Māori has been absent a lot in previous years. Some staff have lost confidence in this service. (Deputy principal)

Other schools have very high needs and could easily consume all of the RTM time. Ensuring equitable access to RTM support that meets the expectations and needs of all clients schools is an ongoing challenge for the service.

Complementing the work of others

What did ERO look for?

ERO evaluated the extent to which the work of the RTM service complemented the work of others in accordance with consistent evidence in areas such as:

- RTM developing and maintaining positive working relationships with key parties and stakeholders and working in a collaborative manner keeping all parties informed of progress or issues with initiatives;
- principals, teaching staff, parents and personnel from other agencies demonstrating the positive impact on student outcomes of effective working relationships with the RTM;
- RTM contributing to the establishment of systems in schools aimed at improving outcomes for Māori students;
- principals and staff acknowledging the expertise of RTM and seeking their advice and involvement;
- RTM receiving appropriate guidance and support from employing and other school principals to contribute to improved Māori student achievement in cluster schools; and
- RTM receiving appropriate guidance and support from the Ministry of Education to contribute to improved Māori student achievement.

Sharing information

Most RTM try to keep key parties informed about their work and about the service available. While many prefer a *kanohi-ki-te-kanohi* approach with schools, the large geographical areas in some rohe necessitate more creative, and sustainable methods for sharing information by some RTM. Strategies such as RTM developing a blog or encouraging electronic contact through website, text messaging and email use are all possible solutions.

Not all RTM are proactive about sharing information about their service. Some do not make efforts to advise teachers and principals about the type of support they provide or how the service can be accessed. Principals moving into a particular rohe from another area were sometimes highly critical of the limited assistance students at their new school received from the RTM. This was particularly so when they had previously been used to a greater level of service.

As deputy principal of my last school, I had lots to do with the Resource Teacher:Māori there. I was lead teacher of curriculum for the immersion unit. The Resource Teacher:Māori was invaluable. When I moved here, I saw that we had similar gaps in our curriculum, so I went to contact the Resource Teacher:Māori in this area...but 'hello?' this Resource Teacher:Māori's on some other kaupapa and doesn't want to know. (First time tumuaki)

Variations in the quality of practice nationally presents challenges for people at all levels, and is damaging to the reputation of the service as a whole.

Because of the actions of a few RTM, we have a bad name amongst schools, so the rest of us have to work twice as hard to show them that we do the job and that we will do it well. (Resource Teacher:Māori)

Given that RTM in isolated locations are often the primary source of professional guidance, development and support for teachers, it is of serious concern that a resource with such variable levels of responsiveness has such a significant responsibility. Many RTM work hard to meet the needs of their isolated schools.

Kaiako would only get their understanding based on how much we understood it. So it was important we understood it well. (Resource Teacher:Māori)

Positive working relationships with key parties

RTM are often called on to work alongside others to improve outcomes for students. In this regard RTM have assisted the Ministry of Education in facilitating consultation discussions with schools about the new Marautanga o Aotearoa and some RTM assist with iwi consultation and communication strategies at the request of principals.

The role of the pouwhakataki was to interface with the community on an iwi level. It has never occurred here. So the Resource Teacher:Māori works with iwi and interfaces with kaumātua for us. (Principal)

RTM sometimes receive requests from other resource teachers for support in specific aspects of tikanga or te reo Māori.

The Resource Teacher:Māori supports the RTLB and RTLB Māori in working, and providing professional guidance, support and advice. (RTLB Māori)

Many RTM also belong to professional networks that enhance the service they are able to offer teachers and students.

Māori in education in this city is networked well. Māori from the various organisations really value the networks we have with each other. So referring teachers to and from RTM, the runaka, RTLB Māori, the College of Education, etc. is common practice, because we all appreciate that we are here to ultimately help the tamariki. (College of Education lecturer)

The difficulty for RTM is that not all requests relate directly to their work. As one Resource Teacher:Māori puts it:

Saying 'no' is a no-no, because everyone who is asking you is overloaded too. (Resource Teacher:Māori)

Establishing systems

Some RTM are involved in working over a longer term with schools in establishing a positive school culture, and also in helping teachers to develop and implement systems for curriculum management and delivery.

Our school's Māori student numbers increased dramatically when the schools were merged in the network review. We have great staff, but we really had no previous experience working with such high numbers of Māori students. It was important for us to give them something that would increase their sense of belonging and their success here. We worked with the Resource Teacher:Māori. Together we worked intensively as a staff, as groups and as individuals, and now we can honestly say that we have something for our 33 percent Māori students to relate to in our curriculum. That is the real impact (of the RTM's work). How do you measure that? (Principal of merged school)

RTM expertise

The extent to which students receive maximum benefit from the RTM service is highly dependent on the level of commitment of their teacher, and on their teacher's ability to recall and to transfer accurately what they have learnt into practical and contextual teaching. Whether teachers take on board RTM advice has a lot to do with how well RTM work alongside teachers, and the extent to which they model effective practice.

We have no authority to say you must do this – we cannot force teachers to make changes, we work hard to inspire them to change.
(Resource Teacher:Māori)

Notwithstanding this, many teachers expressed genuine gratitude at the assistance and support received from RTM.

If we didn't have the RTM support, I would have been reinventing the wheel in some areas. It has helped me focus on what we need for our next teaching steps, but balanced with letting me self identify, making my own choices.
(Immersion teacher)

Teachers were not sure how to 'educate' kaiāwhina, so the Resource Teacher:Māori's expertise was tapped into. It worked a treat.
(Deputy principal)

They acknowledge the expertise some RTM bring to their role in many areas.

In te reo Māori:

Not being Māori speakers ourselves, it is so important to have someone here to help. (Secondary school teacher)

In educating adults and children:

The RTM are very clever at making us learn it for ourselves. (Kaiako)

In sharing information:

The RTM give kura eyes and ears into other communities, education circles and networks. Feedback that is vital... (KKM Management representative)

and in curriculum matters:

The Resource Teacher: Māori has given us training in the Marautanga o Aotearoa that we can understand. (Teacher)

Guidance and support from the school

The RTM and the base school principal or the person with delegated responsibility are expected to meet regularly and to work as a collegial and supportive team according to the Memorandum. Some school principals, tumuaki, and senior management team members have regular meetings with RTM. They use meetings as a vehicle to discuss key aspects of service provision and provide constructive feedback and collegial support.

In one example the deputy principal, who speaks Māori fluently, is the person responsible for managing the RTM service. She meets weekly with the RTM offering professional guidance, support and advice that is student achievement-focused. The relationship is highly professional. Meeting minutes are kept which detail the continuous improvement resulting over time from the RTM work.

Principals particularly appreciate employing conscientious RTM, praising their diligence and professionalism.

You are always where you say you are and that is great, for I hear other principals who manage attached teachers comment on how they have trouble finding them at times. (Employing principal's comment to an Resource Teacher: Māori)

However, some schools are less vigilant in their guidance and support.

The tumuaki said to me, if you can prove that the work you are doing is of value to our students, you can carry on with the work. (Resource Teacher: Māori)

Evidence of RTM making a demonstrable difference to the quality of teaching and learning was greater in clusters where the employing school or management committee provided the RTM with high levels of professional guidance, targeted feedback and support.

Guidance and support from the Ministry of Education

The Manager National Operations, on behalf of the Secretary for Education, is a co-signatory to the Memorandum with the employing school principal and board chairperson. Unlike the high levels of support and guidance for other resource teacher services, according to the Memorandum, the Ministry's responsibilities are limited to the provision of funding for salaries, attachment grants, and travel funds only.²⁰

Each host school's board is required to submit annual activity reports. This is documented in the Memorandum. Only two of the Ministry's regional offices have given trustees written feedback acknowledging or commenting specifically on the information contained in these reports. It is not clear whether the Ministry is required

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²⁰ Page 6, Memorandum of Understanding, Resource Teacher of Māori, November 1996.

to acknowledge or comment on these reports. Some boards have discontinued the process of reporting, but for those that continue to do so there is a level of frustration in the lack of formal response.

The Ministry does not acknowledge these reports. This is a sore point for us.
(Employing principal)

We don't hear back from the Ministry when we send in our reports. (Board chairperson)

Those involved with the governance and management of RTM are unclear about the relationship between the service and the Ministry. For some, contacting the Ministry is a source of further frustration.

We are not sure who is in charge of the RTM at the Ministry of Education.
(Employing principal)

At the moment we ring Wellington and get passed from one to the other. Why can't we have a local person to work through? What is the good of someone who is in charge of you, if the workers never get to see them? (Management committee)

Boards, management committee members and principals see the Ministry's role as providing guidance for the service. They note, however, that lack of clarity about its role and the absence of someone to contact when there are specific concerns is frustrating.

We need to know, from the Ministry, what the service is about. We can't improve what we don't know. (Management committee)

What is it that the Ministry actually expects RTM to achieve? Give us a manageable list and we will work to it. (Employing principal)

On the other hand one cluster made particularly positive inroads, at a regional level through the proactive efforts of the RTM, employing kaupapa Māori kura and school managers, board and management team representatives. Together with the local Ministry liaison officer they worked collectively to improve aspects of the RTM service particularly the governance and management.

A working group was established to flesh out the Memorandum as a mode of operation with policies and procedures. It was developed in full consultation with RTM and school management. We have worked really hard.
(Employing principal)

By working together to document their concept of the service, all parties formed mutually respectful relationships and the collective efforts formed a basis for good outcomes. The work is still evolving but progress could stall with changes to Ministry personnel. Nevertheless constructive action has begun for this group.

Management and governance

What did ERO look for?

ERO evaluated the extent to which the work of the RTM service was supported through effective governance and management structures, according to the level of consistent evidence in areas, such as:

- the presence and successful implementation of policies and procedures to guide the governance and management of the work of the RTM;
- appraisal, targeted professional development, and relevant training programmes to guide, review and improve RTM practices;
- analysed achievement outcomes used to review and improve governance and management practices, with student needs being the main consideration when decisions about the RTM service and initiatives are made;
- referral trends and patterns being analysed and used to review RTM programmes, practices and initiatives;
- cyclical planning, reporting and self review practices assisting management to monitor the effectiveness of the RTM resource in supporting clearly defined outcomes;
- the employing school effectively managing funds through board accounting and auditing processes, with rigorous processes for allocating, managing and documenting financial decision-making and use of funding; and
- effective management systems ensuring that the RTM resource was used effectively to provide an equitable service to schools, teachers and students.

Board responsibilities

The employing board's responsibilities for RTM are significant. The Memorandum cites its responsibilities as:

- ensuring the efficient, effective and equitable operation of the RTM;
- adopting policies specific to the RTM;
- establishing a management committee;
- providing an annual activity report to the local Ministry Management Centre; and
- providing the RTM with an appropriate workspace and resources conducive to providing high quality teaching programmes.

Notwithstanding the broad responsibility for managing the work of RTM in a cluster of schools, employing boards are sometimes reluctant to focus their attention on the students who attend other schools.

Despite the best will in the world it is difficult to get the board members interested in the RTM when the RTM are not actually working with their children. (Employing principal)

The reality is, the kura board is less interested in outcomes for other school's children. (Board chairperson)

Effective cluster governance requires a mind shift from board members. The principal, as a board member has an important role to play in guiding the board's response to its responsibilities.

Self management

In lieu of effective governance or management structures some RTM develop into a self-managing service. This is their response to the vacuum created by lack of board interest. Board members are sometimes happy for this to happen because it absolves them from taking primary responsibility:

A responsive service such as the RTM service is difficult to manage. We have to operate a high trust relationship... (Board chairperson)

One employing principal described the governance and management of the RTM service as 'a bit hit and miss.' As has been identified by schools elsewhere in this report, boards, principals and management committee members in most rohe regularly voiced the need for explicit guidelines.

Expected outcomes, and the school obligations need clarifying. (Commissioner)

When I was made responsible for the RTM I searched for relevant information on the Internet and from other schools with RTM, but there was very little information available. (Principal)

Basically the RTM are self-managing. (Resource Teacher:Māori)

Guidelines are seen as necessary, although deciding how these will be monitored, and by whom once in place is another area that will require thoughtful consideration.

As a board we need more guidance on how to facilitate the service effectively and how, collectively, the rohe can help. The Resource Teacher:Māori does not belong to us alone, but we need guidance on how best to service this rohe. (Employing school board representative)

It is a challenge for some board members to decide how to measure and report the outcomes of the work their RTM do, and also the best and most appropriate way to determine priorities for working.

Our Resource Teacher:Māori prioritises Level 1 and Level 2 settings first (of which there are only two in this area) then others as they see fit. How do we, as a board, know what priorities are good priorities? (Board chairperson)

Employment conditions - workspace

While some boards may lack the desire, energy or knowledge to govern the service, many do want to provide effective personnel and service conditions for RTM. These

boards really want to do the right thing by their employees and be seen as good employers.

The employing board is responsible for providing the RTM with an appropriate workspace. The quality of workspace has an influence on the quality of RTM work. Some boards provide generously proportioned working spaces.

...in every space there was a strong focus on high quality modelling, exposure and expectations. A deliberate emphasis on models of good practice was evident in the wide range of kaupapa Māori, art and craft artifacts, taonga, charts and posters, and student work on display. RTM maximised the use of space and the effectiveness of the environment.

(Extract from ERO observation notes)

For others the provision of a suitable workspace, while desirable, was difficult to achieve. The workspaces of those RTM that do have somewhere to work in the school are included in the Ministry's overall learning and teaching space calculations. Where the host school experiences roll growth, the area in which the Resource Teacher:Māori works is often reclaimed to accommodate these students, as are additional resources that might be needed for the higher student numbers.

It would be very helpful if there was a designated space for RTM and help available for the ongoing upkeep of the workspace. (Board chairperson)

Although most principals consider the RTM needs, the needs of their schools come first.

The RTM workspace is at the whim of the principal, and at the mercy of the increasing roll. (Employing principal)

RTM find this distressing and the inconvenience affects the efficiency with which they can do their job.

I have been moved from room to room three times since the middle of last year. It means I have to dig through boxes to find the right resource, or take time to relocate and set up a workspace again. I have got to the stage where I just store the work at home because in the end you have to put up with that because what is more important is getting out there and doing the work.

(Resource Teacher:Māori)

Some RTM address this issue by finding alternative workspace arrangements.

My last car was my office. That situation affected how people viewed me as a professional particularly if I couldn't put my hands on things. Workspace does impact on work. (Cluster RTM/and Employing principal)

For others, arrangements are such that the RTM is obliged to work from home. However, working from home raises health and safety matters such as OSH workspace assessments and resource storage considerations that are the board's responsibility as a good employer. There is no doubt that most boards and principals

want to do the best by their RTM but in practice this does not always look the way it should.

You can't say how important Māori language is, and how important Māori are to us, if we put these key providers (RTM) in a broom cupboard.
(Principal, mainstream school)

The management committee

The Memorandum 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. The purpose of the management committee is to provide advice and assistance to help the board meet its specified responsibilities, to enable the RTM to carry out the role, and the base school principal to achieve his/her management responsibilities.

Some RTM do not have an active management committee.

The management committee members are always too busy. The dates are sent out at the beginning of the year, but they are still too busy to come.
(Resource Teacher:Māori)

For some the management committee is not operational.

It is difficult getting all the committee members together for meetings.
(Management committee)

Operational management committees expressed frustration about the absence of any clear guidelines.

The Memorandum of Understanding had no answers. We went to people in the Ministry and there were no answers. So we as a Management Committee have worked really hard to 'establish' answers that benefit our children.
(Employing principal)

Without clarity about those who should assume responsibility the RTM cannot have confidence in what should be a functioning management committee structure.

The management committee has no hui, no structure, no guidelines so the Resource Teacher:Māori thinks NARTAM is management.
(Employing principal)

RTM person specifications

The Memorandum provides some general person specification guidelines for boards appointing RTM. It states that 'the position is generally filled by a teacher who has a high level of proficiency in te reo Māori and a high degree of skill in developing teaching and learning programmes for Māori language students.' In addition 'the appointee should be proficient in second language acquisition skills and should be able to operate in high level immersion programmes, preferably Levels 1 and 2.'

There is variability in the way the role is interpreted. RTM also have various suggestions about the ‘ideal Resource Teacher:Māori’ to fill the position. An effective Resource Teacher:Māori must, in the opinion of some in the service, be:

- fully registered (and hold a current teacher registration certificate);
- an experienced teacher;
- proficient in second language acquisition skills;
- professionally accountable; and
- matatau ki te reo Māori

While most RTM meet at least one of these criteria, there is insufficient training, professional development or focused monitoring to ensure each RTM meets these specifications.

We want our RTM to be good speakers of te reo Māori, and good practitioners. We need that to help raise the quality of kaiako. (Employing principal)

Professional Development

The Memorandum states that ‘the RTM will receive professional development, support and guidance from the host school on a similar basis to all other permanent staff members. This may involve in-school, as well as other support commensurate with funds available.’

A lot of base school professional development, particularly in areas such as numeracy contracts, where intensive support is available to kura from advisors trained in that curriculum area, is likely to be of limited relevance to the work of the RTM. Many RTM have been responsible for managing their own professional development in areas such as te reo Māori, literacy teaching and assessment.

I was never given training to do this. It was never followed up on. I have always gone to my school staff development courses, but I have never had anything specific to help me meet the requirements of being an RTM especially as stated in Memorandum of the Understanding criteria. (Resource Teacher:Māori)

For a few RTM, development needs specific to their position are carefully considered by the employing school principal and relevant programmes put in place. In one such kura the tumuaki oversees the Resource Teacher:Māori’s professional development involvement through an Individual Professional Development plan. The employing principal has the skills, expertise and knowledge necessary to be able to monitor choices and to make judgments about whether or not the balance of professional development required to assist schools in the area is achieved.

The approach to professional development is fragmented. The quality is contingent on how effectively the Resource Teacher:Māori is managed by the host school. Currently the provision of targeted professional training and ongoing development for RTM is not likely to promote nationally consistent practice that is successfully aligned with current evidence on effective teaching in both Māori medium and

general education settings. The lack of targeted professional development and training for RTM ultimately has an impact on students.

Succession planning

Given the increasing age of the RTM service there is a need to consider strategies for succession planning. Many of those who will retire from the service will take with them knowledge, expertise and skills that are difficult to replace. Thought needs to be given to how the language skills in particular can be replaced.

We need to consider the implications of retiring, older RTM – Ma wai e taurima te waka? (who will carry on the work?) (Kaumātua)

It's a precious resource. A native speaker of the reo. How will we ever replace it? (Employing principal)

Induction and appointment

The absence of planned and targeted induction programmes for new RTM is a matter that has an alignment with succession planning. For newly appointed RTM there is a vacuum around what to do and how to do it. There is a view that you learn the job by osmosis.

After my appointment I found there were no guidelines, no one to guide me, on what I was supposed to do. So I got out there and created the job as I believed it should be. I mean what else was I supposed to do, sit here in my new office and speak Māori to myself until someone showed an interest? (Resource Teacher:Māori)

In the few examples where induction programmes were in place, RTM employed in the same or neighbouring schools had taken on this responsibility. A similarly ad hoc approach to RTM appointments is employed in most clusters, resulting in practice that lacks the rigour needed to ensure that the most appropriate people are appointed to vacant positions.

In one cluster the employing principal did not advertise a RTM vacancy, choosing instead to 'head-hunt' and appoint the person she believed had the strengths needed in the kura. Sometimes a board will employ its RTM on a year-by-year contract instead of appointing to fill the permanent RTM position. Such practice does not foster the service's credibility and nor does it affirm the potential value of the positions:

...having proper personnel management practices, like a clear job description, and a well thought-out induction process would give the Resource Teacher:Māori, and everyone else for that matter, the message that this service is valued. (Management committee principal representative)

Guidance and support programmes

In some rohe, boards employ RTM that are not registered teachers, who may hold a registration subject to confirmation, or who are provisionally registered. The Memorandum specifies that the position will 'generally be filled by a teacher who has a high level of proficiency in te reo Māori and a high degree of skill in developing teaching and learning programmes for Māori language students' but does not include

reference to registration status or the implications for monitoring RTM who are not fully registered. This situation may reflect the fact that in 1996 teachers did not have to be registered. Now, however, employing unregistered teachers undermines the professional status of the RTM position and registration should be a condition of appointment.

When appointing a provisionally registered teacher, an employing board accepts the responsibility to ensure that there is an experienced supervising teacher to provide advice and guidance programmes as part of their induction to teaching, and to ensure that the programme is effectively implemented. ERO did not see suitable, documented evidence of relevant programmes of guidance and support for provisionally registered RTM.

I didn't realise the Resource Teacher:Māori was a provisionally registered teacher. I can't find anything that looks like a programme of guidance and support happened (prior to the previous principal's departure). The RTM can't remember one either. (Acting tumuaki)

Performance appraisal

According to the Memorandum, performance appraisal is the responsibility of the board and school management. With no clear nationally agreed performance criteria related to the role, it is difficult for boards and principals to undertake a robust and appropriate appraisal that attests to performance and provides RTM with suitable focuses for further improvement. Currently appraisal would be expected against the relevant teaching standards, but given that the job has much wider dimensions, especially in relation to te reo Māori capabilities, the development of suitable criteria should be a priority.

Some RTM are not appraised. Although there may be a variety of reasons for this, including indifference on the part of boards and RTM there is, nevertheless, a requirement to undertake a regular performance appraisal cycle.

Appraisal? My board just says 'How are you getting on there?' and that suits me. (Resource Teacher:Māori)

In some instances effective performance appraisal is complicated by the fact that some RTM are located in low performing schools. With inexperienced boards, or acting school managers, school leaders often experience difficulty managing the day-to-day operations of the school and do not have the experience to manage matters connected with attached teachers.

The board's role is possibly more reactive than proactive because we lack a real knowledge about what the RTM service is, and quite frankly we are busy enough looking after the kura. (Board chairperson)

Most RTM do not participate in an adequate appraisal process. In clusters that have attempted to implement an appraisal process, there are often examples of affirmation but limited constructive feedback that directly relates to the RTM role, or informs their ongoing development.

Most RTM, principals, management committee members and governance representatives agree that performance appraisal and management guidelines for the schools and committees managing an RTM service are vital in supporting and empowering all parties. The most important priority is providing RTM and managers with agreed criteria against which to appraise performance. Without this a vacuum exists.

How does the board of a mainstream school work out the competency of an RTM? (Commissioner)

That said some clusters had just got on with it by developing their own explicit guidelines for all aspects of their work, and clarifying the process for the appraisal. The RTM had developed appraisal booklets that outlined expectations for high quality work and these were linked to measurable performance criteria relevant to their work.

Comments on each of the Professional Standard dimensions for an experienced teacher were included in the appraisal documentation. This was a clear example of RTM attempting to review, refine and make improvements to their own practice, based on the measurable differences their work was making for children. However, there still exists apathy and a lack of understanding about how appraisal can shape and improve the work of RTM. Rather sadly of those RTM who had never been appraised, a few were not supportive of the opportunity appraisal allowed to reflect formally on their practice.

I had a management committee that tried to appraise me once, but the less said about that the better. (Resource Teacher:Māori)

Tino Rangatiratanga

Where structures and systems work well, the majority of RTM are satisfied with their kura settings and having boards and management committees govern and manage them. There was significant agreement that greater guidance was required for the service to operate effectively, and the identification of Ministry personnel with whom boards, managers, committee members and RTM could liaise, was seen as an important step in coordinating the work of the service.

Some RTM have the view that a nationally coordinated service or central management structure could be at variance with the Treaty of Waitangi principle of Tino Rangatiratanga (self determination). They articulated a belief that it was not for others to decide their work, and that RTM as a group should decide the guidelines, policies, procedures, and systems under which they operate. NARTAM²¹ was often identified as the organisation that these RTM would support coordinating or leading them in a self-managing service.

Some kura principals, boards, staff and local iwi also discussed the concept of Tino Rangatiratanga during the evaluation. For them, Tino Rangatiratanga was

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²¹ NARTAM (National Association of Resource Teachers and Advisers of Māori) identifies in its own documents as ‘a professional body chartered to support teachers and principals in Māori medium education.’ NARTAM also is vigilant in protecting the interests of its members, both the Resource Teachers Māori and the Advisors Māori.

referred to when kura or school trustees, managers or staff were highlighting the frustration they experienced where some RTM were deciding for themselves who they would work with, and what sort of work they would do.

Boards, management committees and RTM as part of the kura staff, provide opportunities for us as the whānau of these tamariki, the kura whānau, to have a say. If we, the whānau, are shut out of decisions about the RTM work, well...where's the rangatiratanga in that? (Kura tumuaki)

The RTM service lacks effective coordination and leadership as a national resource. This is agreed by most involved with the service. It is ERO's opinion that all decisions about leadership and coordination must address what is best for the students, and in particular, how best the service can achieve its potential to contribute positively to Māori education.

Conclusions

The RTM service has the potential to make a significant contribution towards better outcomes for students. Although some RTM have a positive influence on student outcomes through the work they do with teachers whānau and iwi, the quality and consistency of RTM practice varies.

ERO found four areas that are worthy of further consideration by the Ministry of Education to improve the cohesion and effectiveness of the service: 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.

Clarifying the RTM role

The role description is poorly defined. Many RTM have attempted to establish their own role definition and accountability systems in the absence of clear guidelines. Part of the problem lies in the 1996 Memorandum of Understanding that has extensive scope for interpretation and is variously used.

There is some overlap between the work of the RTL B Māori, RTLit Māori and RTM. The 12 RTLit Māori positions throughout New Zealand, have never been filled. In the interim many RTM have attempted to fill this role.

Many RTM have expertise in te reo Māori and have the potential to contribute significantly to student outcomes. During this evaluation, tumuaki, kaiako, teachers, principals, kaumātua and iwi representatives, many of whom were native speakers, expressed genuine concern about teachers who were struggling with high quality reo Māori acquisition and the impact this had on the future achievement of iwi through their tamariki.

RTM have a vital role in helping kaiako interpret, understand and use the 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.

Personnel entitlements

Current personnel management practices, such as appointment, induction, appraisal, and training and ongoing development are not undertaken consistently and need improvement. Greater clarification about how these practices should be implemented for RTM is needed to increase the level of assurance about the quality of the service nationally.

RTM must be fluent in the reo because the service is about working with and supporting teachers in te reo Māori. In addition, RTM should be experienced teachers with good pedagogical knowledge and practice, knowledgeable about second language acquisition, and have the ability to foster good practice in immersion

education. Given that few RTM meet all of these characteristics, a solid foundation for RTM will not be achieved without significant support.

Management and governance practices

Although some boards, principals and management committees conscientiously manage the RTM service in their area, there is little national consistency. The Memorandum is the only official documented set of guidelines for the service. There is limited local involvement by Ministry personnel and many employing boards show little interest in governing the service, or in negotiating or reviewing the Memorandum. Many boards and principals and management committee members told ERO that they would welcome the development of a clear set of national guidelines, similar to those developed for other resource teachers.

Coordination of the RTM service

As a national resource, the RTM service lacks effective coordination and leadership. The majority of those who are involved with the service agree on this point. In ERO's opinion all decisions about leadership and coordination must focus on what is best for the students and, in particular, the potential for the service to contribute positively to Māori education.

The absence of effective professional leadership and coordination limits the effectiveness of RTM. RTM goals should be in accord with the imperatives in *Ka Hikitia*: to increase the numbers of teachers proficient in the reo; to increase the effectiveness of teaching and learning in and through te reo; and to provide high quality Māori language education.

Future directions

ERO recommends that the Ministry of Education consider:

- defining the role of the RTM explicitly;
- providing guidelines to RTM, boards of trustees, principals and management committee members about appointments, performance appraisal and management, and the provision of good and safe working conditions;
- establishing a national coordination role to lead the development of induction and training for RTM and to provide professional leadership in the development of frameworks, tools, and resources to increase the effectiveness of RTM work;
- developing performance standards specific to the RTM role description: and;
- investigating a suitable tertiary qualification to support RTM in developing language acquisition pedagogy.

ERO also recommends that the Ministry of Education consider ERO's findings in this and other evaluation reports about Māori education, as part of a coherent and aligned strategy to develop the overall capacity and network of services to support improved outcomes for Māori students.

Appendix 1: Resource Teachers

There are various national initiatives operating to support and enhance students' ability to access and gain full benefit from learning opportunities. Three, such, national initiatives that support children and young people in schools are the Resource Teacher: Māori Service (RTM), the Resource Teacher: Learning and Behaviour (RTLb), and the Resource Teacher: Literacy (RTLit) initiatives.

These resource teacher initiatives originate from different parts of the education system. The RTLb originates from Special Education 2000 and the RTLit from the Literacy and Numeracy Strategy. Prior to 1988, when the RTM positions were made permanent, the Department of Education had administered Itinerant Teachers of Māori (ITM) through the Māori Advisory Services. To date, there is still a lack of clarity around the part of the education system responsible for the RTM service now.

The RTLit service targets students at risk of not acquiring literacy. The RTLb service caters for students with moderate education needs. The prime purpose of the RTM service is *'to assist principals and teachers provide teaching and learning programmes for students in Year 0 to Year 8 who are undertaking Māori immersion programmes particularly at Level 1²² and Level 2 in the main and then other levels.'*²³

RTLbs and RTLits are required to undertake a specific training course approved by the Ministry of Education in three years of their appointment. RTLbs and RTLits gain tertiary qualifications specific to their work, such as the *Post Graduate Diploma of Literacy Education* and the *Graduate Diploma of Literacy Education*, on completion of a prescribed training programme.

Although many RTMs have been involved in Ngā Taumatua training, and an action research development contract, there are, nevertheless, no formal induction, post-graduate level training or ongoing, sequential development opportunities, specific to the role, available to new or existing RTMs.

In 2007, the RTLb service was allocated over \$5.8 million²⁴ for administration and travel costs alone. The RTLit service received \$1,103,473, also for travel and administration²⁵ costs, in 2007, and the RTM, \$658 385²⁶. Collectively these services represent a significant government investment in student achievement.

²² As per Ministry of Education Levels in Circular 1996/17.

²³ Memorandum of Understanding Resource Teacher Māori, 1996.

²⁴ This figure is exclusive of RTLb salaries and of the 2007 Learning Support Funding of \$6 469 818, and the \$3 617 648 allocated to RTLb Year 11 – 13 funding, and the additional \$30 000 establishment costs of 2007.

²⁵ Figure exclusive of RTLit salaries.

²⁶ Figure exclusive of RTM salaries.

Appendix 2: Resource teachers in this evaluation

This evaluation included 81 percent of RTM clusters (that is, 43 of the 53 RTM).

ERO selected RTM rohe to reflect, where possible, the national characteristics of the RTM service. The following characteristics were considered:

- Size – Most RTM (79 percent) operate in a ‘sole-charge’ situation. One point five percent have two RTM hosted in the same school/kura together, and one group of three RTM share the same kura kaupapa Māori base.
- Geographical spread/ rohe – Seventy five percent of RTM clusters are in the North Island, and 25 percent in the South Island. This spread broadly reflects the population distribution.
- Locality – Sixty four percent of RTM are based in urban settings, while 36 percent are rural.

RTM attending the national NARTAM Hui a Tau²⁷ identified further characteristics for ERO to consider when making its final sample decisions. Aspects such as increasing the coverage of RTM sampled in the Central North Island region, to reflect the high number of immersion education options available, particularly in Waikato, Waiariki and Tuwharetoa schools and kura.

ERO’s final selected-service sample was broadly representative of these characteristics. Central North Island sample numbers were successfully increased. Specific information, from all RTM ‘rohe’, was considered in this evaluation.

The RTM services sampled were:

RTM Rohe	RTM	RTM involved in this evaluation	Base for working
Te Taitokerau	4	4	Own Home (1xRTM) Mainstream/ immersion (3xRTM)
Tamaki Makaurau	8	6	Own Home (2xRTM) Mainstream/ immersion (6xRTM)
Waikato/Waiariki/ Tuwharetoa	8	7	Wharekura (1xRTM) KKM (2xRTM) Mainstream/ immersion (5xRTM)
Tai Rawhiti	5	3	Mainstream /immersion (4xRTM) Own Home (1xRTM)
Kahungunu	3	3	Mainstream /immersion (3xRTM)

²⁷ NARTAM Hui a Tau, held in Palmerston North, March 2008.

Waimarino/Rangitikei/ Manawatu/Horowhenua	5	2	Mainstream /immersion (3xRTM) KKM (1xRTM) Own Home (1xRTM)
Taranaki	3 (However, 1 appointed during the evaluation)	1	Mainstream /immersion (3xRTM)
Te Ūpoko o te Ika	4	4	KKM (2xRTM) Mainstream /immersion (2xRTM)
Te Tau Ihu o Te Waka o Maui	3	3	Mainstream /immersion (3xRTM)
Otautahi/Waitaha	5	5	KKM (2xRTM) Mainstream /immersion (3xRTM)
Otakou	2	2	Mainstream /immersion (2xRTM)
Murihiku	3	2	Wharekura (3xRTM)

Appendix 3: RTM service sample characteristics

Number of RTM in sample:

ERO originally aimed to sample at least 24 of the 53 RTM²⁸, (45 Percent). However, RTM willingness to be involved in an external evaluation extended the actual sample to 43 of the 53 RTM.

Feature	Total number of RTM	Percentage of RTM population	45 percent of RTM population	Number of RTM in sample	Percentage Sampled
1 RTM	42	79%	19	34	64.1%
2 RTM	8	1.5%	3.6	7	13.2%
3 RTM	3	0.6%	1.3	2	3.7%
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Upper North Island	16	30.1%	7.2	13	24.5%
Central North Island	19	35.8%	6.7	14	26.4%
Lower North Island	9	16.9%	4	7	13.2%
Upper South Island	3	5.6%	1.3	3	5.6%
Central South Island	5	9.4%	2.2	5	9.4%
Lower South Island	5	9.4%	2.2	4	7.5%
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Urban	34	64%	15.3	31	60.3%
Semi rural/ Rural	19	36%	8.5	12	22.6%
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Fully registered	45	85%	20.3	35	66%
Provisionally registered	2	4.0%	0.9	2	4%
Subject to confirmation	2	4.0%	0.9	2	4%
Not registered	4	7.5%	1.8	3	5.6%

²⁸ Total number of RTM employed during the on-site phase of the evaluation: 53