The Role of the Private Sector in Public Education: A Manawatu Region Based Case Study

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Abstract

This thesis analyses the role of the private sector in public education. It uses a Case Study based on a questionnaire of primary Principals in the Manawatu Region of New Zealand to generate its findings. This study identifies the extent to which Principals are pressurised into filling the funding gap created by the lack of Government funding to cover the full cost of running a school. Policy changes in education initially started by the Labour Government in 1984 and continued by the National Government in 1990 have been based on values that promote individualism, personal responsibility, and a belief in the market as a way of allocating resources in society. This thesis argues that the forms of alternative funding schools have been forced to enter into are a deliberate move to normalise school/business relationships. Promotion of these relationships severally disadvantages low socio-economic schools and families and will only lead to wider disparity between rich and poor and thus a less fair and equal education system.

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Chapter One – Introduction

Change is an unavoidable and inevitable part of society. Across the world changes within education, have been undertaken over the last twenty years. These changes have closely aligned many Western systems with those of their economies, in which States look to attain greater value for money across public services. More significantly, the type of values that have become mainstream over this period signal deep shifts in the power alliances underlying such societies.

Many Western countries that have employed neoliberal policies to inform education change have done so to cap funding shortfalls in their sectors. As a result, some school systems have been forced to turn to alternatives in the private sector to fill funding shortfalls. In the United States the role of the private sector has become very prominent in public schools. Students are subjected to vast amounts of advertising, privately produced curriculum resources, and sponsorship deals that result in students being forced into activities of questionable educational value (Molnar, 2005).

New Zealand has not been exempt from changes to its education system. In 1984 the election of the Fourth Labour Government marked the beginning of a cultural shift. Over 28 years on, the values that initially began with the change of Government are firmly ingrained in the public sector.

Literature has shown that state funding of schools has slowly become more inadequate as the state has been unwilling to keep up with the cost of inflation and the greater demands on schools to provide 'up to date' technological infrastructure (Klein, 2001). In New Zealand the school Board of Trustees or school site-management model of public education, which sees schools run by locally elected citizens, forces individual schools to directly compete against one another for students as school funding is tied to the number of students that attend the school.

With schools set up to mirror the structure of a business, schools are forced to compete for alternative funding in the form of various sponsorship deals with businesses or organisations that operate outside of the public sector. Sponsorship sees some type of remuneration given to the school in exchange for branding rights, advertising, or access to students for marketing purposes. Sponsorship deals vary in their form, however all seek to generate revenue for the school and influence students or parents and generate profit for the participating business. This can occur either through children influencing their parents' spending patterns, or building brand loyalty amongst children as current and future consumers.

School promotion offers an example of the 'blurring of lines' between the public and private sector. Schools need to compete for funding through attracting higher role numbers which means they must actively differentiate themselves from other schools to attract students and promote themselves within the community. This has seen schools focus on promotion of superficial features, to encourage consumers (parents) to choose their school (e.g. top sports teams). Schools look to create 'points of difference' such as sports academies, laptop classrooms, special language classes and programmes of many kinds (See Appendix B).

New Zealand's Experience with the Private Sector in Public Education

This thesis looks to explore the trends of privatisation in New Zealand. It has been well documented that New Zealand has been slow to establish relationships between business and schools. The United States has overshadowed other Western countries with a long history of such relationships that are now deeply intertwined in the infrastructure of public education. One of the most extreme documented cases was reported by the Daily News of New Plymouth. According to the report on June 18, 1999, an Auckland school planned to sell naming rights to each of its six classrooms for $3,000 per year. For $15,000 a sponsor could buy the rights to the school's name, and all sponsors would be guaranteed product exclusivity and advertising rights at school events and in school publications (Molnar, 1998). That example dates back to the end of the 1990's. Since that time the New Zealand public has voted out a centre right government in favour of a centre left government, and now in 2008 has voted back in a centre right one. Despite the change in Governments the underlying educational agenda has not changed. As John O'Neill (2011) has argued there is clear evidence of the privatisation of school advisory services here. This study examines a much more accepted and subtle form of commercialisation and privatisation at the local school level.

Research Questions and Methods

This thesis explores the extent to which the private sector has infiltrated public education in New Zealand. Therefore, the board over arching question that it aims to explore is:
  − To what extent has the private sector infiltrated public education in New Zealand?

To attempt to answer this question in the space of 30000 words is a task far too large, therefore, it is important that this large aim is examined through a set of narrower questions. These are:
  1) To what extent has the private sector become involved in day-to-day operations of schools?

2) To what extent is fundraising and sponsorship supporting the funding of schools?

3) How important is school promotion for schools?

4) To what extent are privately produced curriculum resources used in schools?

In order to collect data to address the above questions it was important that the most useful technique was chosen. It was decided that the focus area would be primary and intermediate schools in the Manawatu region, which meant a maximum of 33 schools would be approached. Interviews were considered as a data collection method initially but ignored in favour of a questionnaire. This was done for a number of reasons. It was felt that the same type of information that could be gathered through a face-to-face interview could be gathered through a questionnaire that was posted out to Principals. This also offered anonymity and confidentiality; the ability to complete it in their own time; and a chance to think through the questions. The questionnaire was posted to Principals and ten of the 33 were returned.

Thesis Structure

The following section outlines the various Chapters and explains how each Chapter contributes towards the aims and questions this thesis raises.

Chapter Two – Literature Review

Chapter Two - Literature Review begins by examining the theories that underpin the new direction in educational and societal policy. This involves defining what is meant by neoliberalism and its supporting theories. It then analyses the political context in New Zealand from 1984, when neoliberal policy first gained traction, through to an analysis of the current government elected in 2008. Following that the research questions are directly located in their literature base through examination of current national and international trends in privatisation, sponsorship, advertising, commercialisation, and finally Public Private Partnerships (PPPs).

Chapter Three – Methodology

Chapter Three – Methodology explains in more detail the aims of the study and outlines the questions guiding it. The use of a questionnaire is examined as the data collection technique that best allowed the questions to be answered. The questionnaire focuses on six sections, general information, fundraising, sponsorship, advertising, commercialism, and school promotion. The use of Case Study as the best way to draw conclusions and analyse the responses from the questionnaire is then discussed.

Chapter Four – Results

Chapter Four – The results provide a breakdown of the responses from the returned questionnaires. The discussion is organized into the same sections as the questionnaire. Both quantitative and qualitative data is discussed and, where appropriate, graphs and tables have been used to assist and elaborate upon the analysis.

Chapter Five – Discussion

Chapter Five – In the Discussion the responses from the questionnaire are analysed and the trends explained, justified and elaborated upon. It initially examines and analyses the areas in which the responses from the questionnaire support the current findings in the literature. It also examines responses refuting current understandings.

Chapter Two – Literature Review

Introduction

The following Chapter examines the theoretical foundations underpinning the major educational policy changes that have happened in New Zealand since 1984. It briefly discusses the main aspects of those changes as currently reflected in the funding and administration of primary schools. It then sets out a more specific discussion on the nature and foundations of commercialisation in education.

The introduction of Tomorrows' Schools in 1989 ensured the decentralisation of education administration in an attempt to allow schools to self-govern (A.-M. O'Neill, Clark, & Openshaw, 2004). The new legislation enabled schools to operate more like businesses that required them to compete against each other schools for student numbers just like a business competes for customers in a market place. Shortly after the reform in educational administration, the focus turned to the curriculum, which was to become more business friendly and responsive to the labour market and economic productivity. At its core was the development of an Enterprise Culture.

The Literature Review's content has been shaped by the research questions that were discussed earlier in Chapter One. This Chapter will help to shape the context of the study and map out current policy. This involves examination of the New Zealand and international material around school promotion, advertising, use of curriculum resources, and sponsorship. Finally, in New Zealand a change in Government in 2008 has resulted in the introduction of PPPs, and this is now becoming a policy reality for the future. This Review examines this area of policy and specific examples of how well PPPs work as a model to build infrastructure and provide social services.

Theories Underpinning Education Policy

In order to understand the policy foundations guiding the current administration of schools and all aspects of their operation it is necessary to grasp their underlying political, social and economic assumptions. These have their origins in the structural adjustment of New Zealand's economy, culture and society, which began in 1984 with the election of the Fourth Labour Government. These foundations emerged through the influence of the loose coalition of the New Right and their adherence to neoliberalism.

New Right Ideology

The 'New Right' and neoliberalism are two terms often used interchangeably. For the purpose of this thesis they refer to a common set of values that have increased in ascendency in New Zealand since the election of the Labour Government in 1984. Despite this, it is important to recognise that they have two different meanings. Olssen, Codd, and O'Neill (2004, p. 136) explain the difference arguing "the concept of 'New Right' tends to adhere more to the groups or interest, while that of neoliberalism has tended to be used to refer to the discursive philosophical, economic and political doctrines". Essentially the New Right is a "widespread political movement or loose coalition of aligned groups" (A.-M. O'Neill, et al., 2004, p. 32). While it is important not to characterise such groups they are consistent with a view of support for the free market, anti-welfarist and socially authoritative policies (Olssen, et al., 2004).

Neoliberalism is a theory that aims to justify and explain human behaviour, in the context of the market place. Neoliberal ideology stemmed from classical liberalism. Classical liberalism is defined as a "conception that assumes that individuals are pre-social and that humans are basically solitary, with needs and interests which are separate or opposed to others" (Olssen, et al., 2004, p. 73). Therefore, this results in people following their own self-interest with an understanding that what is best for the individual is therefore best for society.

At its centre is the concept of self-interest. This was written about at length by Adam Smith who believed that "the importance of self-interest was not simply that it is persistent, but that it also came to constitute a dominant motive of human behaviour" (Olssen, et al., 2004, p. 90). Moreover, the term 'interest' became a new paradigm in the eighteenth century. It was argued that the physical world was ruled by the laws of movement and that laws of 'interest' ruled the moral universe.

Although the theory and philosophy of classical liberalism and neoliberalism are similar, they do have clear differences. The main difference arises around the issue of the role of the state. Traditional classical liberalism has a negative view of its role, whereas neoliberalism views the state as necessary for creating conditions in which the free market can successfully allocate resources. While both forms of liberalism advocate the importance of freedom for the individual to exercise their self-interest, it is neoliberalism that uses the state to create enterprising and competitive citizens. This is based on four main principles:

> Firstly, universal egoism the primarily self interested individual; secondly, invisible hand theory, in which, the interests of the individual are the same interests as society, moreover, what is good for the individual is good for

society; thirdly, laissez-faire, an understanding that the market is the best tool for allocating resources, this can be applied to all decisions and situations, including moral situations; finally, [shifting from classical to neoliberalism] involves a change in subject position from 'homo economicus', who naturally behaves out of self interest, and is relatively detached from the state, to 'manipulable man' who is created by the state and who is continually encouraged to be 'perpetually responsive'. It is not that the conception of the self-interested subject is replaced or done away with by the new ideals of neoliberalism, but that in an age of universal welfare, the perceived possibilities of slothful indolence create necessities for new forms of vigilance, surveillance, performance appraisal and control generally (Olssen, Codd, and O'Neil, 2004, p. 137).

Thus, it is the role of the state to make sure individuals are constantly working towards the economic and social aims of neoliberalism. Most notably and most significantly, individuals must make an enterprise of themselves in everyday life. Neoliberalism is an ideology based solely in the belief of the sanctity of the market as a way of allocating resources within society. The following section of this Chapter outlines the three main economic theories that underpin neoliberalism: Public Choice Theory; Agency Theory; and Transaction Cost Economics. These theories enable neoliberalism to be 'enacted' on the ground particularly in public institutions, such as self-managing schools.

Public Choice Theory

Public Choice Theory is used to help explain neoliberals' emphasis on the market as a way of decision-making. It advocates the application of economic principles to the public sector to make individuals in the state more accountable through the cost-benefit analysis of the private sector. The public sector is believed to lack the economic efficiency of the private sector and therefore is unable to allocate resources with the same efficiency (J. O'Neill, 2011). It is also believed that self-interested bureaucrats create conflicting loyalties that would interfere with what is best for the public (Olssen, et al., 2004). The application of economic principles to the public sector is based on the assumption that all human behaviour can be explained through economic principles.

Agency Theory

Agency Theory is concerned with compliance and control in the division of labour within work relationships. It has been used across Organisation for Economic Co-operation and Development (OECD) countries, including the United States of America, United Kingdom, Australia, and New Zealand as a way to make the public sector more accountable, and

therefore, supposedly more economically efficient. It represents work relationships hierarchically as a series of contracts between one party (principal) and another (agent) (J. O'Neill, 2011; Olssen, et al., 2004). Since its initial inception into the private sector it has been applied to the public sector as a way of providing accountability and monitoring the performance of employees where market incentives do not exist.

Transaction Cost Economics

Transaction Cost Economics "seeks to analyse and account for the efficiency costs of transacting business and the effects these have on organisational form" (J. O'Neill, 2011, p. 21).

Neoliberalism first gathered traction in the United States of America in 1981 with the election of President Ronald Regan. The United Kingdom followed suit during the 1980s under the government of Margaret Thatcher. It gained prevalence in New Zealand with the election of the Fourth Labour Government led by Prime Minister David Lange (A.-M. O'Neill, et al., 2004).

Privatisation

The overarching focus of this thesis is to analyse the role of the private sector in public education. In doing this it is important that there is a clear understanding of what is meant by the term privatisation. The definition below will be applied to the context of education but the principles underlying it can be transferred to any sector of society. An important distinction to make in relation to this subject is to realise that privatisation is a part of a wider process rather than having a singular definition that would signal all situations were the same. In its most extreme form privatisation would involve all schools being privately owned by either businesses or some variation on a community trust (Clark, 2010). The state would play no role in education and funding would come through fees charged and set by the individually run private schools at a level that they considered the market would allow, moreover "the higher the demand for entry into a school, the higher the fees a school could set" (Clark, 2010, p. 201).

Snook (1996) outlined five steps involved in the state privatising public education:
1. Institutional autonomy coupled with state power to facilitate privatisation;
2. Bulk funding in accordance with enrolments for operational expenses and teacher's salaries;
3. Existing independent schools funded at the same rate as state schools, with privately owned schools, as a part of a single competitive market, making profits from state funding;

4. Given the limits on funding, independent schools will get more while existing state schools must correspondingly get less;

5. For fiscal and ideological reasons, the state will progressively reduce the grant per pupil, insisting that the parents must pay an increasing share of the cost (Snook, 1996, p. 4).

Ball and Youdell (2008, p. 9) clearly point out the pursuit of a privatisation agenda, as it occurs under the guise of 'community response' market driven policies. They look at the motives behind a privatised agenda stating that:

> In some instances, forms of privatisation are explicitly pursued as effective solutions to the perceived inadequacies of public service education. However, in many cases the stated goals of policy are articulated in terms of 'choice', 'accountability', 'school improvement' 'devolution', 'contestability' or 'effectiveness'. Such policies often are not articulated in terms of privatisation but nonetheless draw on techniques and values from the private sector, introduce private sector participation and/or have the effect of making public education more like a business.

Ball and Youdell (2008) define privatisation in two different forms. Firstly, privatisation *in* education refers to the importing of private sector expertise, processes and ideas. Secondly, privatisation *of* education allows the opening of the public sector to the private sector which involves many of the services traditionally managed by the public sector to be tendered, allowing both public and private sectors to compete.

New Zealand's Educational Policy Development since 1984

The following section discusses the specific policy changes by successive Government administrations in New Zealand since 1984.

The Forth Labour Government (1984-1990)

In 1984, the newly elected Labour Government set about making some of the most drastic social and economic reforms seen worldwide (Lauder, 1990). This structural adjustment reflected the interests of powerful minorities, such as Treasury, rather than the majority of New Zealanders. These changes were pushed through at a speed in an attempt to deliberately restrict individuals and groups from challenging them. As a consequence, New Zealand's economic and social structures moved towards market-driven models, pursuing increased economic growth based on ideologies of the free market, individual choice and personal responsibility (Codd & Sullivan, 2005). While the economic, social and cultural

systems were structurally adjusted, major changes occurred within the structure and operation of the health, education and the welfare system. Within a week of the election of the Labour Government, the New Zealand dollar was devalued by 20% in an attempt to help stimulate greater competition.

Labour's election in 1984 initiated the first phase of educational reform, focused around educational administration. These reforms were initiated on the basis of little evidence and claims that the education system was ineffective and failing students, in particular Maori students (Olssen & Matthews, 1997). These changes were in lieu of the fact that an OECD report done in 1983 stated that:

> We did not get the impression that there is a great deal of fat in the New
> Zealand education system of a kind that might be trimmed in response to
> economic cuts without affecting the quality of the service provided (Department
> of Education, 1983, p. 12).

For a decade leading up to the beginning of the reforms, youth unemployment had worsened. Crime, race and gender inequalities were increasingly debated politically, moreover, this was used as an opportunity to criticise the education system as the public increased its expectations. Whether right or wrong, the education system was unable to live up to mounting public expectation and became an easy target to further pursue and justify reform.

The reforms were focused on recognising schools as businesses by putting them in competition with one another. This business model was portrayed to the public as the best way to ensure decision-making at school level (Barrington, 1997; Codd & Gordon, 1991; Department of Education, 1988a; New Zealand Treasury, 1987). This was identified as an area of improvement, by *Administering for Excellence* (Department of Education, 1988a*)*, a review of educational administration in New Zealand called *Administering for excellence : a summary of the report to Review Education Administration.* The review outlined a number of issues with the current administration process:
Education boards had grown in an ad hoc way:
– Decision making was happening centrally which did not allow schools to cater
    to their communities needs;
– The ad hoc layering of education made the system overly complex, with
    different education boards working in different ways;
– There was a lack of information and choice, thus making decision making
    more difficult (Department of Education, 1988b, p. 8).

Tomorrow's Schools (Department of Education, 1988c) passed into law shortly after the publication of the *Review*. Prime Minister, David Lange, argued this new model of education

offered responsiveness, flexibility, and accountability (*ibid*). The new market-orientated school system was based on the pursuit of individual freedom and fostered personal choice over social equality. Accountability was a term introduced into education at the time.

Choice policies throughout the Western world have been linked to attempts to create markets, or quasi-markets in education. They have been associated with the dismantling of centralised education bureaucracies and the creation of devolved systems of education. "These have been associated with institutional autonomy and a variety of forms of school-based management, the enhancement of parent power, an increased emphasis on community involvement, more efficient management, more transparent accountability, as well as deregulation, devolution, de-zoning and greater school autonomy, all of which assist schools in responding to market forces" (Olssen, et al., 2004, p. 210).

The National Government (1990-1999)

By 1990, the National Party was elected to Government. In 1993, the second phase of educational reform was based around the introduction of the, *New Zealand Curriculum Framework* (NZCF) (Ministry of Education, 1993). The new curriculum was extremely narrow in perspective, focusing on employment skills through the *Achievement Initiative* (A.-M. O'Neill, et al., 2004) emphasising, technology, science and numeracy. It specified numerous learning outcomes thereby orienting content and pedagogy towards their achievement and assessment. The NZCF embodies notions of 'Enterprise Culture', commercial competition and globalisation (Peters & Marshall, 2004) throughout its learning areas. Within the NZCF, economic development and personal and global competition were prioritised as the National Government sought to use the curriculum to establish a more economically competitive society and culture. Minister of Education, Lockwood Smith argued that:

> Over recent years, the word competition has disappeared from the vocabulary
> of educationalists. Yet, the world is a competitive place. Our standard of living
> as a nation now depends on our competing successfully in the international
> environment. We do our young people a grave disservice if we shield them
> from that reality and if the curriculum ignores it ... The imperatives of the
> modern world require a new culture of enterprise and competition in our
> curriculum (1991, p. 15).

The development of an 'Enterprise Culture' is central to neoliberal principles and is reinforced throughout the curriculum. Education itself is restructured as an 'Enterprise', in which students, as their own enterprises, invest (Peters & Marshall, 2004). This restructuring was central to National's policy as it was believed to be necessary to deliver the

research, skills, and attitudes that New Zealand needs in order to compete in a global market place. This reinforced the understanding of 'Enterprise Culture' as primarily about the pursuit of commercial gain. At a school level it is reflected in a culture in which success is assumed to be achieved through measurement against pre-set standards, referred to in the curriculum as Achievement Objectives. This is made a reality through testing and performance appraisals. Under the National Government, performance testing became a reality in the education sector as teachers and students were both required to undergo the testing at regular intervals, the focus shifted from learning to proving learning. For students this took the form of portfolios or home sample folders in which students were constantly producing work to prove their ongoing progress. For teachers, accountability was achieved through a large increase in paper work and school and national accountability requirements. During the 1990's one teacher commented that, "overall, I now spend less time actually teaching than previously, and more time on paper work. I am expected to be a technician who implements a predetermined linear programme, rather than a teacher developing learning" (A.-M. O'Neill, 1996, p. 127).

The new curriculum was brought into line with the same principles that were responsible for the reforms in education administration. The new curriculum was set to make schools and students more responsive to business motives. This can be seen through the introduction of an outcomes-based curriculum which put in place national Achievement Objectives through a "structural ladder of eight progressive levels of achievement across each learning area. These are defined as statements of Achievement Objectives or learning outcomes against which students progress can be measured" (A.-M. O'Neill, et al., 2004, p. 37).

These market-driven education policies differed greatly from those which informed the previous education system, one of the most socially democratic in the world (Olssen & Matthews, 1997). The increase in assessment can be primarily located in the dominance of the curriculum Achievement Objectives (Knight, 2000), the assessment of which became a 'high stakes' accountability requirement which was focused on the meeting of external requirements as opposed to those promoting individual student growth in learning. O'Neill, Clark, and Openshaw argue that they were a part of:

> ... evidence-gathering ... to meet the demands of unit objectives, summative requirements of syndicate and school policies (e.g. end of term, inter-class and age group comparisons), parents, Boards of Trustees, ERO and the requirements of the Education Standards Act 2001. This Act required all schools to analyse and report yearly on student achievements and specific progress made towards their specified improvement targets (2004, p. 39).

By 1997, schools rated the changes in assessment practices as the biggest challenge of the reforms (C Wylie, 1997). The combining of assessment into classroom pedagogy at the time

was made harder for teachers as little professional development was offered (Knight, 2000). The increase in assessment was to hold teachers and students accountable for what was going on in the classroom and to increase outcome levels. The prioritising of assessment for accountability dominated education in New Zealand up until the end of the 1990s as managerial values were placed above education values (Knight, 2000).

During the 1990s the teaching profession had to comply with the intensification of a culture of performativity throughout the sector. Ball (2003, p. 250) defines this as "a culture and mode of regulation that employs judgements, comparisons and displays as means of incentive, control, attrition and change – based on rewards and sanctions (both material and symbolic)". The emergence of neoliberalism in New Zealand society added a greater demand for accountability from teachers (Coutoure, 2000). This process of assessing against defined outcomes is part of the increased emphasis on the state attaining proof of 'value for money' (*ibid*). Codd, McAlpine, and Poskitt,(1995) argued along with Knight (2000) that teachers' work was now governed by a political form of accountability-driven assessment that uses market style signals as a marker of performance.

The Fifth Labour Government (1999-2008)

The Fifth Labour Government was elected in 1999. While they did not fundamentally alter the economic direction of the country they did prioritise social policy. This followed the lead of other Western countries like England in a direction that has come to be known as 'the Third Way'. Latham (2001) outlines the third way as:
- The conviction that a growing market economy can be reconciled with a good society;
- That economic competition can coexist with social cooperation; and
- That the values and policies underpinning this approach make for good electoral politics (2001, p. 25).

It was this third way view that pointed New Zealand in a different direction. While still working within a neoliberal context the Labour Government set to work to try to re-establish the social fabric that was stripped away by the policies of the previous two governments. Through adding another tax bracket for those earning over $60,000 the Government was able to increase the unemployment benefit and restructure Working for Families tax credits in an effort to redistribute wealth within New Zealand. Over the previous decade New Zealand had become one of the most unequal countries. Poata-Smith (2008, p. 108) explains that in 2004 "the top 10 per cent of wealthy individuals own over half (51.8 per cent) of total net worth. Some 16.4 per cent of total net worth is shown as owned by the top 1 per cent of individuals … the bottom half of the population, collectively owns a mere 5.2 per cent of total net worth".

Within education, the Labour Government reimposed zone restrictions to ensure that all students had a place at their local school. It also capped Government subsidies to private schools, and began to refuse the integration of private schools into the public sector (Thrupp, 2010). However, other key structural changes in education enacted by the previous Government, such as administration reforms and the curriculum, where left unchanged. These types of changes are characteristic of the third way as they do not look to remove or change the neoliberal underpinnings such as the allocation of resources through economic means, but instead aim to provide social services within the neoliberal model. It is this compromise that has lead to the blurring between the public and private sectors of education (J. O'Neill, 2011). Nationalised standards have become a part of the third way education system as well as an increasingly large amount of public sector jobs being outsourced to the private sector (Thrupp, 2005). Towards the end of their second term, the Labour Government, after a process of review, released a new curriculum document, which aimed, or sought to give the appearance of handing autonomy back to the teachers and the schools. The document, while still heavily oriented towards the development of a strong economy, is less prescriptive than the previous one, allowing schools to develop their own curriculum based within the guidelines of the national curriculum.

The National Government (2008-)

On 8 November 2008 New Zealand, as in 1984, voted for a change in Government without having a clear indication as to where the new Prime Minister intended to take the country. In the first 100 days of being in power the new Government changed the tax levels of the previous Labour Government so as to give more money to those on the highest wage bracket, intruduced the 'Education (National Standards) Amendment Act 2008' and doubled the amount of money given to private education providers from 40 to 80 million dollars (Thrupp, 2010). This was despite a report from the Treasury advising against it because of the global recession (The New Zealand Government, 2009). Other education changes that came about in the first year by the National led Government included the removal of a clause in the National Administration Guideline 5 requiring schools to sell only healthy food to the students. This tended to be regarded as a political move as the election had been based on what was perceived as Labour's 'nanny state' Government. Minister of Education Anne Tolley's argument was that the government trusts Boards of Trustees to make choices about the types of foods that the school sold because they are the parents of students (Thrupp, 2010).

Later in 2008, National Standards in literacy and numeracy were introduced. Earlier attempts to push this type of policy by the previous National Government had failed. National Standards involved the testing of student's in years 1-8 in literacy and numeracy

and then marking them against a national standard. This was not to be done through a nationwide test but rather through a range of testing options already used in schools. This was not enough to stop increasing opposition from teachers worried that this would lead to league tables, the narrowing of the curriculum, and the early labelling of students as failures (Thrupp & Hursh, 2006). The Minister of Education refused to legislate against the creation of league tables, which added weight to the argument of national standards being an ideological move that would result in greater control and accountability of students and teachers' work to pave the way for performance-based pay.

Due to the unpopular nature of privatisation in New Zealand the National Party toned down their agenda during 2005 and 2008. Detailed policy released the week before the election (1st of November 2008) showed increased funding to private schools, scholarships to attend private schools, and most centrally the introduction of Public Private Partnerships (PPPs) in education.

During its term the National Government has also placed emphasis on a greater role for the private sector in public education as it has in all other areas of the state. This can be seen through the role of PPPs (discussed later in this Chapter) which have been used in the creation of a privately run prison here and are being investigated in health and education, as well as for the Accident Compensation Corporation (ACC), which National seeks to open up to competition from the private sector. This opening up of the public sector to private competition demonstrates this Government's continued support for the neoliberal management of the economy and sees a return to policy ideas from 25 years earlier.

Funding

At the core of this Case Study is the requirement for schools to generate sufficient income to allow them to undertake all activities relevant to the delivery of their curriculum. Hence an understanding of the foundations of current funding entitlements is important.

The Decile System

The Decile system in New Zealand is based on the socio-economic status of the families that surround the school or that the school draws from. Schools are ranked between Decile 1-10 with a Decile 1 being the lowest and school receiving a larger Operations Grant. As the Decile rating gets higher the size of the Operations Grant decreases.

> "A school's Decile indicates the extent to which it draws its students from low
> socio-economic communities. Decile 1 schools are the 10% of schools with the
> highest proportion of students from low socio-economic communities. Decile 10

schools are the 10% of schools with the lowest proportion of these students"
(Ministry of Education, 2010a, p. 1).

According to the Ministry of Education, the Decile system is calculated by taking into account 5 different factors:

1 – Household income - the percentage of households with equivalent income (ie adjusted for the number of adults and children in the household and the age of the children) in the lowest 20% nationally. Households with a member who is employed are usually not included in this group nor are all households supported by a benefit (since more than 20% of families are dependent on a benefit).

2 – Occupation - the percentage of employed parents in occupations that are at skill levels 4 or 5 (of the 1 to 5 levels of the Australia and New Zealand Standard Classification of Occupations ANZSCO). These include all labourers, all machine operators and assemblers, and others who work in occupations at these lower skill levels irrespective of the sector/ type/ profession involved.

3 – Household crowding – the percentage of households with an equivalised crowding index greater than one. This index is the proportion of household members per bedroom adjusted for the presence of children under 10 years of age, every two of whom are assigned to share a bedroom; couples, and others are each assigned their own bedroom.

4 – Educational qualifications - the percentage of parents with no tertiary or school qualifications.

5 – Income support - the percentage of parents who directly (i.e. not as a partner) received a Domestic Purposes Benefit, Unemployment Benefit or Sickness and Invalid's Benefit in the previous year.

(Ministry of Education, 2010b, p. 1)

The Operations Grant is another term that is used throughout this thesis, therefore it is important that it is defined. The Ministry of Education explain that this (referred to as operations funding) is "funding paid by the Ministry of Education to a Board of Trustees to run the school. Operational funding does not include funding for the salaries of entitlement teachers, property, or large capital items. These are paid for separately. Operational funding is paid quarterly in a bulk grant directly to the Board of Trustees' bank account. The funding year starts on 1 January and ends on 31 December" (Ministry of Education, 2010c, p. 1).

The Funding Shortfall

The funding of schools, as discussed above, has gone through radical change over the last 25 years. The requirement that schools manage their own finances has meant that the day-to-day running of the school is paid for through the centrally distributed Operations Grant.

The Grant was considered to be enough to cover the expenses (excluding teachers salaries, which are still centrally funded) in running a school as set out under the guise of a free public education. A study by NZCER has shown that the Operations Grant is not sufficient to run schools' expenses and as a result schools have to look for alternative means to fund the shortfall (Cathy Wylie, 1991).

A report from the Ministry of Education: *A report on the compulsory schools sector in New Zealand – 2009* (2009), provides figures on how much of the schools budget is funded by the Operations Grant. On average in 2007, 91% of the total gross revenue schools received was funded through the Operations Grant. In 2008 it was 92% and in 2009 it was 93%. The report outlined that the difference is made up through locally raised funds, investments, hostels, and international students. The Case Study set out in this thesis clearly demonstrates that schools are forced into finding alternative forms of funding to maintain school activities.

Commercialisation

Commercialisation is a broad term that does not have a straightforward definition. For the purpose of this thesis it will be understood in two different ways. First, the infrastructure in society, and secondly, that of culture. Examples of the infrastructure have been discussed early in this Chapter with specific details around educational reform in New Zealand. The rest of this Chapter will look at the culture of commercialisation with specific reference to education and its aims and effects on children. Brian Easton, a New Zealand economist, defines commercialisation as "the application of business (or commercial) principles to the public sector (or a particular public sector activity)" (Easton, 1997). Commercialisation has proved to be a successful model in key areas such as the running of state owned enterprises, which replaced public sector management with new public sector management the theories of which have been discussed above. Its success is largely due to the relationship that exists between the private sector and politicians as commercialisation is most advantageous to the private sector as its primary beneficiaries. The increased role of the private sector is argued to give greater efficiency (S Ball & Youdell, 2008). Easton regards arguments around greater efficiency as ideological saying that:

> Positive economic theory gives far more cautious answers … for the economy to be efficient, it is necessary that firms seek efficiency. … A number of economists have argued that corporations in monopolistic or quasi-monopolistic markets do not [maximise profits]. Rather the managers use the firms' market advantage to make sufficient profits to satisfy shareholders and then seek other goals such as higher managerial remuneration, status, technological excellence, and maximise turnover (1997, p. 34).

The second area above, refers to the culture of commercialism. It is responsible for a shift in culture and values in Westernised countries. Alex Molnar an American academic who has written substantially on the topic defines commercialisation as a set of values for a culture. The following profile helps to set the scene:

> Marketing almost literally wraps around a child from the moment he/she opens her eyes. She wakes up in the morning after sleeping in sheets decorated with the images of Disney's Pocahontas. She brushes her teeth with toothpaste bearing the likeness of a television cartoon character. At breakfast, she eats SpongeBob cereal – a product brought out to tie in with the release of the SpongeBob SquarePants animated movie. Just the weekend before, she saw that movie, replete with product placements for Burger King and other marketers. At home after school, she sits down for an hour of television, bombarded with pitches of or by Barbie, Bratz and Britney Spears. For supper, her parents serve her Dora the Explorer soup from Campbell's. Last week at the store, she saw the can and, captivated by the label decorated with the icon of one of her favourite Nickelodeon television shows, demanded that her mother buy it. At bedtime, she dons pyjamas modelled after the superhero costumes worn by the family in The Incredibles, another animated movie (Molnar, 2005, p.2).

This profile is typical of the commercialised culture of Western societies. The child does not understand or think about how they are being shaped by various corporations, and is unaware of the various but invisible ways they have been exposed.

Commercialisation in Education

Commercialism in education stems from a wider cultural shift in attitudes towards the role of the private sector in individual lives and takes advantage of the vulnerability of schools. There are a lot of pressures placed on schools to meet and negotiate between academic results, parents, government agencies and the business community. However, they have restricted budgets in which they are expected to provide a wide range of sophisticated activities and opportunities for their students. It is these pressures that make any offer from the private sector look very attractive when state funding does not cover everything. For example, in the United States Colorado Springs District 11 in 1993 as a way of raising money for musical instruments, computers, and staff training, a school sold advertising on the side of busses and hallways giving space to 29 companies raising approximately $140,000. Molnar comments:

> The story of Colorado Springs is in many ways the paradigm. Schools seek corporate money because they find themselves unable to meet the demands of

their daily tasks relying solely on the resources available to them from traditional means: local, state, and federal tax dollars. Many districts are engaged in this [commercialism] because of the dire straits they're in. This presents a real opportunity and a trend that will continue and possibly grow (Molnar, 2005, p. 29).

It is not just Western countries that have been subjected to this kind of pressure. The Netherlands have allowed in-school advertising since the early 1990's, most European countries had followed suit by allowing advertising. Germany has been involved in school-yard advertising since 1998, with brands such as Coca-Cola, Columbia TriStar, and L'Oreal actively securing deals with schools to advertise. A leading market research company in Germany estimated that German students commanded $20 billion in purchasing power (Molnar, 2005).

New Zealand has not been exempt from this type of pressure. In 1999 a school sold naming rights for each of its six classrooms for $3000 per year per classroom. For $15,000 a sponsor could purchase the rights to the school name and would be guaranteed product exclusivity and advertising rights to any school event or publication (Klein, 2001).

Private Sector Motives

There are several goals in mind when the private sector looks to engage with a school. A corporation that is selling snack food or clothing is simply aiming to sell a product to as wide a base as possible. Schools provide good opportunities for that because of the goodwill that they hold within a community. Moreover, with a saturation of advertising available to people throughout society, anything that comes from a school has a certain level of respect and goodwill because of the special role schools hold in their communities. Schools, rightly or wrongly, are trusted institutions amongst the families that attend, therefore, the messages and ideas that they push are considered to be in the best interest of their students.

Molnar (2005) outlines the functions that are served through education commercialisation. Firstly, he argues that a school base provides a venue in which businesses can market their products and services. Schools make perfect venues due to the compulsory nature of school attendance. Their potential consumers cannot leave and therefore, do not have the opportunity not to be exposed to advertising. Secondly, it provides corporations with an avenue to communicate their ideas to an audience that cannot leave. Corporate-sponsored curriculum materials represent the self-interested point of view of the corporations about controversial subjects. Finally, in-school commercialism allows corporations to push a much broader ideology of promoting consumerism as the primary source of happiness and well being of the individual. Moreover, central to this ideology is the understanding that 'a good

life' stems from consuming. Marketeers teach that one should be continually dissatisfied, as dissatisfaction can be mediated through consumption. This is done through embracing the concept that 'more' is 'good'; having more will result in greater happiness. Despite this commonly engrained view on the pursuit of happiness, research has shown that "consumer values lead not to happiness but rather to alienation, loneliness, and loss of freedom" (Molnar, 2005, p.44).

Moreover, corporations such as computer or credit card companies are primarily trying to build brand loyalty for their product. Corporations seek to generate instant name recognition and the youth market within schools offer them that opportunity. Fox TV in the United States successfully managed to negotiate the renaming of menu items in school cafeterias to reflect characters from their latest film *Anastasia*. However, it did not stop there, teachers were supplied with copies of the *Anastasia* study guide. The idea was sold to schools that Fox TV were providing a service to the schools and should therefore be grateful claiming that "public school teachers are desperate for materials that will excite the kids" (Klein, 2001, p.93).

Categories of Commercialism

Alex Molnar (2005, p.21) outlines 7 categories of commercialism based on data collected from the Commercialism in Education Research Unit (CERU) based in Colorado in the United States:

Sponsorship of Programmes and Activities: This is one of the most common forms of sponsorship and in most cases is where the school-business relationship begins. Corporations or businesses pay for or subsidise a 'one off' event in return for the rights to associate their name with the event. This is a common in New Zealand and seen most often in conferences and sports events. One of New Zealand's more recognised examples is the Weetbix Kiwi Kids Triathlon. In the United States from 1990-2004 commercial sponsorship of school events rose 146%.

Exclusive Agreements: These are direct agreements between schools and corporations or businesses that allow them exclusive rights to sell and promote their products or services within the school. They are often the sole provider of that particular product to the school. In some cases a percentage of the profit is given back to the school. In the United States from 1990-2004 exclusive agreements rose 858%. These deals can vary in their conditions. It is not uncommon for schools having to sell a certain level of units of products before they receive any type of benefit (Klein, 2001). Schools are increasingly coming under pressure in the United States to use such arrangements to carry out their core functions. Often they are forced to push the corporate product on to their students to make sure their unit level is met. This obviously detracts time and resources away from teaching and learning.

Incentive Programs: A corporation or business undertakes to provide funding, goods or services when students, staff, or parents engage in a certain activity. This is often seen through the collecting of product labels or receipts from a business. In the United States between 1990 and 2004 these have risen 75% (Klein, 2001). New Zealand has a range of examples of incentive programs. The Yummy Apple Sticker competition is an annual competition in certain schools. Students are required to save the apple sticker off the apple and attach it to a sheet in the classroom. The stickers act as money and can be used to purchase a range of products for the school. Another notable example in New Zealand is the Scholastic book club orders. Teachers receive money to spend on books based on how much students in their class spend. Therefore, in many schools, teachers actively promote the book clubs and Telecom.

Appropriation of Space: This refers to the allocation of space in schools for corporate/business details. Scoreboards, walls, and textbooks are examples of where logos are placed. More recently this includes naming rights, which can include naming a building after the main sponsor. In the United States from 1990-2004 references to this type of sponsorship have risen 394% (Klein, 2001). It is not uncommon for school buses to have corporations logo and details painted on the side in an effort to expose children to their product. New Zealand is not exempt from this type of sponsorship, examples, from here include the businesses placing their sign on a fence they have built, (e.g. McDonalds sponsoring school road patrols signs with their logo). Locally one primary school has advertising on the back of its basketball hoops in the playground.

Sponsored Educational Materials: Materials or resources supplied by corporations or non-profit organisations that claim to have educational content. In the United States sponsored educational materials have risen over 1038%. In the United States, Lifetime Learning Systems claims to be the biggest producer of corporate sponsored teaching aids, boasting on its website as knowing "how to link a sponsor's message to curriculum standards and create a powerful presence for your message in America's classrooms, with informative and engaging materials". The argument here revolves around whether or not the private sector should be capable of marketing to students while supposedly enhancing educational outcomes at the same time. One critic from the Irish Times commented, "the purpose of these publications is not to open children's minds but to fulfil marketing objectives resulting in reported wide-spread bias in the content of the learning material" (Molnar, 2005, p. 25). New Zealand is not immune from these types of educational materials. Kleenex over the last few years have provided all primary schools with a copy of 'Sneeze Safe' a guide on how to be safe with a cold.

Electronic Marketing: In most cases involves electronic programming or equipment in return for the right for corporations to be able to advertise to students, families, and community. One of the most obvious examples of this stems from the United States. Channel One is a daily, 12 minute, current events show. In return for making students watch this, which includes 2 minutes of advertising, schools receive thousands of dollars of television equipment. Channel one claims to reach approximately 8 million students in 370,000 classrooms in 12,000 schools (Molnar, 2005). Electronic marketing can take other forms with, computer equipment and internet access provided in partnerships with corporations which in turn enables advertising to students.

Privatisation: In it simplest form is the running and/or management of schools by for profit corporations or other non-public sector groups to generate profit. In the United States between 1990 and 2004 privatisation of this process went up 2213%. Molnar presents the most extreme form of privatisation in the example of the Edison schools, the first major franchise to completely privately run schools. The owner/founder Christopher Whittle argued, "private enterprise… could wring huge efficiencies from the educational system and do a better job than public schools, teaching children with no additional money" (2005, p.93).

The eighth area identified by the CERU is fundraising. In this country this is frequently undertaken in schools by school-affiliated volunteer groups such as Parent-Teachers Associations (PTA). Fundraising creates a wide range of opportunities for corporations and businesses to gain access to schools and students. In the United States the role of fundraising has shifted from being an avenue for supporting extra curricula activities to a budget mechanism schools are reliant upon to pay for basic materials and daily operations.

School Promotion

School promotion has become a reality for schools as school-site management has enacted a quasi-market that explicitly requires schools to compete for students in the same way that businesses compete for customers. School promotion refers to the time and funds that schools put into attracting students/families to their school. This idea is closely associated with a competitive model of education administration. Schools exist as separate entities within society which, like business, compete for clients (students). Within New Zealand there has been limited analysis around how much time and funding goes into this particular part of school life. However, overseas it is a little different. Other western countries have been using competitive systems of public education for some time now. The United States started in the 1970s and therefore, may be used as a way to foreshadow possible outcomes of New Zealand's model of public education towards a private model of education.

A competitive school market has drastically changed the role of the Principal from professional leader to that of a chief executive officer of a company. This change has forced Principals into focusing on finance and administration as well as the management of advertising and promotion within the community. The new changes have resulted in Principals' time being taken away from students and teachers.

Sponsorship

Sponsorship is an area that is becoming synonymous with public education. The majority of schools in Western countries rely on some type of sponsorship to finance their activities. Like 'School Promotion', sponsorship has expanded since the introduction of competitive public education. School sponsorship takes many different forms and can vary from the different types of businesses that seek to become involved in public education to the reasons that the private sector are getting involved. As with 'school promotion', the model adopted in the United States of America can be used to analyse the potential future context in which New Zealand public schools might find themselves.

Case Study: Monrad Intermediate

The following case study is one of the most extreme examples of sponsorship in a school business relationship seen in New Zealand. A case study provided in *Successful Schools Successful Businesses* (The New Zealand Education - Business Partnership Trust, 1993) is of a local intermediate in Palmerston North – Monrad Intermediate. The case study outlines that Monrad Intermediate and Glaxo (an internationally recognised manufacturing business) started their relationship in 1988. Prior to the partnership, Monrad Intermediate was in a depressed state with only 9 out of 26 staff permanent and although it has students from a cross section of society the school had gained notoriety through media exposure of the illegal and unhealthy acts of the 'Highbury Hoods' (The New Zealand Education - Business Partnership Trust, 1993). The case study goes on to say:

> Glaxo NZ Ltd because involved with Monrad when the leaders of both organisations came to the realisation that they shared similar pursuits: excellence in quality and service. For Glaxo, pursuit of excellence means a philosophy of continuous improvement, personal development and open communication. The company believes that if it can share these attitudes as well as some expertise and some cash with Monrad it will generate momentum to improve standards of education ultimately starts in NZ in general (The New Zealand Education - Business Partnership Trust, 1993, p. 9).

As per the agreement the following conditions were to be met:

- – Glaxo people with expertise (engineering, account, computing, health, etc) advise and assist the school when asked;
- – Glaxo staff visit classrooms and attend cultural events;
- – Monrad children visit Glaxo to see how various jobs are performed, to give concerts and to use the sporting facilities;
- – Monrad staff come to Glaxo for teacher only days and share ideas on leadership and other topics (The New Zealand Education - Business Partnership Trust, 1993, p. 9).

In return for these Glaxo financed the following projects:

- – An upgraded entrance way and relocation of staff car park
- – Adding to Technic-Lego sets to allow the school to take part in the Palmerston North College of Education Technology Programme
- – Purchasing computers to go into classes and a computer suite (The New Zealand Education - Business Partnership Trust, 1993, p. 9).

Public Private Partnerships (PPPs)

As mentioned earlier in New Zealand the election of a National Government in 2008 has resulted in the establishment of PPPs. Currently being used in the creation of a prison, it has been suggested as a model for health and education. The following part of the Chapter examines the basic assumption behind such partnerships and the various forms that PPP's can take.

Defining a Public Private Partnership

It is important when looking at the role of PPPs in education that there is an effective definition of what is meant by PPPs. The term is used the world over but can take many different forms. There are several different working models of PPPs in use around the world. They are applied in all different parts of society as a way of funding projects in infrastructure and state services. In defining the use of PPPs in education there are several different definitions to be taken into account. The European Investment Bank uses a broad definition as "relationships formed between the private sector and public bodies often with the aim of introducing private sector resources and/or expertise in order to help provide and deliver public sector assets and services" (EIB (European Investment Bank), 2004, p. 2). Whereas the International Monetary Fund (IMF) offers a narrower definition by stating that PPPs "refer to arrangements where the private sector supplies infrastructure assets and services that

traditionally have been provided by the government" (International Monetary Fund (IMF), 2006, p. 4). The OECD defines PPPs as:

> ... an agreement between the government and one or more private partners (which may include the operators and the financers). According to which the private partners deliver the service in such a manner that the service delivery objectives of the government are aligned with the profit objectives of the private partners and where the effectiveness of the alignment depends on a sufficient transfer of risk to the private partners.
> (2008b, p. 17)

Many critics reject this notion of PPPs as they take issue with the word partnership. They state that partnership requires both partners to have the same objective, which they obviously do not. The private sector is concerned with profit maximisation and the public sector is concerned with providing or improving social service delivery (OECD, 2008b). The above OECD definition of the term partnership is narrow. A wider definition would allow for partners to align themselves in order to achieve both of their objectives. Thus, PPPs could allow for the private sector to maximise their profits if they deliver a more effective and efficient service.

This wider view of a partnership helps to establish a distinction between PPPs and privatisation. Privatisation means to "make private, especially to change (as a business or industry) from public to private control or ownership" (Savas, 1987, p. 3). Without government involvement in a privatised relationship the private sector is able to pursue profit maximisation without interference. Based on this, PPPs can best be explained as existing on a continuum as seen in figure 1.1 (OECD, 2008a).

Figure 1.1 The Spectrum of Combinations
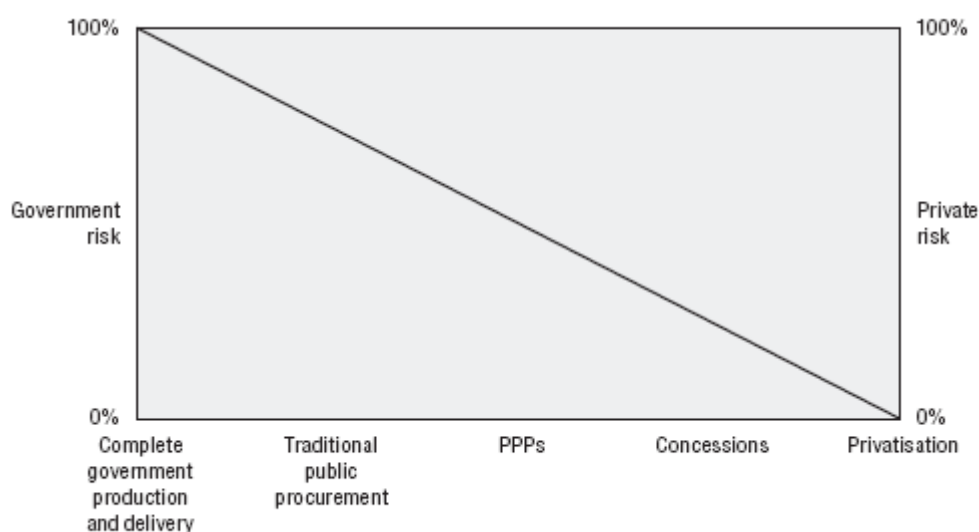
The lack of clarity around defining PPPs is a result of them being used to fill a gap between projects that have traditionally been government funded and those that are privately owned and funded (Grimsey & Lewis, 2005). Grimsey & Lewis go on to suggest that PPPs are used for political means as a way of hiding a privatisation agenda. For the purpose of this thesis PPPs will be defined broadly to allow a wider variety of relationships between the private sector and public education to be acknowledged. Therefore, PPPs will be defined as relationships that involve goods or services between the private sector and the public sector.

Proposed Benefits of a Public Private Partnership

There are several benefits highlighted from the use of a PPP, all focused on the belief that the private sector is fundamentally better at delivering public services than the public sector. However, this concept is based only on what can be measured, e.g. more cost effective and faster output times. This does not account for what cannot be measured. In the social services, particularly education, certain characteristics of the relationship cannot be measured and therefore generally are ignored. Moreover, although the private sector frequently contributes to higher levels of efficiency on those aspects that can be measured, the presence of the private sector alone is not enough to improve the service (OECD, 2008b).

Akintoye, Beck, and Hardcastle (2003) highlight six benefits that can occur from the use of PPPs. Firstly, in traditional government funded projects, areas are normally broken down into smaller components and implemented separately due to budget constraints, whereas, with the use of a PPP the scope for completing the project is broader and the scope of the project can shift to developing an integrated solution.

Secondly, a PPP facilitates greater creative and innovative approaches. By moving away from detailed inputs to description of desired outcomes the PPP process can encourage bidders for the project to develop unique and creative approaches.

Thirdly, it can reduce the amount of time to implement the project. In traditionally public funded projects the job is broken down and the pieces of the project are completed sequentially, whereas, a PPP offers the chance for the pieces to be completed concurrently.

Fourthly, there is the opportunity in a PPP for the risks to be transferred over to the private sector. The sharing of risks between the public and private sector is highlighted as the main advantage of a PPP.

Fifthly, a PPP can attract potentially more sophisticated bidders thus increasing the competition for the contract and possibly more attractive terms for the Government.

Finally, the Government can gain new skills, technology, and knowledge as a result of undertaking a PPP.

Proposed Issues surrounding Public Private Partnerships

As with the benefits, the literature also outlines a number of issues that can arise from the use of PPPs. Initially there is debate as to whether PPPs actually provide better value for money (Akintoye, et al., 2003). This is linked to the fact that the Government in most cases can borrow the money at a lower rate than the private sector, often from between 1 – 3 percentage points lower, therefore, some argue that a PPP can never be more cost effective (Grimsey & Lewis, 2004). However, others argue that the private sector has the ability to make savings in other areas.

Currently used Public Private Partnership Models

PPPs take a variety of different forms, therefore, it is unreasonable to outline every different type of PPP. The following are some of the possible forms that PPPs could take:

Table 1.1 - PPPs Models, adapted from Akintoye, Beck, and Hardcastle (2003)

Model	Definition
Asset Sale	The sale of surplus public sector assets.
Wider Market	Introducing the skills and finance of the private sector to help make better use of assets in the public sector.
Sales of Business	The sale of shares in state-owned businesses by floatation or trade sale.
Partnership companies	Introducing private ownership into state owned business while reserving the public interest and public policy objectives through legislation, regulation, partnership agreements, or retention by government of special share.
Private finance initiative	The public sector contracts to purchase quality services with defined outputs on a long-term basis.
Joint ventures	Partnerships in which the public and private sector partners pool their assets, finance, and expertise under management.
Partnership investments	Partnerships in which the public sector contributes to the funding of investment projects by private sector parties.
Policy partnerships	Arrangements in which private sector individuals or parties are involved in the development of implementation of policy.

PPPs in the New Zealand Context

The current political climate makes for a very interesting next few years. The National Government campaigned on minimising the public sector and further opening up of public services to private sector competition. This was initially based around just Accident Compensation Corportation (ACC).

In 2010 Minister of Corrections, Judith Collins and Minister of Infrastructure. Bill English announced that the first public private partnership (PPP) prison would be created later that year. English said "the Government was open to greater use of private sector expertise if it delivered enhanced services and better value for taxpayers … using a public-private partnership will offer savings of between 10 and 20 per cent over conventional methods over the 25 to 35-year life of the proposed contract … those are substantial gains that will leave more money available for other vital infrastructure priorities like schools, hospitals and roads." (Small, 2010).

Later that year, Minister of Finance, Bill English, along with Minister of Education, Anne Tolley, announced that the PPPs model would be applied to a schools. They explained that "the private sector would be responsible for financing, building, managing and maintaining the school property for a set term, while the Government would still own the land and the Board of Trustees would remain in charge of its governance and day to day running" (Watkins, 2010). The Public Services Association (PSA) came out in opposition to this saying "The Government is once again presenting PPPs as a more efficient, value for money option but international evidence suggests these assumptions are wrong … PPPs bring financial risk to the government and taxpayers and cause loss of public control over services and facilities" (Association, 2010).

For many schools, especially schools in small towns, the school is a place that is used by the community as meeting points, social events, night classes etc. In some cases families have seen several generations come through schools and the history and memories of these people are not taken into consideration under the PPP model. Examples from overseas has seen complications come about regarding who governs the schools outside normal school hours. Sports and cultural practices have had to pay for the renting of school space, or found out that there is no space available for these types of events as they have been rented out to other groups or businesses.

Conclusion

This Chapter has examined the theoretical framework underpinning the major educational policy changes that have occurred in New Zealand since 1984. It has briefly outlined the main aspects of those changes reflected in the current funding system and the

administration of primary schools. It has also outlined the theoretical framework underlying the analysis of the research questions informing this thesis. The theories underpinning the current policy direction in New Zealand are heavily based in neoliberal principles centred around self-interest, competition, the creation of an Enterprise Culture and a greater involvement of the private sector in public education. These manifest in policy that advocates the minimisation of the state, the application of New Public Management theories and practices within the state and increased competition across the public sector.

Commercialisation can be explained through the management of state resources, the application of private sector processes to the public sector, but also through the change in culture discussed in this Chapter, which results in the kinds of activities examined in this Case Study. Finally, the election in 2008 of a right wing National Government in New Zealand has resulted in the opening up of avenues for increased private sector investment in the public sector. This is occurring through the introduction of PPPs.

Chapter Three examines the methodology informing this study and the theory and application of a questionnaire to ascertain which methods of funding supplementation were being used by some schools in the Manawatu region.

Chapter Three – Methodology

Introduction

This Chapter introduces the research questions that are being investigated and outlines the method and context in which data was collected. The method of data collection for this thesis was primarily that of a questionnaire sent out to 33 primary and intermediate school Principals. The data from the 10 respondents, whose schools range across the Decile bands, has been analysed or grouped in the form of what broadly constitutes a case study. Local and international literature demonstrate that western countries that have implemented education policies reflecting neoliberal ideology have seen increases in the involvement of the private sector in public education. Therefore, the questionnaire's main focus was to analyse trends in privatisation, specifically, looking at the different ways this is manifested within schools. More specifically, questions examined the extent to which sponsorship, advertising, and privately produced curriculum resources are being used. The context for the questionnaire is the Manawatu Region in the central North Island of New Zealand. Chapter Four examines the data from the questions and identifies key trends. Chapter Five will discuss these in the context of current local and international policy contexts.

The direction of the research emerged in 2008 when I was working on my honours project. That project looked at policy shifts in New Zealand since the introduction of Tomorrow's Schools and the results of the emerging Enterprise Culture. In that context it investigated how e-portfolios were being used in one school in Palmerston North as a reflection of an 'Enterprise Culture' within a school. This thesis is an extension of that study, however, it has now shifted its focus to the penetration of the private sector more generally into the public sector and the ensuring commercialisation that has resulted.

Research Questions

This area of educational analysis is broad therefore it was important that the questions asked in this thesis were narrow so that specific trends can be ascertained and analysed within the word limit of the thesis. The aim of the thesis is to examine to what extent the private sector has penetrated the financial operation of schools in the Manawatu Region. Moreover, as part of this, it acknowledges the extent to which Government funded Operations Grants fall short of what schools require to run their programs, and the type of support schools look for from the private sector. Therefore, this thesis sets out to answer the following overarching question:

- To what extent has the private sector infiltrated public education in New Zealand?

To narrow down this question for implementation, the following questions informed the questionnaire and the overall aims of the study:

1) To what extent has the private sector become involved in day-to-day operations of schools?
2) To what extent is fundraising and sponsorship supporting the funding of schools?
3) How important is promotion for the school?
4) To what extent are privately produced curriculum resources used in schools?

The initial overarching question allows the thesis to examine how centrally constructed policy has affected the way schools are run. In particular, the shift towards self-managing schools, and how changes in the funding of schools has affected the role that advertising, sponsorship, and school promotion now plays in Manawatu schools.

The more specific questions provide direction for the thesis and particularly the questionnaire. The first question is a specific version of the overarching question. It provides scope to look for trends around the private sector in the day-to-day operation of schools finances.

The second question aims to examine the extent to which fundraising and sponsorship have become a necessary part of school survival. This question examines differences between the Decile ratings of schools and the type of access to funding and expertise. It also investigates the extent to which sponsorship is being utilised in schools. It aims to analyse any distinctions made between local, national, and multinational businesses, as well as, the pressure that schools come under to actively look for funding through formal and informal sponsorship. The use of advertising will be examined as a sub-set of the wider culture of school sponsorship.

The third question aims to examine the importance of the promotion of schools to their success and survival. The questions explore the different forms of school promotions that schools utilise. This will again be looked at in relation to the Decile ratings of the school.

Finally, question four will look at the use of private sector curriculum resources. It will address both 'for profit' and 'not for profit' organisations, as well as, processes schools use to ensure that resources used in the class are to the benefit of students well being and learning.

Ethics

This project has been reviewed and judged to be low risk by a peer review process under delegated authority from Massey University Ethics Committee. Any person that participates in the project had the right to withdraw at any time without reason, however, data collected before they left was still available to be used. Participants' individual rights were respected as per cultural concerns, Treaty of Waitangi, and school policy.

The questions asked of the Principals were not designed to be controversial or contentious in any way. They were purely an attempt to identify administrative trends and practices, hence, it was expected that there would have been no physical, emotional, or mental harm experienced by any participants. This same principle applies to the researcher. Some Principals did not give figures around school budgets, despite this information being available publically.

Informed Consent was achieved by sending out an information sheet to Principals outlining their role and the aims of the research. They were informed that consent was to be given through the returning of the questionnaire, therefore, a consent form was not required.

Research Design

The primary methodology of data collection for this research project is a questionnaire. This has been organised for analysis in the form of a loosely constituted case study of schools that responded to the questionnaire that has allowed the creation of a case study.

Questionnaire

Data was collected from Principals via a questionnaire. Questionnaires were sent out to all of the Principals who gave their consent to participate in the project via an initial phone call. The trends from the questionnaire are broadly extrapolated to form a case study of the local schools to look at the extent of private sector influence in public schools. The questionnaire will provide qualitative data, which will be analysed by looking for trends based on key words (fundraising, sponsorship, advertising, school promotion, and privately created curriculum resources), as well as, quantitative data. This data will be demonstrated through charts and graphs in the results section of the thesis. This technique allows sufficient data to analyse trends and make generalisations in relation to the aims of the thesis discussed earlier. The key idea in analysing data for a case study is to analyse intensively each individual case as a separate entity, but also as a part of the wider environment it exists within. The analysis

must also link directly to the questions that were asked (Christensen, Johnson, & Turner, 2011).

Questionnaires are excellent for a researcher to collect information from a wide variety of sources (Jenkins, 1999). They offer several benefits over more traditional data collection techniques. Munn and Drever, (1999) argue there are three advantages in using questionnaires. First, they provide efficient use of time. This suited the Principals, as they did not have to meet the researcher to answer the questions as the nature of their jobs means that they are constantly busy. They were able to fill them out in their own time. Second, they enable anonymity. Principals did not have to identify themselves or their school. They were able to fill the questionnaire in and then send it back with the postage paid envelope that was be supplied. Finally, the fact they can be efficiently and quickly filled in means that there is a high return rate than by using other methods. If respondents are able to fill questionnaires out in their own time they are more likely to return the forms (Munn & Drever, 1999).

Context for Questionnaire

The research is based in Palmerston North, Manawatu, New Zealand. Palmerston North is located in the middle of the North Island and sits 45km drive from the western coast. In seeking to keep the data manageable only the 33 Primary and Intermediate schools located around Palmerston North were sent the document.

Case Study

The case study option was chosen over action research for several reasons. Due to time constraints, the case study option allowed a time line to be created to ensure completion, whereas, action research does not have a time limit and can be ongoing.

The term 'case study' is defined rather simply by Creswell (2002, p. 15) as a process "in which the researcher explores in depth a project". Gillham's (2000, p. 1), definition of a case study argues the term is difficult to define but does so as:
  – A unit of human activity embedded in the real world;
  – Which can only be studied or understood in context;
  – Which exists in the here and now;
  – That merges in with its context so that precise boundaries are difficult to draw.

Another definition from Christensen, Joshson, and Tuner (2011, p. 374) states that a case study is an:

> … intensive and detailed description and analysis of one or more cases. A case is a bounded system such as a person, a group, an organisation, and activity, a process, or an event.

It is this latter definition that shapes this thesis, as the research has been based around a detailed examination of the questionnaire responses of primary and intermediate public schools in Manawatu. The generalisations that are made in this thesis, informed by the local and international literature on the new right reform of education, are drawn from the data on individual schools and their combination as a collective group or case study.

According to Harker, case studies do not constitute a discrete methodology, but are "a response to get at meanings usually within an institutional context" (Harker, 1997, p. 3). Accordingly there is overlap between case study and a number of other research techniques such as, ethnography, surveys, participant observations, qualitative methods, clinical methods and interviewing. Harker, goes on to summarise case study benefits as:

- − Their realism and naturalness;
- − The possibility of generalisability;
- − Their concern with context;
- − Their provision of cumulative resources;
- − The outcomes often relate more directly to practice than other research approaches;
- − Results are more accessible to non-researchers.
  (Harker, 1997, p. 3)

Case studies are one way to study human relations and behaviours. This implies that the data collected will be qualitative rather than quantitative. Berg (2004) suggests they involve systematically gathering information about a person or group until the researcher can effectively understand how the subject operates within the context in which they are being studied. Because case studies take account of the surrounding environment they have been used for a long time in the field of psychology.

In qualitative studies, data collection takes place within the subject's natural setting. This is done so that the subject can be seen interacting in their normal way without subconsciously changing their behaviour because they know that they are being observed. Moreover, due to conclusions being drawn about a subject within their particular setting, it is difficult to make generalisations about the results as they are only specific to that context (Silverman, 2000). Data collected for a case study can come from a range of sources including in-depth interviews, documents, questionnaires, test results, and archival records. If qualitative as well as quantitative data is being collected then it is referred to as mixed methods case study (Christensen, et al., 2011). In the case of this thesis data collection has come solely from a

questionnaire sent to Principals, but the questionnaire provides both qualitative and quantitative data.

A case study provides a 'snap shot' of what a situation is like at a certain point in time (Gillham, 2000). Therefore, the research must be understood as an outline of that particular time and place. Contexts and situations change therefore the research conclusions will not always apply. In the case of this thesis the snapshot reflects the attitudes and practices of 10 different schools and the use of private sector funding of resources in their schools.

Criteria Used For Selection of Participants

Initially it was thought that the research would focus specifically on the central North Island, particularly, the Manawatu area. The research has been limited to Primary and Intermediate schools (from year 1-8). This limitation was mainly due to the time constraints of the research, and the need to make it a manageable size. Despite limiting the geographical area of New Zealand to within the Manawatu region, the questionnaire was been sent to rural and urban schools including intermediates, primary, and full primary schools across high and low Deciles. It was envisaged that this range would give a comprehensive overview and allow for significant trends to be identified.

Response Rate

The questionnaire was originally sent out to 33 schools and 10 questionnaires were returned. This constitutes a 30% response rate. Upon refection I was hoping to get closer to 50% response rate.. Fortunately, the 10 schools that did return their questionnaire make up an even spread across the Decile rating system. To assist with analysing the data the schools were spilt into three Decile bands, low (Decile 1-4), mid (Decile 5-7) and high (8-10). There were two responses from the low Decile band, four responses from the mid Decile band, and four responses from the high Decile band. These responses show that there is a good range across the Decile spectrum.

Procedure for Analysing the Data

The data received from different groups has been analysed using a thematic analysis. This is a qualitative strategy that allows categories to emerge from the data. There are several steps involved in thematic analysis, which I followed:
- Perceiving – What are my first impressions?

- Comparing – What parts go together?
- Contrasting – What can I see is different?
- Aggregating – What groupings are evident?
- Ordering – Does any pattern or order appear?
- Establishing linkages – what does this remind me of?
- Speculating – what is my tentative explanation? (Mutch, 2005, p. 165).

Methodological Issues – Reliability and Validity

Credibility of Questionnaire Data

Stangor (2007, p. 109) points out that although people are more likely to return a questionnaire, this may lead to incorrect conclusions because the people who return the questionnaire may respond differently than those who did not. The response rate can be increased by a couple of techniques. Firstly, by making the questionnaire look brief and interesting, ensuring confidentiality, emphasising the importance of the research to the individual, and secondly, sending out a follow up reminder via mail or phone call.

Missing out Important Questions or Information

Interesting ideas and questions arose once the questionnaire had been completed and sent out to schools. The results that came back prompted further questions that would have been interesting to ask in the first place. However, this was not possible due to the tight timeframe of the project. Furthermore, one of the disadvantages of this data collection technique is that there is no scope for follow-up questions or clarifying the meaning of a comment. Moreover, the results are limited by how the researcher interprets them. Instead, the results were analysed at face value, rather then attempting to take deeper meanings from inferences.

Respondent Understanding

There is a danger in the use of this questionnaire that Principals might not have fully understood some of the terms that were being used. Despite the fact that definitions were provided at the beginning to accommodate this danger, some responses suggested that the definitions were ignored and that prior understandings of what the term meant had been used to inform the answers. My analysis of the literature on privatisation and commercialisation has shown just how interchangeable some of the terms can be. For example, the word 'commercialism' is used by Molnar (2005) as an overarching term to analyse the role of the private sector in public education. In this project the term is used in a

more direct way to acknowledge curriculum resources offered to schools by the private sector for use in public education.

Validity of Data

The notion of validity refers to the ability to draw meaningful conclusions from the data. In this context, validity of the data would refer to the attainment of the data to make conclusions about the Manawatu area as a whole. Receipt of 10 out of 33 responses is consistent with the expected response rate for a mailed questionnaire (Miller, 1991). There is an even spread across the Decile range, as well as, schools having numbers from 130-500 students. Therefore, it can be concluded that the data received is strong enough to extrapolate trends for the case study of those particular participating schools. The intention of research was to look at the extent to which the private sector has made inroads in public schools in the Manawatu Region. Therefore, generalisations that are extrapolated from the case study will only be a representation of the 10 schools that responded to the questionnaire, rather than all of Manawatu or New Zealand.

Conclusion

Chapter Three has outlined the aims of this thesis through the research questions in order to demonstrate their links to the chosen research methodologies. A questionnaire was selected as the best means of collecting data from school Principals in the Manawatu region as it allowed them the freedom to answer the questions they wanted as well as to do this when it suited them. The responses from the questionnaire have been extrapolated to form a case study of the 10 schools that responded from the Manawatu. The qualitative and quantitative data attained through the questionnaire is outlined and analysed in Chapter Four.

Chapter Four – Results

Introduction

This Chapter identifies the trends from the questionnaire that was sent out to the 33 schools in the Manawatu Region. The following results are based on the responses from the 10 returned questionnaires. Any trends are not necessarily typical or nationwide; they must be understood as responses from the 10 schools that constitute the case study informing this study.

The following is a selection of the quantitative results collated from the qualitative data and the broad trends that can be ascertained from this. In most cases the data provided is quantitative, with comments stated where appropriate. In Chapter Five the results outlined here will be analysed within the historical and current context. Chapter Four is organised in six sections, general, fund raising, sponsorship, advertising, commercialisation, and school promotion. However, at times there will be cross sectional analysis of the results. To assist in analysing the data the 10 schools have been spilt into 3 Decile bands (discussed below), low, mid and high. Decile 1-4 is low, 5-7 is mid, and 8-10 is high. Throughout the discussion the Decile band is referred to rather then the individual school's Decile rating.

General

Decile

Out of the ten schools that returned the questionnaire there was a range of Decile ratings. The graph below (Figure 2.1) shows that these have been split into three bands a low, mid and high Decile range. This will make results easier to analyse and read. There were four schools in both the mid and high Decile band and two schools in the low Decile band.

Role Numbers

Out of the sample of schools there is range in roll numbers. In 2006 role numbers of the schools sampled ranged from 42 students to 410. In May 2010 roll numbers ranged from 30 students to 435. The 2010 figures were taken mid year and all rolls are expected to fluctuate as students come and go throughout the year. In most cases, the roll would rise with year 6 and 8 students not leaving their school until the end of the year, whereas, new entrants and year 1 students will be arriving throughout the year.

Figure 2.1 Change in role numbers since 2006
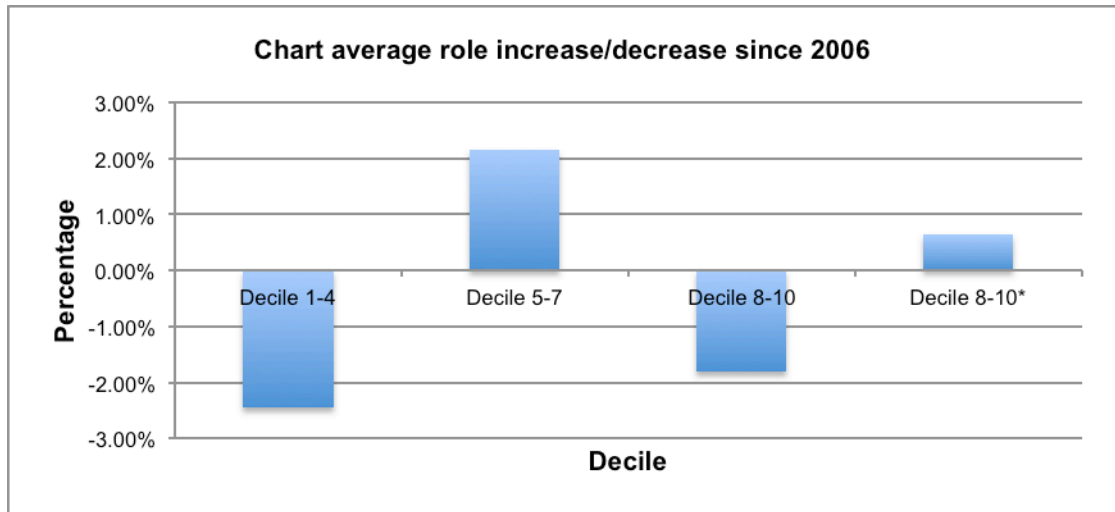
The above graph (Figure 2.1) shows the percentage change in role numbers over five years since 2006. The Decile 8-10 band has been calculated twice. This is because of an outlier in the data. One of the schools is a small country school where the role has changed from 42 students between 2006 and May 2010 down to 30 students (mid 2010). There is a range of reasons as to why this has happened. Such a large percentage drop has skewed the results. The second Decile 8-10 band on the graph has had that school removed.

The low Decile band has had a decrease in role numbers by 2.44%. Mid Decile band schools have had an increase of 2.15%, whereas, the high Decile band had an increase of 0.64%. On average, schools in the mid and the high Decile bands have had increases in role numbers.

Operations Grant

Figure 2.2 Average Operations Grant per Student
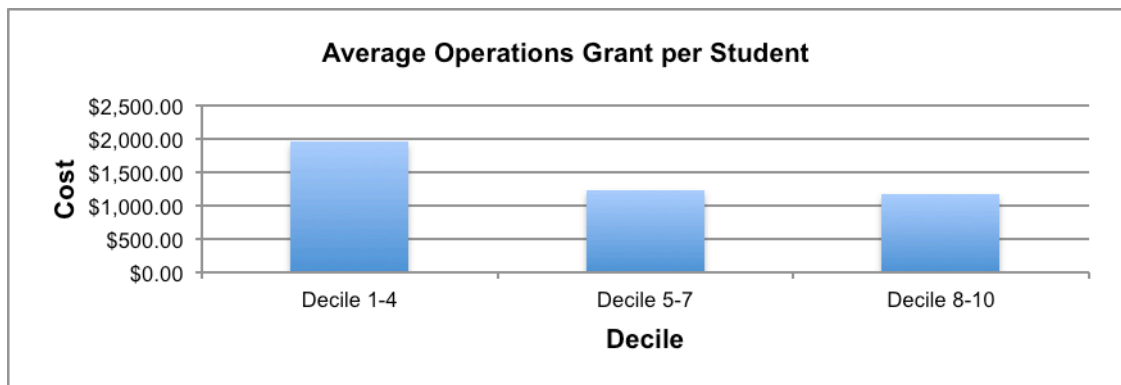
As previously discussed at the beginning of Chapter Two, the Operations Grant refers to the amount of money that the school receives from the Government to provide the core

educational practices of the school. The following results have been reduced to a per student figure of money, by dividing the size of the roll by the total Operations Grant. Comparing Operations Grants is not helpful as they vary in size depending on the roll of the school.

Principals' Use of Time

Principals were asked to allocate their time into the following sections: professional leadership; community liaison; school administration; teaching; fundraising; and other. The following three graphs are the combined averages from the three different Decile bands, set out separately for each band.

Figure 2.3 Low Decile Principals Use of Time
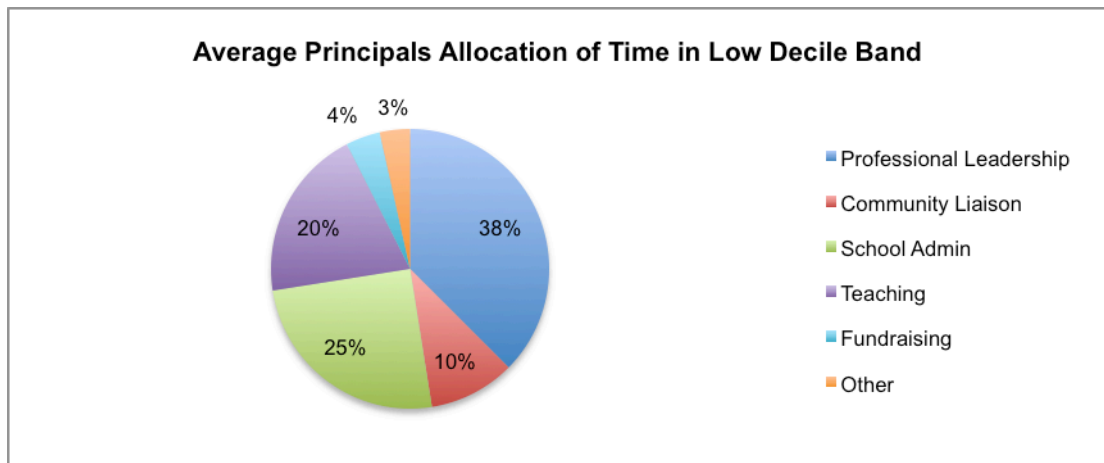
Figure 2.4 Mid Decile Principals Use of Time
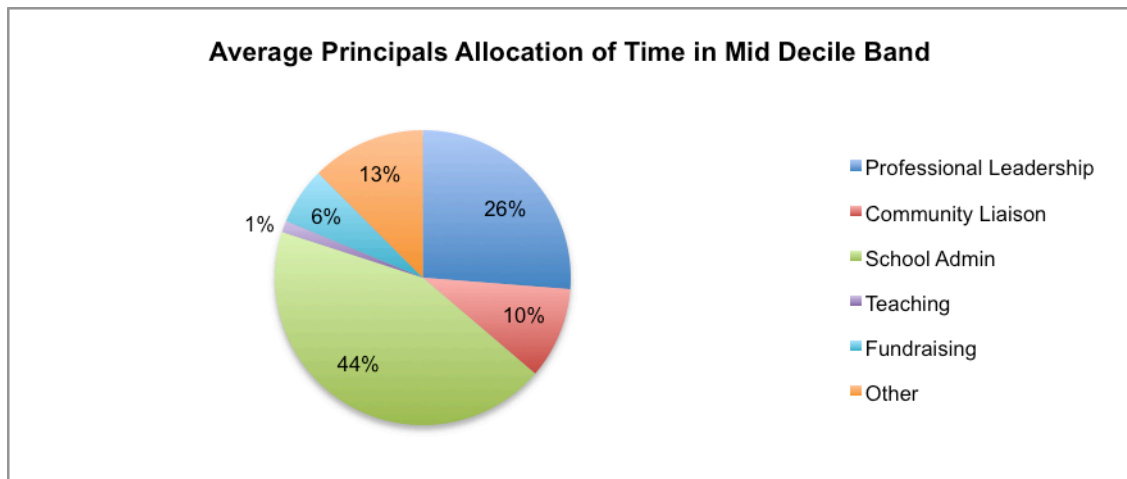
Figure 2.5 High Decile Principals' Use of Time

Average Principals Allocation of Time in High Decile Band
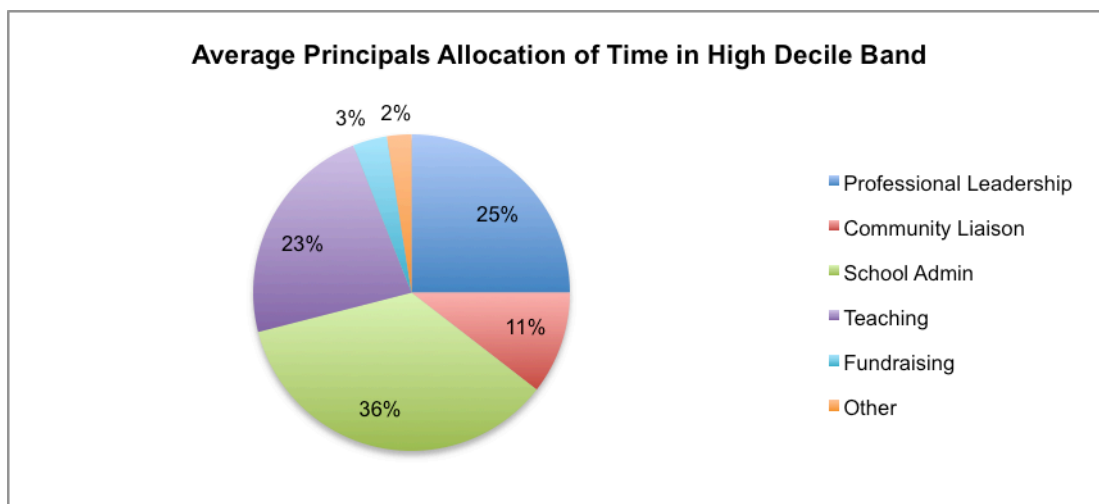
Professional leadership refers to the Principal leading staff in teaching, learning, and administration. As the graphs indicate, in the low Decile band the average amount of time spent on professional leadership was 37%. As the Decile band rating increased the amount of time spent on professional leadership decreased. Principals' from the mid-Decile band commented that they "would love more time on 'PL' [professional leadership] but the nature of the job sees a lot of time on admin" and "wished it [time to teach] was higher".

Community liaison, which refers to the amount of time the Principal spent on engaging with the community remained constant across the 3 Decile bands at 10% for low and mid, high at 11%.

The allocation of teaching time for Principals varied across the 3 Decile bands. This is not surprising as it is more a reflection of the size of a school staff as opposed to the Decile rating. In a smaller school there are fewer teachers therefore at times the Principal may have to step in and teach.

All Principals spent some time on fundraising. Across the 3 Decile bands this was below 10% of the total time.   Two Principal's commented that they did not spend any time fundraising as this was outsourced to parent groups, for example, "we have a dedicated fundraising group of parents who arrange fundraising initiatives and apply for grants", "PTA [organise a] gala every 2 years [and] other events on [a] casual basis". The mid Decile band spent the most time on fundraising with 6% allocated.

Principals' Time on Finances

The Principals were asked to estimate the amount of time in a term they spent working on the finances.   This involved attaining and allocating finances (e.g. tracking cash flow,

seeking revenue for projects, budgets, and funding applications). On average, the mid and high Decile band spent 26% of the time, whereas the low Decile band spent 20%. The Principals did note that time was not consistent throughout the year and at different times of the year they were busier then others in relation to finances:

 [Time spent on finances is] higher towards the end of the year when setting [the] budget for the following year (finance committee meetings), or if [a] big project (e.g. building) [is] being undertaken.

Significant extra last year, leading an EHSAS Cluster and then developing proposal for ICT cluster.

More time spent around audit and end of year.

A Principal from the mid Decile band who allocated 40% of their time to finances commented:

We track expenditure closely over the year as we operate on a theory of spending what we get – not having huge reserves.

The next question in the questionnaire asked Principals to comment on the importance of private sector funding to the ongoing running of the school (e.g. through fundraising, sponsorship or donations). A common theme from this was that the 'extras', such as, additional technology programmes, a range of sports, the ability to subsidise camps, and the promotion of extra electives could be provided through this funding which allows schools to broaden their curriculum. The Principals also talked about the expectations on schools to provide such extras and emphasised the point that the Operations Grant does not cover the basic ongoing costs of running the school:

It [private sector funding] shouldn't be but it is. All our technology and innovation is 60% due to non-government funding.

Allows for the 'extras' that result in high quality education.

Very important if we wish to provide more than just the basics! Also the operational grant does not cover all our costs.

Unfortunately the MOE grant doesn't "foot it", especially with the ICT expectations. Grants are imperative.

Fundraising pays for 'extras' (e.g. playground).

Another group of Principals commented that private sector funding was useful in helping to pay for projects:

[Private sector funding] differs from year to year; Gala every 2 years; sponsorship as needed.

The final part of the general section looked at what percentage of the schools budget came directly from state funding. Across the schools the average percentage was approximately 85%. This means that schools on average have to raise 15% of their yearly budget from sources outside of state funding. As above, the theme of state funding not meeting the basics came through, with one Principal commenting:

It probably covers the basics… extreme basics.

Also it was mentioned that the amount of non-state funding required each year does vary according to the school's current situation (e.g. expansions, roll numbers and new initiatives).

Fundraising

The second section of the questionnaire asked specific questions about fundraising activities that schools undertook to help subsidise the funding they received from the state. The first table (Table 2.1, listed below) indicates the different types of fundraising activities that the different Decile bands undertook.

Table 2.1 Types of Sponsorships Arrangements

Event/Activity	Low Decile Band	Mid Decile Band	High Decile Band
Fair/Gala	X	X	X
School Lottery			X
Raffles	X	X	X
Product Sales	X	X	X
School Donations	X	X	X
Book Sales		X	X
Art Auctions		X	X
Examples	Sausage Sizzle – Hangi – Disco	Family photographs – catering – mufti days – healthy lunches – pie sales – 40 hour famine – calendar	Rugby at the cinema – Calendar art sales – jump rope – garage sales – pet and craft – market stalls –

		sales	sunscreen – tea towels

General Fundraising Trends

Below is an analysis of the types of activities and events that schools have used to fundraise and the amount per year that the schools have been able to fundraise over the last 5 years. The yearly fundraising figures have been broken down into an approximate per-student figure because the size of the school roll will have a direct result on the amount that a school can fundraise.

All of the schools relied on donations as a way of fundraising money. One Principal commented that "grants are coming hard to attain". This was reflected in the schools annual total fundraising efforts between 2006 and 2009, as discussed in Chapter Five.

As with donations, all schools used raffles, galas/fairs and product sales as a way of increasing funds. Both of these methods are common and have been used in schools for a long time. Raffles are easy to set up and run, which contributes to their popularity. In hindsight, a useful follow up question would have been to ascertain the types of prizes that were offered and the ticket prices that were sold. Product sales, (e.g. chocolate), were also popular across all schools. These are appealing to schools as they tend to come pre-packaged from different businesses so that a school just has to focus on selling them to their community. There is very little set-up cost or organisation required and students are often used to sell products.

Over the last 5 years the schools in this case study have undertaken fundraising efforts that equate to approximately $67 per student. The figures discussed below break that into the different Decile bands. This was calculated by taking to total figure fundraised for the year and dividing it by the number of students at the school for each year.

Low Decile Band Fundraising Activities/Events and Funds Raised

The lower Decile band tended to focus on the more traditional and common forms of fundraising, including sausage sizzle, mufti days, and school disco's. The average per student raised in the low Decile band was approximately $133.50 per student. Unlike the other Decile bands these schools did not use art auctions or book sales as a way of generating additional funding.

The two low Decile schools averaged greater fundraising than the mid and high Decile bands with the $133.50 considerably higher than that of the other bands. This is a key discrepancy as the literature suggests that lower Decile schools find it harder to raise funds

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locally because of the lack of disposable income of the families that support the school (Thrupp, 1999). The figure could be the result of the following reasons. It could just be an outlier, and a result of the fact that there are only two schools in the low Decile band. Second, the figure could be a result of a single high donation gifted to the school. Because of the limits of the data collection techniques the reason behind the figure remains unknown.

One Principal comments "fundraising was used for specific purposes only". This comment was made in reflection of the socio-economic area of the school. Moreover, the Principal continued to comment about how careful they had to be when trying to get additional money out of families and people in the community as there was not a lot of extra money.

In low Decile band Principals did not make mention of the support of PTA or parent groups undertaking fundraising activities. The mid and high Decile bands were able to take the pressure off the Principals through these groups, whereas, it appears the low Decile schools required the work to fall back on Teachers, Principal and the school in general.

Mid Decile Band Fundraising Activities/Events and Funds Raised

The mid Decile band tended to use a wide range of fundraising activities. On average per student, schools there raised approximately $60.75 per student. Of the importance of fundraising, one Principal commented "this is all extremely necessary," suggesting that fundraising was a vital part of the successful running of the school.

High Decile Band Fundraising Activities/Events and Funds Raised

The high Decile band was the only band that made use of all of the suggested fundraising options as well as including additional options under the 'other' section. For example: rugby at the cinema; calendar art sales; jump rope; garage sales; and pet craft and market stalls. The range of methods was a lot more extensive for the high Decile band of schools. This suggests that such schools found it easier to generate money through fundraising efforts. Schools in this band were able to raise on average per student approximately $61.50. While this figure is higher then the mid Decile band it is considerably lower then the low Decile band. I would argue that these figures are not a good indication as to the amount, pressure or importance of fundraising for schools. A number of Principals commented that they tend to fundraise for a specific purpose, moreover, they are not in the business of fundraising for the sake of growing the bank account.

Sponsorship

Sponsorship was another main section in the questionnaire. This shows time spent by Principals on negotiating sponsorship arrangements, the percentage of the total school budget that sponsorship contributes to, the type of characteristics schools look for in such deals, and, the types of sponsorship deals schools have entered into and those that they would consider agreeing too.

Principals' Time

Principals were asked to comment on the amount of time that was used to search, negotiate and finalise sponsorship deals. Their responses ranged from eight Principals saying they spent 5% or less of their time, to two Principals spending 10% of their time on making such deals.

A mid Decile band Principal commented that time spent on sponsorship deals had "reduced since the introduction of a PA".

Many Principals commented that sponsorship was not a big part of their daily activities. In some cases schools were approached by businesses, more often then they went out seeking sponsorship deals. On this Principals' comments below:

Do not seek sponsorship. Although have been approached in a minor way by businesses such as Real Estate, Car Sales etc.

Sponsorship is not something we avidly chase.

Not really into sponsorship. Mostly through newsletter advertising – done by secretary.

Very little business sponsorship that requires negotiation/contract signs. Usually donation with an unspecified agreement.

In continuing on from the themes they outlined in the fundraising sections, Principals commented that the need and time for sponsorship varies from year to year. This supports the argument that Principals are not interested in building up the schools financial reserves but rather look for the extra funding, as circumstances require it.

Percentage of Budget

All schools reported that sponsorship deals made up less then 5% of their total budget. 40% of schools received no funding from sponsorship.

Sponsorship Deal Attributes

The following results examine the type of sponsorship that schools have or would consider in the future, as well as important aspects of these relationships.

Principals were asked to identify the type of factors they take into account when considering sponsorship. They were able to choose between business reputation, student benefit, trading ethics, no factors (meaning they did not care) and other. There were no schools that chose 'no factors'; indicating that all schools take into account who the sponsorship agreement is with. The results suggest that there must be some type of factor that makes such an agreement appealing to the school.

Three of the Principals did not answer this question, as they have never been involved in any type of sponsorship relationship. Of the remaining group, six Principals said that student benefit was the most important aspect when negotiating this. This means ultimately making sure that there is sound benefit to be attained by students. However, the form of these benefits can be wide ranging in scope, from those leading to improved student outcomes (e.g. discount for literacy tuition) to students receiving some type of offer or deal that benefits them materially, not necessarily involving school or learning (e.g. buy one get one free tickets to the circus). Specific examples of this are discussed in Chapter Five.

Four of the Principals take into the account the reputation of the business. A number of commented that "it is important it will be a positive relationship with a reputable business". In relation to sponsorship some commented that; there needs to be a "parental connection to the business – local business". These comments suggest the importance of the reputation of the business. Reputation can be defined in broad terms and the questionnaire did not provide scope for Principals' to explain the type of reputation that is considered positive.

One Principal did not consider the need for students to benefit from the deal, however, did recognise the need for correct trading ethics and for the business to have a positive reputation. This person also stipulated the need for "financial benefit or otherwise work required on our behalf".

The questionnaire showed that seven of the schools had engaged in some type of local sponsorship in the past. Anecdotal comments state that these have involved relationships

with real estate agents and car yards that had some type of connection to the school. Two Principals engaged with nationally recognised businesses.

Principals were asked if local sponsorship was preferable to national sponsorship, and national sponsorship over multi national sponsorship. Three Principals did not answer this question. Of the Principals that did, six stated that they would prefer local over national and national over multinational. In regards to the preference for local sponsorship relationships, one Principal commented, "we like to support our local community". There was only one that had no issue with where the sponsorship came from, moreover, the type of business made no difference to them as long as they had a good reputation and the sponsorship ensured student benefits.

The final part of the sponsorship questions section asked Principals to consider different types. This referred to relationships which schools had been involved in and those they would consider in the future. The following table shows what percentages of schools are currently using a particular type of sponsorship deal.

Table 2.2 Currently Used Sponsorship

Sponsorship Type	Number of Schools (Out of Ten)
Naming rights	2
Discounted prices for the school	5
Exclusive business from the school	3
Use of discounted products in the school	4
Advertisements given to students	3
Advertisements in newsletters	9
Advertisements around school	1
Other	0

Table 2.3 Considered Sponsorship

Sponsorship Type	Number of Schools (Out of Ten)
Naming rights	5
Discounted prices for the school	9
Exclusive business from the school	6
Use of free or discounted products in the school	8
Advertisements given to students	2
Advertisements in newsletters	10
Advertisements around school	8
Other	2

Nine schools used advertisements in newsletters as a form of sponsorship, and all identified that this is one that their school would like to keep using. This is one of the most traditional forms of sponsorship. Half of the schools involved took advantage of selling discounted products or services through the school and eight Principals took up offers of discounted products and services from business for school use. Businesses do this for name recognition because of the good will that is associated with a school. All of these deals were conditional upon negotiation.

Naming rights, which involves the school recognising the business by referencing their name in its title, or in some part of the school. One Principal commented that we are "exploring this idea at present". They also mentioned that this decision is not made by the Principal alone but the Board of Trustees. Moreover, only one school took advantage of advertising in schools, despite eight Principals saying they would consider using advertisements around school. However, those that will consider advertisements in schools apply conditions. As one Principal states, "advertisements around school would have to fit with school culture".

An exclusive agreement between a business and a school requires the school to use only products or services from that particular business. There are three schools currently taking advantage of such arrangements. Six Principals indicated that they would consider a sponsorship deal around the exclusive use of a businesses product or services.

Curriculum Resources in Sponsorship Deals

Eight Principals responded that they have never used a curriculum resource in their school that has come as a result of a sponsorship deal. Two schools indicated that they have used a curriculum resource produced by the private sector. One Principal explained that they had used a curriculum resource called "School Gen Solar Heating Panels" as a result of a deal. Further discussion and examples will be examined at in Chapter Five.

Advertising

The following set of results (Table 1.4) break down the different types of advertising currently used in schools. Trends from the results are identified below.

Table 2.4 Currently Used Advertisements 1

Advertising Type	Number of Schools (Out of Ten)
School Newsletters	10
Internet-based programmes	1

Software	0
School publication	3
In classrooms	2
In halls	3
In playgrounds	1
Others	2

All Principals indicated that they use some type of advertising in the school newsletter. A collection of newsletters from the schools in the Case Study shows that this is made up of local business (e.g. real estate agencies, hair salons, car yards). Some advertisements offer special discounts to parents or students if they mention that they are from a particular school.

The use of advertisements in and around the school was not popular. Two Principals allowed advertisements in the classroom. Three schools used advertisements in the halls or corridors of their school. One Principal permitted advertisements in the playground. While these numbers show that advertisements in and around the school are only allowed by a minority of Principals, the other eight indicated that they would consider sponsorship deals involving advertisements in and around the school. This suggests that generally there is a lack of interest in allowing the private sector to use schools as a way of getting their product or service recognised and to build their brand.

Two Principals indicated they use other forms of advertising. Their comments indicate that this is primarily a business logo on sports uniforms. In the case of one school, the local squash club paid for the printing of the schools sports academy tops and in return they were able to print their logo on the top. They also attained agreement to have a sports unit on squash, which involved several trips for the sports academy to the squash courts.

School publications that involve advertising are used by three schools. Examples of these are yearbooks or enrolment packages.

Technology based advertising does not appear to be a very popular form of advertising. Internet based advertising is used by three schools and software advertising not used by any. This area of advertising has the potential to be a growing area with schools integrating their curriculum further with technology and the general societal trend for more of an individuals life to be integrated with technology and in particular the internet.

Commercialisation

This section discusses the responses on the relationship that exists between businesses and the school. It specifically refers to the use of advertising, product samples, and the passing of product information onto students. It also notes the use of privately produced curriculum resources. It discusses school approval processes, and teacher autonomy over the use of such resources.

Eight Principals indicated that they pass on information and/or free samples from businesses and organisations to students. The organisations can involve not-for-profit groups that exist outside the public sector that do not have a primary focus in generating profit. While there was widespread support for handing out information and samples to students this was not without caution:

> [Information and or products is passed on to students] depending on the nature of the product.

> Rarely.

> Another Principal thought that is was important that the information and or product "supports student literacy".

Another Principal allowed information and/or a product only if they "have a connection with the school". This means that more often then not it will be information and products from local businesses and groups. The support of local businesses and groups is a trend that was evident in the sponsorship discussed previously in relation to national and multi-national businesses.

Two Principals do not allow the passing of product information and free samples to students, despite this, one Principal commented that they "haven't really been approached to do so expect by educational-type producers or those relating to children (e.g. childcare facilities, sporting events)". This comment highlights an important issue in relation to the nature of information that gets passed on to students. Childcare advertising is passed on to students as this provides an important service to parents and caregivers who work outside of school hours. In most cases, childcare facilities are run for profit and are able to take advantage of the good will that is associated with schools. Parents also view the information as an endorsement from the school as an acceptable place. Sports events fall into the same category.

Processes for Passing on Information and Products to Students from Businesses and Organisations

There was a range of responses to the question that asked schools to outline processes that they use to make decisions about whether they should be passing on information and products from businesses and organisations. There were two different decision makers. In one situation the Principal made the decision on behalf of the staff and the Board of Trustees. In the other, the Board of Trustees as a governing body on which the Principal only holds one vote, made the decision. The importance that schools associate with the passing on of this information to students is reflected in the nature of their decision-making processes.

One Principal commented that decisions are made "on a case by case basis. Reputation, value considered, benefit to [the] school". Moreover, another Principal mentioned the importance of the need for a relationship to exist between the school and business or organisation. The type of decision-making features mentioned here are similar to these taken into account for sponsorship details:

Need to be selective – happy to support parent businesses by getting quotes.

Making sure that the product or information matched the direction and culture of the school was important. One Principal commented that it was important that "it is in keeping with sound principles/pedagogy of [the] New Zealand Curriculum". Other comments included:

How does this reflect our mission and purpose as a special character Christian School? How does this support student growth and achievement?

There needs to be an obvious link to the curriculum or learning needs.

Another group of Principals wanted to make sure that the school were only passing on quality information rather then being a dumping ground for businesses and organisations to push their message. For example:

Must be suitable for children.

[We must be] careful that we do not fall into the trap of being open slather for all and sundry.

We consider ethics and value to students/school. Generally avoid gimmicks.

Private Sector Curriculum Resources

The privately produced curriculum resources referred to in the questionnaire were categorised two ways. The first referred to resources produced by businesses whose primary motive was generating profit. The second were those of non-profit organisations that exist for a range of reasons. Both of the groups that produce material are primarily expressing their own message and that is placed above the interests of the school and students. However, those two ideals are not mutually exclusive. Eight Principals said that they have used resources from corporates including, Colgate, Telecom, and Fletcher Energy. Seven Principals used resources from not-for-profit organisations including, Personnel, Firewise, Dyslexia, SPCA, Petcare, Zerowaste, and the Art Recycling Centre.

All of the respondents made it clear that all resources went through some type of professional scrutiny before they are used in the classroom. The process for this happened in a number of different ways. In most cases the Principal along with the senior management team looked at these and made a decision over their use. One Principal commented that the integrity of the contributing organisation was taken into account during this process.

The other main process that was used to check the resources is that they got passed onto the teacher in charge of the curriculum area in which they would be used. One Principal explained that "teams of teachers when planning consider all resources and pick and choose what is needed". This process ensures that the resources are chosen because of their ability to enhance learning rather than the learning being led by the resource.

All teachers are given discretion over the types of curriculum resources that they used in the class, however the questionnaire indicated this did have some conditions. Three Principals mentioned that they planned as a school or in teams, which directly cut back on a teacher's ability to decide if a particular resource should be used in their class. Another Principal mentioned that the school did have school-wide programmes that had to be followed by teachers and if a resource was used in a compulsory part of the planning then it was required to be used.

School Promotion

School promotion refers to the money that is spent by the school as a way to increasing visibility within the community and as a way to attract other students.

Budget for School Promotion

The high Decile band school spent on average 2% of the yearly school budget on school promotion. One Principal in this band explained that they spend "very little, if at all. [We] have a website, but don't advertise or publicise with glossy booklets. No need".

The mid Decile band had a higher amount of money spent on school promotion for the year at 5%. One Principal said that the figure varied from year to year. This would suggest that the figure would vary depending on the level of promotion required within the community.

The low Decile band spent approximately 1% of the year budget on school promotion. One Principal explained that "word of mouth is our best promotion. Have been down the road with glossy brochures etc and don't feel they were worth the money!". Another Principal mentioned that money spent on school promotion is a waste as they are well aware of the social stigmas associated with their area of town and know it is unlikely parents from outside of the area would drive their children into it.

Table 2.5 Types of School Promotion

School Promotion Type	Number of Schools (Out of Ten)
Visits to other schools for the purpose of attracting students	1
Community newsletters	9
Promotional DVD	1
Promotional leaflets	4
Advertising	4
Stalls at markets and fairs	2
In playgrounds	3
Others	1

Community newsletters were the most common way that schools promoted themselves within the community. Other forms of promotion that the Principals identified were to hold a stall at the Plaza (local shopping centre), and use of the internet.

The Principals were asked if school promotion was important to their retention of roll numbers. The response was mixed with some considering it more important then others. Their comments showed a range of ideas as well. They are as follows:

A Principal form a high Decile band school said, "last 6 years, waiting list!".

A Principal from a mid Decile band school said, "absolutely, more importantly though it generates an image of pride and self respect – if we love our school then others will".

A Principal from a low Decile band said, "to a certain degree I'm sure it is but I am not sure if it helps".

Conclusion

The trends that have been outlined and briefly discussed in this Chapter have emerged through the responses given in the ten questionnaires that were returned. They are not generalisations which can be made about the region or nationally. Rather they are indicative of the responses from the ten schools constituting this Case Study.

In summary the following trends have been identified:

Fundraising Trends

– Principals'' jobs have changed and now include more time on administration as opposed guiding professional learning.
– Low Decile schools find fundraising harder and spend more time on it.
– Schools budgets are 85% funded from the Government and the school raises the other 15%.

Sponsorship Trends

– Sponsorship does not make up a large part of the schools locally raised funds.
– Principals consider trading ethics, business reputation, and student benefit prior to entering into an agreement.
– Local sponsorship was preferable to national/multinational sponsorship.
– Principals would consider a wider range of sponsorship relationships then are currently being utilised.

Advertising Trends

– All schools are using advertising in some form.
– Principals do consider how much advertising students are exposed too.

Commercialisation Trends

- All schools pass on information/products from profit and not-for-profit groups to students.
- All schools employ some form of process to scrutinise the information/products prior to them being passed on.
- There is little distinction made between profit and not-for-profit groups, but rather the benefits to students are considered.
- Teachers control over the resources they use in their class varies between schools.

School Promotion Trends

- Low Decile schools put limited resources into school promotion.
- School promotion is not used year after year, but rather to specifically boost, or maintain roll numbers.
- Mid and High Decile schools that invest in school promotion do attract students.

These trends will be further analysed in Chapter Five in the light of the theoretical foundations outlined in Chapter Two.

Chapter Five – Discussion

Introduction

This Chapter analyses the trends identified from the questionnaires discussed in the previous Chapters. As I discussed in Chapter Two the percentage of Government funding available to schools in this country, only makes up approximately 92% of school's total budget (Ministry of Education, 2009). As I have argued in Chapter Four, the calculation for the schools in this Case Study is approximately 85%. Regardless of the differences in the figures the point is clear that in this country of supposedly free education the reality is quite different as pressure comes on schools to find funds to fill the gap between what they get from the state and what they need to fulfil their statutory obligations. With few options here, schools spend a percentage of their time fundraising as discussed in Chapter Four, and attracting sponsorship. A school's ongoing survival is reliant on their ability to be enterprising. This is no coincidence. As I argued in Chapter Two, the New Right discourse is a deliberate attempt at cultural reconstruction (Peters & Marshall, 2004). The emphasis on developing the 'Enterprise Culture', as argued earlier, is a two-pronged approach to make institutions more enterprising, as can be seen through the funding shortfall, and to make the individual more enterprising (Stuart, 2006), as discussed in Chapter Two and later in this Chapter. This thesis argues that the ideological shift towards neoliberalism, revealed through the emergence of the 'Enterprise Culture' is a deliberate and widespread attempt to normalise commercialism in both society and the individual. Peters & Marshall (2004, p. 121) refer to this concept as busno-power in which "individual consumer activity becomes the primary way to improve both society and the economy".

This Chapter will then discuss the themes from the questionnaires outlined previously. The discussion will be structured in this Chapter under the key headings, fundraising, sponsorship, advertising, commercialisation, and school promotion.

Fundraising

Fundraising has now become a part of the ongoing process of running a school. This is largely different to the position of schools prior to the introduction of Tomorrow's Schools when schools were funded by the State through local Educational Boards, whereas now, schools are bulk funded and expected to provide a high quality public education to all students with the funding that they receive through the state funded Operations Grant (Ministry of Education, 2010a).

Principals' Use of Time

Since schools have been required to run like businesses (Easton, 1997), the generation of finances has become a lot more of a time commitment and issue for Principals. This study has shown that they spend a proportion of their time fundraising, which takes away time that could otherwise be spent on professional leadership. Across the three Decile bands (Decile bands were explained in Chapter Four), this was all below 10% of the time. Principals' even commented that they were disappointed with the amount of time in their job that they can actually spend on professional leadership. Principals from the mid Decile band commented that they "would love more time on 'PL' [professional leadership] but the nature of the job sees a lot of time on admin". As argued in Chapter Two, this shift in the Principals' job description is the result of having schools run along business lines, where the Principal is the CEO of the school and is responsible for its fiscal management, which includes attending to the funding shortfall. This change to a quasi-market model is important in allowing schools to compete as separate entities in a competitive market place, as it is argued that this will therefore lead to greater efficiency of resources (Olssen, et al., 2004) and reflect the local communities needs. However, Easton (1997) argues that the free market does not always provide greater efficiency, as, within the private sector there are businesses that are run efficiently and inefficiently.

Schools Ability to Fundraise

The Decile funding method has shown that there is great disparity between the amount of funding schools receive from the state as well as the resources that schools get access to through their socio-economic composition. A Decile 1 school receives a larger per student amount from the state in comparison to a Decile 10 school, but this is where the advantage of the lower Decile school finishes. Higher Decile schools have much better access to resources, advice, and fundraising power through the parent community. These resources, which are contracts, intellectual and economic, have a large impact on the Principal in terms of their time spent on fundraising.

In relation to fundraising, Principals from mid and high Decile schools commented that they had access to parent-run groups that were responsible for fundraising at the school. In most cases they would run two to three fundraisers a year. Two Principals commented that they did not spend any time fundraising as this was undertaken by parent groups "we have a dedicated fundraising group of parents who arrange fundraising initiatives and apply for grants", "PTA [organise a] gala every 2 years [and] other events on [a] casual basis". The groups sit independently from the school but pass on any money raised to the school. The higher socio-economic status of the mid and high Decile schools means there are often two parent families where one parent works and the other is at home and looking after the

children and the running of the house. It is this parent that will often have time to donate to the school to assist with the fundraising groups. This is in contrast to the low Decile schools whose families can be made up of one or two parents, where the parents tend to work in jobs that require shift work for wages close to minimum wage. It is not unusual for both parents to work. In arguing about the choices that poorer people have, Snook (1998), explains that research shows that choice in general is great for middle class and upper class families, however, poor families have little choice and must continue to use local schools. Poor families continue to send their children to the local school for numerous reasons including a lack of resources (e.g. transport limitations, unconventional hours of work, and loyalty towards their local school) and a lack of education around what values make a school suitable for their children. This thesis argues that this disparity between rich and poor families is indicative of the wider gap between rich and poor in this country, which ultimately ensures a less fair and equitable education system. Research by the Child Poverty Action Group show that:

> The rise of child poverty in New Zealand needs to be seen in the context of a rapidly widening distribution of wealth and income. In the last two decades of the 20th century, while incomes in neighbouring Australia became more equal, incomes in New Zealand (and in many other OECD countries) became more unequal. New Zealand's income disparity grew more than any other (St John & Wynd, 2008, p. 12).

The socio-economic factors pertaining to the different Decile schools are also reflected in the make up of the Board of Trustees. In the high Decile schools, Boards of Trustees have a much wider pool of expertise to draw upon as the parents that contribute to the schools often come from professional backgrounds. Such schools often have access to accountants and lawyers, whereas, in the low Decile school the expertise that the Board of Trustees can draw upon is made up of single parents, low income families, and shift workers who are more frequently groups without time and professional expertise.

Hence the fundraising power of the higher Decile schools largely outweighs that of the lower Decile. This is seen in the types of events that the schools are able to run and the amount of money they can raise. The high Decile schools in the Manawatu Region were able to run events such as art auctions, and rugby games at the cinemas with confidence of good attendance. This is largely due to the differences in disposable income between the two socio economic groups. Families from the higher Decile schools have the disposable income to bid on art, and attend rugby games, whereas the lower Decile families have minimal disposable income. Numbers from the Department of Labour show that in 2009, 84,100 workers received the minimum wage of $12.50 (Department of Labour, 2009). A Principal from a lower Decile school commented that "you cannot get blood from a stone" in reference to asking families to support fundraisers. They then commented on how they had

to be rather strategic in terms of when and how they went about fundraising because there was no extra money floating around. Maori families make up a substantial proportion of low-income families with 48% earning 80% less of the median wage (Poata-Smith, 2008).

A clear trend that came through was that schools did not fundraise for the purpose of simply expanding their budget. Most fundraised for a specific purpose, outside the standard yearly fundraising activities that schools would do to fill the gap between the Operations Grant and what they needed to provide the 'basics' of education. Higher Decile schools find it a lot easier to conduct a fundraiser for a specific purpose and they can be relatively confident that their local community will support it. As stated earlier, this is not a luxury that lower Decile schools have.

These points highlight a clear inequality in the Decile funding system. Despite lower Decile schools receiving more state funding this pales into insignificance to the amount and frequency at which fundraising takes place at the higher Decile schools. The current system suggests that if a school got into financial difficulty or in need of emergency funds then higher Decile schools would be under less pressure to generate them. In practical terms this system allows for greater opportunities to be provided for students at higher Decile schools including such things as overseas trips and easier access to up to date technologies.

Sponsorship

Sponsorship has existed in public education long before the introduction of Tomorrow's Schools in 1989. This has mainly consisted of advertisements for local businesses that are placed in the school newsletters and is still done by all schools in the Manawatu Region. This thesis argues that increasing use of sponsorship is an avenue that schools have been forced into, in order to bridge the gap between state funding and school expenses. This can be seen as an attempt to normalise the use of private funding within the public sector. As I discussed in Chapter Two, John O'Neill (2011) has demonstrated that this 'blurring of the lines' between the public and private sector is currently evident in the privatisation of school advisory services. Ministry of Education contracts have been tendered to both private and public sectors.   O'Neill explains that, "between 2001 and 2004, 163 GETS compulsory schooling contracts were awarded, 35 (21%) of these to for-profit companies. … Between 2005 and 2008, 25 out of 74 (42%) contracts were awarded to for-profit companies" (J. O'Neill, 2011, p. 24). (As Chapter Two has clearly noted the use of PPPs is the logical extension of this ethos within the sector).

More recently schools have come under pressure to consider other forms of sponsorship outside of local businesses in their newsletters. This pressure follows an international trend

in Western countries whereby schools in varying ways have got to the point where they are entering into formal contracts around sponsorship relationships with fast food, sporting apparel and soft drink companies. While these contracts have helped schools bridge the gap between state funding and their budgets they have led to an extensive increase in child consumerism as national and multinational companies seek to increase brand loyalty among young impressionable students and turn them into a generation of active consumers (Klein, 2001).

In New Zealand this situation is not as advanced and the questionnaire has shown that Principals are not willing to accept sponsorship unless it meets set criteria. Any sponsorship deals that do exist tend to be rather informal: there is "very little business sponsorship that requires negotiation/contract signing. Usually a donation with an unspecified agreement". This is in lieu of the questionnaire that showed even if only a small number of schools had undertaken sponsorship, the majority would consider it. In one local example of such a deal, a Real Estate Agent offered to give $500 to the local school if a house was bought in the area by parents at the school. The school then offered the buyer the opportunity to decide how the money was spent. The school does not critically rely on the funding from the sale of houses but the scheme offers the house buyer the chance to spend the money how they want to. In a lot of ways this is a bonus, moreover, the Real Estate Agent wants nothing more from the deal than name recognition from within their local community.

In this Case Study Principals' desire to support their local business did not extend to supporting their country. Principals were either interested in supporting their local business or nothing at all. This could be in response to schools being able to put a 'face to the name' of the local business, whereas that is not as easy to achieve with national and multinational businesses. However, within schools there is an increasing trend toward national sponsorship deals. This is due to pressures on schools to have the latest and up to date technology. One local Palmerston North school is considering a deal with a national electronics company where the school would encourage parents to purchase a laptop for a reduced price and the school will receive 5% of the sale. These deals have the potential to become more and more common as the pressure increases on schools to have the latest technology.

Finding sponsorship arrangements is not as easy as it might appear to be. Three Principals mentioned that they never get approached for any type of business deals. "Although [we] have been approached in a minor way by businesses such as real estate, car sales etc". This trend suggests two possible causes, firstly, that schools do not need to search out ongoing sponsorship deals for funding reasons, therefore, the money that they raise through fundraising is adequate. Secondly, businesses are unsure of how to approach schools when

wanting to seek out an ongoing relationship, or do not consider the name recognition to be financially viable.

Principals were conscious of working with the right type of business. They made it clear that they valued the characteristics based around what are moral judgements of what is good for their schools' reputation and students' learning outcomes. Of the eight Principals that answered the question they all agreed that there must be some type of benefit to students. Benefit to students is a broad term that could include increased learning outcomes, for example, help from an expert or an educational resource. However, this could also mean a free product or discounted service, for example, discount tickets to the circus, or discounted holiday programmes.

Four out of seven Principals take into account the reputation of the business with one commenting that "it is important it will be a positive relationship with a reputable business". In regards to the sponsorship deal one said, there needs to be a "parental connection to the business – local business". These comments highlight the importance of the reputation of the business. Schools are uninterested in supporting a business if they are not confident about such a relationship, as this can be seen as validation for that business by the school. Businesses, however, are more then happy to become involved with a school as their business is able to capitalise on the goodwill of the school.

The normalisation of sponsorship has lead to an increase and variation in the type of deals that schools are willing to consider. There was a consistent trend that showed Principals were interested in exploring other forms of sponsorship, such as, naming rights of their school. Two schools indicated that they were currently investigating such a move. A business name in the schools name is considered an extreme form of sponsorship for New Zealand, however, it is a lot more common in other Western countries, for example, the United States. Despite this, New Zealand has had examples of naming rights of a school being sold to a business. This can be seen in the case study of Monrad Intermediate outlined in Chapter Two. This practice is currently still evident as sponsorship in schools becomes more widely accepted.

Principals are wary of using curriculum resources as part of a sponsorship deal. Eight Principals indicated that they had never used a curriculum resource from a business as a result of such a deal. The biased nature of a commercially produced curriculum resource means that students are being directly influenced by the values of that business. Such values often contradict the values of public education (e.g. open access and equality of opportunity). This thesis argues that many Principals are opposed to the normalisation of private sector values in education. Their decisions are based on what they consider to be best for students and they tend to take a more holistic view of the individual. This is despite

the growing pressure Principals find themselves under to be 'enterprising' in their management of school finances.

Successful School Successful Business Conference

As Chapter Two discussed New Zealand has been at the forefront of the neo-liberal reform of public education and other state provided services. In 1993 a book called *'Successful Schools Successful Business'* was produced by The Careers Service on behalf of The New Zealand Education – Business Partnership Trust (The New Zealand Education - Business Partnership Trust, 1993). This book outlined the positive role that nationally and locally recognised businesses can play in improving learning outcomes for students across the country. It focused on case studies of schools that had established strong links with businesses. These were provided as exemplars for other schools. In the Introduction, the book outlines what it considers to be the main 'problem':

> Many schools and businesses are unsure about how to approach each other.
> Few understand each other's culture, environment and pressures, or the ways
> in which businesses working together with local schools can have a mutually
> beneficial relationship with wider community spinoffs (The New Zealand
> Education - Business Partnership Trust, 1993, p. 4).

The 'problem' as outlined makes a number of assumptions. First, that public schools and businesses are both looking to build a relationship but are unsure of how to proceed, and second, that the primary goals of both groups are not mutually exclusive. It also assumes that profit maximisation (primary goal of the business) is not restricted by maximising students learning (primary goal of public education). On the surface these two competing ideals appear as if they can co-exist successfully, however, at a deeper level the values that underpin each are at odds with one another. The only way for the relationship to be successful for both parties is if one side concedes and adopts the others values. However, Chapter Two has argued the values base of public education and the curriculum is now closely aligned with those of business. Values such as enterprise, competition, innovation, and entrepreneurialism have become the guiding values in public education and these primarily serve the needs of business (Codd & Openshaw, 2005). 'Successful Schools Successful Businesses' goes on to explain what is meant by an entrepreneur:

> Business is made by entrepreneurs, and what makes entrepreneurs? Nobody
> knows. What makes a person see an opportunity and grab it? Makes a person
> listen to this different drum? How do you recognise it from age 2? It goes this
> way - Two kids are screaming and carrying on and one chucks this big lump of
> mud in the other one's mouth. The teacher says "why did you throw the mud in

Mary's mouth?" and the kid says "Because it was open." He's [sic] the entrepreneur. There's an opening there. Hey boom! Go for it. Bakers during the depression made money. Entrepreneurs are extraordinary people (The New Zealand Education - Business Partnership Trust, 1993, p. 5).

As I argued in Chapter Two, this definition encapsulates the values exemplified throughout the Enterprise Culture at the centre of neoliberal ideology. Peters and Marshall discuss the Enterprise Culture as a "deliberate, widespread and sustained attempt at cultural reconstruction. We are talking here of the imposition of business/managerial values and structures on education and all aspects of society" (2004, p. 115). The definition of entrepreneurialism set out above is closely aligned with this understanding of the Enterprise Culture. The analogy of the student (or school) taking advantage of an opportunity is characteristic of the need to differentiate and constantly reinvent oneself in order to be successful, this is evident of the shift towards a society that primarily supports the values of the market. The Government's message is clearly articulated by Peters and Marshall (2004, p. 115):

> In the past there has been too much emphasis on social and cultural objectives and insufficient attention paid to economic goals in education system; henceforth we must invest heavily in education as the basis for future economic growth by redesigning the system to meet the needs of business and industry. And individuals, accordingly, must invest in themselves. Thus, an educational culture, which traditionally exposed notions of equality of opportunity and 'fairness' for all, has been replaced by a culture of individualism, which is highly narcissistic, competitive and reinforcing of a hierarchical society.

Advertising

Advertising in schools has become an accepted practice as the alignment of business and managerial values with education now shapes the organisation and administration of schools. This view is not without its critics as Molnar argues "advertisements appeal to consumers 'emotions' rather than their intellect as they do not encourage critical thinking (Molnar, 1996). Moreover, advertisements in schools can be seen to be undemocratic as they are not in the public interest as advertising will only contribute to the truth to the degree that truth sells products. Our schools exist for a rather different purpose – to impart truth regardless of its monetary value (Molnar, 1996). In fact, advertisements represent the opposite of public interest as they are created to promote the special interests of the advertisers and the marketing firms. Despite this, advertising has become a necessity in every school that was surveyed. However, the extent of advertising, in this study, varied

across the schools with two Principals commenting on the need to keep schools free/limited from advertising.

It is not difficult to understand the motives that make marketing to children so appealing to businesses. From a business perspective young children offer the perfect opportunity to begin to build brand loyalty as they are more impressionable then adults (Klein, 2001). Children do not have the same information and power as adults tend to have. This means that children "cannot freely enter into commercial contracts as envisioned by market theory" (Molnar, 2005).

Commercialisation

The commercialisation of public education has been part of a dedicated shift in culture and a blurring of the lines between the public and the private sector, as argued in Chapter Two. This commercialisation is an attempt to normalise school/business relationships. Commercialisation is not a stand-alone force. It is a reflection of a much wider group of economic, social, cultural, and political forces.

International Examples

The origins of commercialism in education can be traced back to the early 1970's when Roberta Nusim became disillusioned with the state of textbooks available to her as a teacher. Because of a lack of resources, and a desire to find resources that were more visually stimulating she asked students to bring in cereal boxes from home and they would discuss the television shows that the boxes would represent (Schor, 2004).   The idea escalated from there as Nusim decided to directly ask corporations to provide interesting resources, as they were only just starting to realise the huge buying power of children. Nusim went on to create the company Youth Marketing International. They have produced 1500 curricular programs and are now one of several companies that specifically target children from birth to the end of their high school experience.

Another company that has spent its time establishing a reputation within education is Scholastic has a staff of over 40 people and claims that 92% of teachers in the United States endorse its programme and that it therefore reaches over 53 million students. Scholastic has turned its magazine into advertising vehicles, creating issues specifically sponsored by different companies. Schor argues that since the 1980's sponsored educational materials have increased in use in American classrooms. Examples include:
- Revlon's curriculum taught students about good and bad hair days and then asked students to list their top must-have hair-care products if they were stranded on a desert island.

- Campbell Soup Company's science curriculum included 'Prego Thickness Experiment' and students were asked to work out who had the thickest spaghetti sauce.
- The Gushers Wonders of the World Package, came with free samples and instructions for kids to bite down and create an in-mouth volcanic eruption.
- The Sunkist "Just One Orange" a day unit teaches children such educational facts as the theme of the first ad by California Fruit Exchange, the number of growers that make up Sunkist Corporation, and how to make a smoothie (Schor, 2004, p. 93).

One of the more biased examples of such materials came from the United States in the 1990's when energy companies concerned about what they considered to be a pro-environmental curriculum, set up curriculum resources to challenge this. Their attempt to obscure information included Exxon's elaborate Energy Cube Curriculum that implies fossil fuels do not pose issues for the environment and that alternative energy sources are too expensive and unattainable. The American Coal Foundation's curriculum dismissed the idea of greenhouse effects and talked about the benefit to the environment through increased carbon dioxide.

The New Zealand Context

New Zealand has not been exempt from similar examples of the same profit motive applied to schools as in the United States. In New Zealand the Kleenex Sneeze Safe curriculum resource aims to teach students about hygiene around coughs and sneezing, with students 'graduating' to Sneeze Safe Patrol when they are able to complete the material, all of which was designed into sequenced lesson plans that link directly in with the Achievement Objectives in the New Zealand Curriculum (Minstry of Education, 2008).

Nusim's company, Youth Marketing International, claimed that schools get what they pay for with curriculum resources, therefore, resources of high educational value are often more expensive (Schor, 2004). Her company places educational value above all else but concedes that the industry does lack standards. The growth in this market can be traced back to the lack of proper funding in schools (Klein, 2001). Businesses are more then happy to promote and create resources that build their own brand name under the guise of providing high quality classroom resources. However, they are reluctant to pay taxes that support high-quality public education. As Molnar (1996) argues, neoliberal ideology has successfully increased the corporate influence in public education throughout Western countries to the detriment of children's education and well being. At an ideological level this is done to align education with the same values as the private sector in an attempt to

challenge traditional models of schooling which have looked to redistribute power and economic opportunity (Molnar, 1998).

Of the schools surveyed in the Manawatu, the use of private sector sponsored resources is common practice with eight Principals passing these on to their teachers. Some of what is passed on is from private not-for-profit organisations, however, no Principal made the distinction between the two groups. A strong trend that came out of the questionnaire was that Principals used some type of quality assurance to make sure that what ended up in front of the students has educational value to it. One Principal explained that they will only use it if it supports students' literacy.

All schools that used sponsored educational material did have some process for checking its educational merit. In most cases the resource was used during the planning of a shared unit. This suggests that the material is not used as classroom time fillers. This means that the resources are not used in their entirety but rather the useful parts are taken out and applied where needed depending on the direction of the unit, as well as the direction and the culture of the school itself. A Principal explained that all of these decisions are based on a case-by-case basis and the businesses reputation and value to the school is considered. In larger schools the resources are handed directly to curriculum leaders and they make the decision on use.

A trend emerging throughout the questionnaire was that of the importance of the relationship between schools and their local communities including their local businesses. Schools were more open to help support local businesses when the businesses owners have had a direct relationship with the school through their children. One specific example involved a local café providing a group of teachers with $500 to attend a professional development course that was in another city.

Even though this relationship between the two is bridging the gap between the public and private sectors, this Case Study shows that it is based on a belief that a successful school and a successful local business are not mutually exclusive. Rather, both parties are interested in supporting each others' success. This type of view suggests the existence of an egalitarian ethos, where schools are seen as community centres as opposed to businesses where knowledge and learning is commodified and students are primarily seen as consumers of knowledge (Apple, 2004; A.-M. O'Neill, et al., 2004).

One possible reason to justify this relationship can be explained through the following: from the business point of view it is supporting its local school because children have now gone through it or it is geographically close to the school, and therefore the business has a desire to see the school succeed. From the school's point of view, it is more than happy to help

promote the business through simple advertising as they are 'giving back' to the business that has shown support of the school and thus the money goes back into the local economy. It is through this explanation that the arrangement is justified as beneficial. At every instance this relationship is successful through personal relationships, whereas, when the arrangement is through a national or multinational company then there is less likely to be a personal relationship. The national or multinational company is not primarily motivated by wanting to see local schools progressing, but rather wanting to build its own brand name with the understanding that students are the consumers of the future but also play a large role influencing their parents' spending habits (Conroy, 2007; Klein, 2001; Molnar, 2005).

Preparing Children as Consumers

At the beginning of the 20th century children were moved out of the workforce in favour of schooling as this was considered to be a better alternative for preparing them for the workforce and for their growth and development as citizens. With children spending as much as 6 hours of their day at school, it is no wonder that businesses have started to invest heavily in changing the attitudes of children. A brochure from the Fourth Annual Kid Power Marketing Conference (Klein, 2001) highlights the importance of targeting students' time in school arguing that: "the youth market is an untapped wellspring of new revenue. You'll also agree that the youth market spends the majority of each day inside the schoolhouse" (Klein, 2001, p. 87). This highlights the fact that the primary goal of the private sector is profit maximisation. Any positive outcomes for students will always be placed behind the profit motive, as business is responsible first to shareholders. Moreover, the school provides an opportunity to initiate the process of induction into consumption.

Decision Making of Curriculum Resources

This new culture of commercialism in education is an extension of a much wider agenda of privatisation. The results from the questionnaire in this Case Study support this argument, revealing that Principals are happy to use resources from the private sector after they are scrutinised professionally. This study shows that the nature of the decision-making or rather how this process is managed 'on the ground' reflects the size of the school. In a small school where the Principal takes a 'hands on' approach to planning then the resources tend to go directly through the Principal and the senior management team. When the school gets bigger then the resources are passed on to either curriculum leaders or team leaders.

Shifting Values

As discussed earlier in this Chapter, the historically limited role of the private sector in public education was due to competing sets of values between the commercial and educational sectors. Currently, the increase in private sector values in education exists alongside the current emphasis on preparing children for the workforce. As New Zealand followed the rest of the Western world in pushing through societal wide reform the school curriculum was targeted as the best vehicle for pushing through a societal values shift. The then Minister of Education Lockwood Smith, in his Introduction to the New Zealand Curriculum Framework argued for the importance of New Zealand having an education system that allows the country to be competitive in a global market(Ministry of Education, 1993). This was the first time that ideas of competition, the need to be globally competitive, and the emergence of the Enterprise Culture, had been referred to directly in a curriculum document (Ministry of Education, 1993). These values are in contrast to the previous curriculum which focused largely on New Zealand's egalitarian society and developing active citizens.

15 years later neoliberal values are well ingrained in New Zealand society. In 2008 a new curriculum document was released for public education, which was underpinned by similar values to the previous document. It made reference to the importance of students being "enterprising and entrepreneurial" (The Minstry of Education, 2008, p. 8).

School Promotion

One major change to happen since the introduction of Tomorrow's Schools is that schools are now competing for students as their funding is based on school roll numbers. Previously there was a perception that schools were all governed through a centralised curriculum, funding and rules, and therefore families would just send their child to the local school as all schools were perceived to be operating more or less upon the same lines. Tomorrow's Schools ensured that schools were forced to become self-governing and parents were given the choice to send their child to the school they felt best matched their 'needs'. This promotion of competition in public education has resulted in a superficial school ranking system within the community based loosely on the socio-economic location of the supporting families. This has lead to the creation of a false reality around what is successful and unsuccessful. In order to compete for students, schools have had to start spending school funding on creating and maintaining a school 'brand'. Those schools that fail to paint a picture of success risk losing roll numbers and eventually being closed down.

The Decile funding system has helped contribute to the inequity that exists within schools. The social stigmas attached to low Decile schools are that they draw from families who are on low incomes and who have low-skill, causualised and night workers, high Maori and Pasifika populations, and sometimes a high crime rate. Such schools understand how tough the concept of competition in education is as not only do they need to build a brand that will appeal to middle and upper class parents but also convince parents that improved learning outcomes for their child are possible over and above the common social perceptions. However, low Decile schools in the Manawatu Region in this Case Study have worked out that money spent on school promotion and brand building is not well spent as they have gained little success in increasing school role numbers through such promotion as parents are uninterested in driving their children across town to a low Decile school. Moreover, low Decile schools find it more difficult to compete for students in a competitive model of education because time is spent retaining families in their area rather then attempting to gain new students as they compete against the schools close by.

In contrast, mid and high Decile schools in the Manawatu Region spend closer to 5% of their total school budget on school promotion. Their perceived status in the community reflects the status of the socio economic community and 'quality' two parent families with middle class jobs. These schools do not suffer from negative social stigmas and therefore find it easier to attract students to them. There is more benefit in investing in school promotion and building a school brand. In this Case Study a number of schools in the Manawatu Region mentioned that the 5% funding for school promotion can vary from year to year as in most cases they do not have any issues reaching their maximum role, and in some cases having a waiting list.

The ways in which schools attempt to build a brand and attract students varies. All schools in this Case Study use some type of website as a way of promoting themselves and keeping the community up to date with what the school is doing. Locally, some schools use bus advertisements, but are unable to gauge how successful this is. One school in the region has found great success in building a brand around their use of technology. An Apple Computer based school that runs full MacBook (laptop) classes builds its identity around these products, which includes school information packs sent out to potential families in the shape of a cardboard MacBook (See Appendix). This type of brand building aims to attract families through the association of a reliable household brand and an exciting new mode of classroom delivery. Such characteristics really appeal to some middle and upper class families who want to take advantage of the latest product/ICT trend. The handout offers little in the way of meaningful information about the quality of learning programmes offered by the school.

School Promotion is the outcome of a competitive model of education. It reflects neoliberal ideology as it transforms a *public* good into a *private* good transferable in a market context. Neoliberal theory assumes the market is the best way to allocate resources (Olssen, et al., 2004). However, this thesis argues, that for education to function within a market situation then it must be reduced to a commodity that is transferred between consumers and providers. With that transformation education takes on and reflects a new set of values and the neoliberal understanding of human nature. This involves prioritising human beings as both making, and needing to make continuous consumer style choices (Peters & Marshall, 2004). School promotion, therefore, while serving as a means to an end, also perpetuates values that promote purposes closely aligned to that of business and the model of this self-seeking individual (and school) as discussed in Chapter Two.

Trends from the questionnaire not supported by literature

The data showed no substantial trend of schools being pressured into using curriculum resources as a result of a deal with a private corporation or business. This could be explained by a number of reasons however, since the questionnaire did not focus on this area and it could easily constitute another study. Possible reasons for this are that New Zealand businesses and private groups are not sure how to approach schools to foster these deals in the first place (The New Zealand Education - Business Partnership Trust, 1993). Secondly, although New Zealand's egalitarian discourse has been drastically challenged since the introduction of neoliberal ideology it is still present within society, and along with this is the desire to keep both public and private sectors reasonably separate. Finally, school administration enables schools to make their own decisions that reflect their own community. Therefore, unlike the United States system where state education boards make decisions that are then forced onto schools, New Zealand schools make the decisions that are 'best' for their school. The results from the questionnaire show that Principals are not content to take commercial offers from 'anywhere', but rather, consider the reputation, trading ethics, and effects that the decision will have on students. This has meant that private sector resources clearly infiltrate schools but have certainly not overtaken the public system or the curriculum as indicated by schools in this Case Study.

Chapter Six - Conclusion

This thesis set out to explore the nature of the private sector involvement in public education. This included exploring the pressure on schools to look for alternative funding outside of the state through fundraising, advertising and sponsorship. As well as this, my study explored the emphasis placed on school promotion and the use of privately produced curriculum resources.

A questionnaire was selected as the best means of collecting data from school Principals in the Manawatu region. It allowed the respondents the freedom to answer the questions they wanted to, and to do this when it suited them. The responses from the questionnaires have been extrapolated to form a case study of 10 schools from the Manawatu.

This thesis has been limited by the low number of responses, just under a third, received from the 33 schools' invited to take part. A greater number of schools would have allowed for a wider range of trends to be identified and would have enabled stronger generalisations to be made. As stated earlier, the trends that have been identified through this thesis are a reflection of the 10 schools that responded. Another limitation reflecting time constraints, meant that the questionnaire could only be given to Principals. Interviews with Boards of Trustees, teachers, and parents would have broadened and strengthened the case study.

The discussion and trends from this thesis were discussed under five areas: fundraising, sponsorship, commercialisation, advertising, and school promotion.

In regards to fundraising this thesis argues that current funding shortfalls place pressure on schools to self-fund a number of school expenses. This can be seen as a deliberate move to normalise school/business relationships through the discourses of individualism, marketisation, competition, and laissez-faire economics (Olssen, et al., 2004). This involves a number of negative consequences. First, Principals spend increased time on negotiating privately-generated funding which restricts their roles as professional leaders. Second, students have greater exposure to advertising in and around their school. Third, it leads to an unequal and less fair education system as high Decile schools find it easier to raise money than low Deciles.

The normalisation of sponsorship through mainstream society has lead to an increase and variation in the type of deals that schools are willing to consider. But while there has been greater acceptance around the use of sponsorship, Principals' still require the arrangement to meet certain criteria by taking into account the name of the group or business, its trading history and ethics.

Advertising has become a part of life in each public school that was surveyed. However, the extent of advertising varied across the schools, with two Principals commenting on the need to keep schools free or limited from advertising.

The commercialisation of public education has been part of a dedicated shift in culture and a blurring of the lines between the public and the private sector. This commercialisation is an attempt to normalise school/business relationships. Commercialisation is not a stand-alone force. It is a reflection of a much wider group of economic, social, cultural, and political forces. The use of privately produced curriculum resources is common practice within schools. All schools offer some type of quality check before these resources are used, and this process varies across the schools that were surveyed.

The promotion of competition in public education has resulted in a superficial school ranking system within the community based loosely on the socio-economic location of the supporting families. Low Decile schools find it more difficult to compete for students in a competitive model of education because time is spent retaining families in their area rather then attempting to gain new students as they compete against the schools close by. For education to function within a market situation then it must be reduced to a commodity that is transferred between consumers and providers. With that transformation education takes on and reflects a new set of values and the neoliberal understanding of human nature.

Suggestions for Future Research

As I outlined in Chapter Two, the current political climate is shaped by a Government that has made it clear that it is keen to see much greater privatisation in the public sector and is thus in the process of setting up the first PPP school. This Case Study has demonstrated that the foundations for private involvement are firmly laid and are becoming increasingly normalised within the sector. This trend towards increased involvement for the private sector in the provision and management of public assets is consistent with neoliberal ideology, as discussed in Chapter Two and the belief that the private sector will *always* provide public services more efficiently and effectively than the public. As I have discussed previously, international evidence has shown the PPPs in education can have disastrous effects. Common problems that arise from this form of administration are that it shifts the focus from schools as community centres to emphasising their profit-making ability. International evidence suggests that New Zealand's first experience with a PPP could be a stepping-stone towards full privatisation (Grimsey & Lewis, 2004).

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Appendix A – Questionnaire completed by Principals

Appendix B – Examples of School Business Relationships

Appendix A – Questionnaire completed by Principals

Massey University
COLLEGE OF EDUCATION
Te Kupenga o Te Mātauranga

SCHOOL OF EDUCATIONAL STUDIES
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Friday 14th March 2010

The Role of Private Funds in Public Primary Intermediate Education in New Zealand

INFORMATION SHEET FOR PRINCIPAL

Hello, my name is Liam Rutherford and I am looking at the role of private funding in public primary and intermediate education. I am currently completing my Master of Education at Massey University. This is my final year.

The research examines the extent to which private funding is attained and its role in primary and intermediate schools in the Manawatu region. I am looking at the importance of sponsorship for schools; how or if advertising of businesses (from local, national, and mutli-national) is used within schools; and what emphasis is given to school promotion within communities. The underlying theme is to see if there has been an increase or decrease in the role of private funds in schools since the introduction of Tomorrows Schools in 1989, and what this looks like at a school level.

Enclosed is the questionnaire which you have agreed to complete.

The data collected from the questionnaire will be analysed and conclusions drawn will be compared against major policy in school administration since 1989. Data will be held securely for 5 years and then be destroyed. All participants will have the option of receiving a copy of the results as they are completed, these will be sent to the school and then forwarded on.

You are under no obligation to accept this invitation.   If you decide to participate, you have the right to:
- decline to answer any particular question;
- ask any questions about the study at any time during participation;
- provide information on the understanding that your name will not be used unless you give permission to the researcher;
- be given access to a summary of the project findings when it is concluded.

I invite you to contact either myself or my supervisor if you have any questions regarding any aspect of the research. I can be contacted through my supervisor Anne-Marie O'Neill at Massey University College of Education 06 3569099 extension 8634 or a.m.o'neill@massey.ac.nz.

1.   **LOW RISK NOTIFICATIONS**

"This project has been evaluated by peer review and judged to be low risk. Consequently, it has not been reviewed by one of the University's Human Ethics Committees. The researcher(s) named above are responsible for the ethical conduct of this research.

If you have any concerns about the conduct of this research that you wish to raise with someone other than the researcher(s), please contact Professor Sylvia Rumball, Assistant to the Vice-Chancellor (Ethics & Equity), telephone 06 350 5249, email humanethics@massey.ac.nz".

2. *Compensation for Injury*

If physical injury results from your participation in this study, you should visit a treatment provider to make a claim to ACC as soon as possible. ACC cover and entitlements are not automatic and your claim will be assessed by ACC in accordance with the Injury Prevention, Rehabilitation and Compensation Act 2001. If your claim is accepted, ACC must inform you of your entitlements, and must help you access those entitlements. Entitlements may include, but not be limited to, treatment costs, travel costs for rehabilitation, loss of earnings, and/or lump sum for permanent impairment. Compensation for mental trauma may also be included, but only if this is incurred as a result of physical injury.

If your ACC claim is not accepted you should immediately contact the researcher. The researcher will initiate processes to ensure you receive compensation equivalent to that to which you would have been entitled had ACC accepted your claim.

Thank you for your time in reading this. I look forward to working with you in this project.

Best wishes,

Liam Rutherford

Questionnaire on The Role of Private Funding in Public Education

Thank you for agreeing to participate in this survey. It should take about 20 minutes to complete. When providing financial figures the exact amount is not required, an approximate figure will suffice. You do not need to answer any question you do not feel comfortable with. Completion and return implies consent.

Please return by 18th of April 2010

Definitions:

Private sector – any non-state organisation whose primary focus is profit generation. This does not include non-profit organisations or state contributions.

Advertising – public displays, the purpose of which is to persuade someone to act in a specific way.

Sponsorship – a business relationship whereby one partner, individual, or organisation provides funds, resources or services to another, to attain certain rights and an association with that individual or organisation.

School Promotion – the school actively promoting itself in an attempt to retain current student levels and/or attract new students.

General

1. What is the decile of your school?

_____

2. What are your roll numbers over the last 5 years? (approximately)

2010 _____
2009 _____
2008 _____
2007 _____
2006 _____

Comments _____

_____

_____

_____

3. How many teachers (0.8<) are employed by your school?

_____

4. How many support staff are employed by your school?

_____

5. What is your Operations Grant (approximately)?

_____

6. How would you allocate your time as Principal to these functions (approximately)?
(Place a % next to each)

Professional leadership _____

Community liaison _____

School administration _____
Teaching _____

Fundraising initiatives _____

Other _____

Comments _____

_____

_____

7. How much of the Principal's time is used to attain and allocate finances during each term? (e.g. tracking cash flow, seeking revenue for projects, budgets, funding applications etc).
(Please place an x on the line)

_____
                    20%   40%   60%   80%

Comments (You may wish to outline differences throughout the year) _____

_____

_____

_____

8. How vital is funding from the private sector for the ongoing, successful operation of your school?
(Please place an x on the line)

_____
          Very Important | Not Very Important

Comments _____

_____

_____

9. What percentage of total income comes from state provided funding (approximately)?

_____

Comments _____

_____

Fundraising

10. What types of fundraising activities has your school used in the past and currently?

☐ Fair/Gala

☐ School Lottery

☐ Raffles

☐ Product sales (e.g. Chocolate)

☐ School donations

☐ Book sales

☐ Art auctions

☐ Other

Comments _____

_____

_____

11. Approximately how much money has your school received through fundraising? (Excluding local trusts and grants).

2009 $ _____

2008 $ _____

2007 $ _____

2006 $ _____

Comments _____

_____

_____

<u>Sponsorship</u>

12. How much of the Principal's role is used to search, negotiate, and finalise sponsorship deals? (Please place an x on the line)

_____
              5%   10%   15%   20%+

Comments _____

_____

13. What percentage of your school's total income does sponsorship contribute?

_____

Comments _____

_____

14. When negotiating sponsorship deals with businesses what factors does the school take into account?

☐ Business reputation

☐ Student benefit

☐ Trading ethics

☐ No factors

☐ Other

Comments _____

_____

_____

15. Please tick the type of sponsorship deals your school has undertaken, in the past and/or present.

☐ Multi-national

☐ National

☐ Local

Comments _____

_____

16. When negotiating sponsorship deals does a local business take precedence over a national business?

☐ Yes

☐ No

Comments _____

_____

17. When negotiating sponsorship deals do national businesses take precedence over multi-nationals?

☐ Yes

☐ No

Comments _____

_____

18. What sponsorship deals has your school been involved in?

☐ Naming rights (school, or building name changed to reflect the business in some way)

☐ Discounted prices for the school

☐ Exclusive business from the school

☐ Use of free or discounted products in the school

☐ Advertisements given to students

☐ Advertisements in newsletters

☐ Advertisements around school

☐ Other _____

_____

_____

19. What types of sponsorship would you support or consider in the future?

☐ Naming rights (school, or building name changed to reflect the business in some way)

☐ Discounted prices for the school

☐ Exclusive business from the school

☐ Use of free or discounted products in the school

☐ Advertisements given to students

☐ Advertisements in newsletters

☐ Advertisements around school

☐ Other _____

_____

Comments _____

_____

_____

20. Has a curriculum resource (e.g. pre-prepared lessons and knowledge/content) been used as a result of a negotiated business agreement or sponsorship deal?

☐ Yes

☐ No

Comments _____

_____

_____

Advertising

21. Where are advertisements used in your school?

☐ School newsletters

☐ Internet-based programmes

☐ Software

☐ School publications

☐ In classrooms

☐ In halls

☐ In playgrounds

☐ Other _____

_____

Comments _____

_____

_____

Commercialisation

22. Does your school allow business/organisations to pass out product information and free samples to students?

☐ Yes

☐ No

Comments _____

_____

_____

23. What process does the school use before handing out product information or samples to students?

_____

_____

_____

_____

24. Has your school used curriculum resources produced by the private sector?

☐ Yes (please give an example in the comments)

☐ No

Comments _____

_____

_____

25. Has your school used curriculum resources produced by a not-for-profit organisation?

☐ Yes (please give an example in the comments)

☐ No

Comments _____

_____

_____

26. Please briefly outline the process of professional scrutiny that these resources go through before use in the classroom.

_____

_____

_____

_____

_____

27. Are teachers given discretion over the types of curriculum resources they use in the class?

☐ Yes

☐ No

Comments _____

_____

School Promotion

28. What percentage of the school's income is used to promote the school?
(Please place an x on the line)

_____

              5%   10%   15%   20%+

Comments _____

_____

_____

29. What methods does the school use to promote itself?

☐ Visits to other schools for the purpose of attracting students

☐ Community newsletter

☐ Promotional DVD

☐ Promotional leaflets

☐ Advertising

☐ Stalls at markets and fairs

☐ Other _____

_____

30. Is the promotion of your school important to the retention of your roll numbers?

☐ Yes

☐ No

Comments _____

_____

_____

Thank you for taking the time to fill this out. Please remember the contents remain completely confidential and your school will not be identified in any way.

Please return the questionnaire in the self addressed envelope that has been provided.

Kind Regards,

Liam Rutherford

Appendix B – Examples of School Business Relationships

Russell Street School
Nau Mai Haere Mai

Jumpstart Class:

If your son/daughter is joining us then you'll want to know about our four year old class held on a Friday afternoon. 'Jumpstart' is one way that students get a 'taster' of school, getting to know some of the faces that will support them in their learning, taking out a library book and engaging in some emergent literacy and numeracy skills. It is also a valuable time to become familiar with some other children of the same age who will be making the transition to school with them. If you want to know more about this please ring Ag or Renee in the office.

Term Dates 2011:

Please note that it is always advisable to contact your local school confirming their term dates. Every effort has been made to coordinate the date of RSS terms with those of other schools in the Northern Cluster of schools, especially Ross Intermediate.

Term One	Wednesday, February 2	to	Friday, April 15
Term Two	Monday, May 2	to	Friday, July 15
Term Three	Monday, Aug 1	to	Friday, October 7
Term Four	Tuesday, October 25	to	Friday, December 16

Other Holidays:

Waitangi Day –falls on a Sunday (Feb 6)
Easter/Anzac –falls within school holidays
Queens Birthday –June 6
Labour Day –October 24
(falls within break)

2011 Teacher Only Day
(Tentative Date)–
Tuesday, June 7 (to be confirmed)

Right: Buddy Learning on the laptops between Year 5/6 and our newest five year-olds from 'Wee-wonders'

Russell Street School
Nau Mai Haere Mai

Phone / Fax: (06) 358 6671, email: office@russellst.school.nz
PRINCIPAL: David Reardon, email: principal@russellst.school.nz
25 Russell Street, Palmerston North

Russell Street School
Nau Mai Haere Mai

Community
Newsletter

Summer 2010

Tena koutou *Hola Konnichiwa Bonjour Ni hao* **Privet!** *Greetings*

Sometimes events that are out of our control demand a creative solution. Earlier this year the Government announced a freezing of funding till 2012 for meeting our energy costs. This was at a time when we were also advised of a substantial increase in the amount of money needed to be put aside to meet the short to mid term maintenance costs of the school. These matters plus others have put considerable strain on available income. Part of our response is that we are now implementing an ongoing internal audit system, questioning and challenging every dollar spent at our school, which in itself is a worthwhile exercise.

In 2011 we are looking to further conserve/reduce, use/reuse, recycle and eliminate any waste. This is a big ask in a school where we operate like ants on steroids and are short of any additional space. But we can do it, and we will. We hope, as a result to not only help the planet, but also reduce cost to us. This is at a time when the availability of both contestable and regular funding streams is tight.

One particular project that we are looking for parent support is the reduction of photocopying. In 2011 we will be using available technologies (email, class blogs, school website, text) to communicate the school newsletter to those who are able to receive it. We estimate, from a recent survey that over 95% of our families can manage this. With this strategy and other photocopying saving measures, we estimate we can reduce copying by over 25%, saving approximately $3000 a year. A saving such as this is not insignificant in a school. It could, for example, employ another teacher aide for over 200 hours of learning support, or part-pay for a student to go on to reading recovery.

In tight times, these are good reasons to support the school in a strategy such as this. Your Board wants every available dollar focused on sustaining high levels of achievement for all. We know this will take some effort and patience, and that it is likely to be unsettling for some. Please support us in this important endeavour.

Regards to you all,
David Reardon
Principal

Inspiring 21st Century Learners

www.russellst.school.nz
email:office@russellst.school.nz   Ph/Fax:06-358 6671
25 Russell Street, Palmerston North

Welcome to Ross Intermediate

B *I* <u>U</u>

Ross Intermediate
TE KURA WAENGA O ROSS

Dear Parents and Caregivers,

Please find enclosed in this pack all the information you need for enrolling at Ross Intermediate.

The Parent Guide outlines our organisation and details relating to the school. As well as this there is an envelope containing all the enrolment forms that you need.

There are also pamphlets detailing three Special Character Classes that we offer at Ross Intermediate.

Ross Intermediate is an innovative and creative learning environment embracing the power and potential of eLearning for all students.

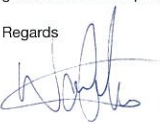We have a strong vision and set high expectations for all our learners.

We want our students to leave our school motivated and ready to excel in their chosen field(s).

The DVD contains a short promotional clip about the school and some example stories from SNAP TV as well.

We suggest you also log onto our website at www.rossint.school.nz and check out the latest news and events from around the school. There is a link on the right hand side to a special New Enrolments site as well.

If you have any questions or want to know more about Ross Intermediate please give us a call or drop me an email.

Regards

Wayne Codyre
wcodyre@rossintermediate.school.nz
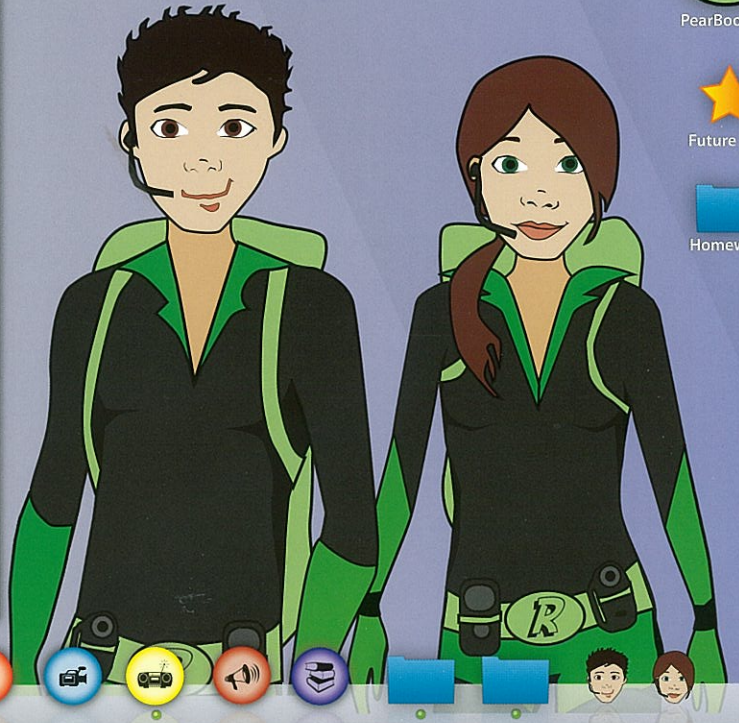M 021 242 6500

Ross Intermediate
TE KURA WAENGA O ROSS

PearBook HD

Future Star

Homework

Pear Book