

# Briefing for the Incoming Minister of Education

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**BUDGET SENSITIVE**



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# Purpose and structure

1. This briefing sets out your role as the Minister of Education. It outlines major policy and implementation issues and identifies upcoming matters for your decision. It also provides an introduction to the role of the Ministry of Education, and sufficient information to meet your initial requirements. It is not a detailed analysis.
2. This briefing is structured in three main parts:
  - » The role of the Ministry in supporting you
  - » Your role as the Minister of Education
  - » Matters for your consideration.



# Introduction

3. Education is key to achieving individual wellbeing and an inclusive economy. The education system helps develop the skills, knowledge and competencies needed by children and young people right through their lives. The education system plays a significant role in developing the skills and knowledge that contribute to economic participation and growth.
4. Participation and achievement by children and young people across the early childhood and schooling sectors has improved (Annex 1). However, we know more work is needed to ensure more equitable outcomes, so that all children and young people can experience educational success.
5. The Education Portfolio work programme currently being progressed includes a range of system level changes in order to raise achievement for all, today and tomorrow.
6. At the heart of this work programme are children, their parents and whānau. It has a strong focus on raising the quality of teaching and leadership, and developing 0-18 pathways for all children and young people. The key priorities are:
  - » embedding Communities of Learning | Kāhui Ako as the foundation for transforming the education system, providing the platform for lifting student achievement and progress and improving quality teaching practice through effective collaboration between early learning services, schools, kura and post-secondary providers for every child and young person over their 0-18 year education pathway
  - » updating the Education Act 1989 so that children and young people are placed at the heart of the education system.
  - » reviewing the funding systems so that they align more closely to the size of the education challenge faced by children and young people
  - » strengthening teaching quality and educational leadership to have a larger impact on the success of all children and young people
  - » improving the data available at all levels of the system (to parents, teachers, communities and government), including data on progress and achievement against the curriculum
  - » developing clearer pathways that connect individual students to higher education and employment
  - » building new learning environments and platforms and growing an integrated body of modern learning practices
  - » shaping system policies and practice so parents and communities can support children's learning, and be confident and influential participants in that learning.



# Introduction

## The Ministry's role

7. The Ministry of Education (the Ministry) is the lead advisor to the Government on education system policy and performance (early childhood education, primary and secondary education, tertiary and international education).
8. We are also the steward of the education system. We focus on outcomes for children and young people and the long term health and performance of the education system as a whole, from early learning to tertiary education. We provide advice on the design of the system, the connections and linkages and how well it is working. As the steward, we also ensure the system reflects and fulfils our responsibilities under the Treaty of Waitangi.
9. We work with, and alongside, a wide range of education and other government agencies, iwi, families and whānau, students and employers to ensure that the system can, and does, deliver what is needed.
10. The Ministry of Education is accountable to the Minister of Education, the Minister for Tertiary Education, Skills and Employment and respective Associate Ministers.

## How the Ministry supports you

11. We are responsible for supporting you (the Minister of Education) in carrying out your Ministerial functions; serving the aims and objectives you set. We do this by advising you on policy and strategy, and implementing government decisions.
12. We provide you with both written and verbal advice and meet with you as regularly as you require. Similar to the support we provided you in your previous role, we will continue to provide you with private secretary support to liaise with the Ministry and commission work on your behalf.
13. We operate under a “no-surprises” principle. This means we will inform you of matters of significance within your portfolio responsibilities. We will also provide you with advice on impacts of other government policy changes on your portfolio areas.
14. We look forward to working with you. Annex 2 sets out more detail on who we are and what we do.

# Your responsibility as Minister of Education

15. The Minister of Education decides both the direction and the priorities for the Ministry and is responsible for determining and promoting policy, defending policy decisions, and answering questions in the House on both policy and operational matters. You are responsible for Vote Education. Annex 3 sets out information about the Votes administered by the Ministry.
16. The Minister of Education's principal responsibilities with regard to early childhood education and schooling are set out in the Education Act 1989 (the Act) and the Crown Entities Act 2004<sup>1</sup>.

## The Education Act 1989

17. The Act establishes the legal framework for our education system, from early childhood education to compulsory schooling to tertiary and international education.
18. In relation to early childhood education services and schooling, the Act provides for:
  - » the rights to a primary and secondary education
  - » enrolment and attendance obligations in schooling
  - » direction setting tools for state education through the National Education Goals, curriculum statements, National Standards and the National Administration Guidelines
  - » the management of schools (including the Minister's and Secretary's intervention powers)
  - » the governance of schools
  - » the regulation of the teaching profession, including pay arrangements
  - » funding of schools
  - » the establishment of different types of schools
  - » licensing and funding of early childhood education services
  - » the establishment of Crown entities and statutory organisations (including the specification of functions, powers and duties).

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<sup>1</sup> The Minister of Education is responsible for the administration of all parts of the Education Act 1989 except for Parts 13, 13A, 14, 15, 15A, 16, 16A (sections 229A to 229D only), 18, 18A, 19 and 24 [Minister for Tertiary Education], and Part 25 (Student Allowances) [Minister for Social Development and Employment], and sections 17-22 of the Education (Polytechnics) Amendment Act 2009 [Minister for Tertiary Education].

# Your responsibility as Minister of Education

## Responsibilities for Crown entities and statutory Boards

19. As Minister of Education, you are responsible for the New Zealand Qualifications Authority (NZQA) and Careers New Zealand (CNZ)<sup>2</sup>.
20. You play a key role in the governance of these Crown entities and are responsible to the House of Representatives for overseeing and managing the Crown's interests in, and relationships with, the Crown entities in your portfolio. The Crown Entities Act 2004 creates an accountability relationship between Crown entities, their board members, and you as responsible Minister. The Crown entity's board directs the entity's day-to-day operations.
21. On your behalf, we monitor NZQA and CNZ. The main purpose of our monitoring is to provide you with assurance that the Crown entities are performing effectively and to advise you on any Crown ownership risks. This monitoring covers areas such as strategic alignment, operational performance and financial sustainability. We also have a role in managing statutory appointments to Crown entity boards.
22. You also have responsibilities for the Education Council of Aotearoa New Zealand (the Education Council), which is an independent statutory body. You appoint the board members. Due to the recent financial injection, we have commenced a time-limited Cabinet-mandated monitoring role of the Education Council, to ensure its financial sustainability by 2019.
23. You are also responsible for appointing board members of the Crown entities and other statutory boards, including for example the New Zealand Commission for UNESCO and the Board of Te Ahoo Te Kura Pounamu (Te Kura).
24. The Minister Responsible for Novopay and the Minister of Finance are the shareholding Ministers for Education Payroll Ltd and The Network for Learning Ltd; these are monitored by Treasury. The Minister for Tertiary Education, Skills and Employment is responsible for the Tertiary Education Commission (TEC) and Education New Zealand; these are also monitored by the Ministry.

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<sup>2</sup> The Education (Update) Amendment Bill is scheduled to pass in early May 2017. If it passes as scheduled, CNZ will be disestablished on 1 July and its functions transferred to the TEC.



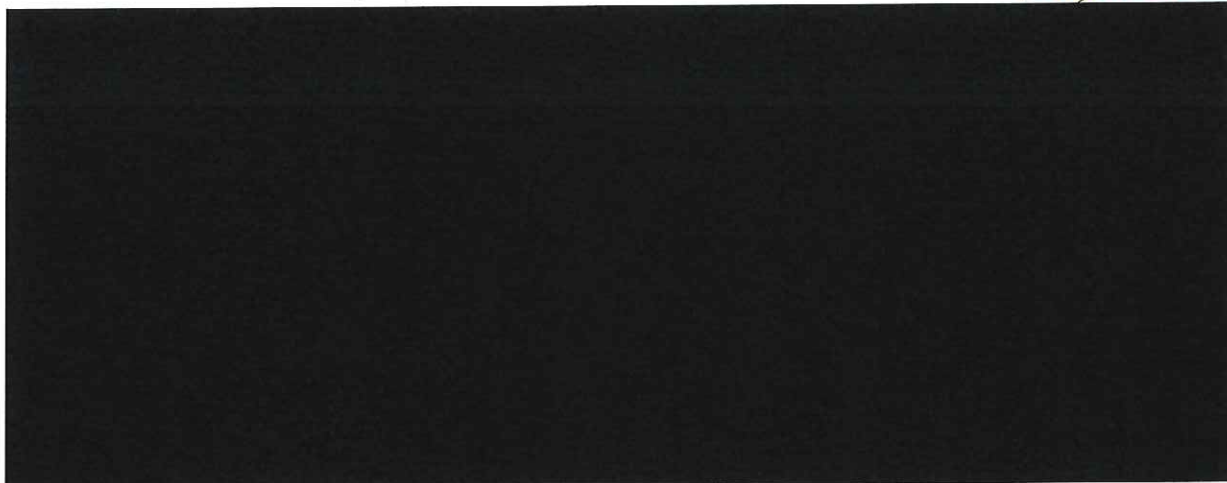
# Key decisions in the next 3-4 months

25. Over the coming months, we will be seeking your feedback and decisions on a range of work. In some cases, joint decisions or Cabinet decisions are required.
26. The major items already planned are listed below. We have picked up the major items, where a report back has been agreed or process is driving the timeline. At an early stage we suggest discussing the priorities, sequencing and pace across the work programme.

## Major process decisions

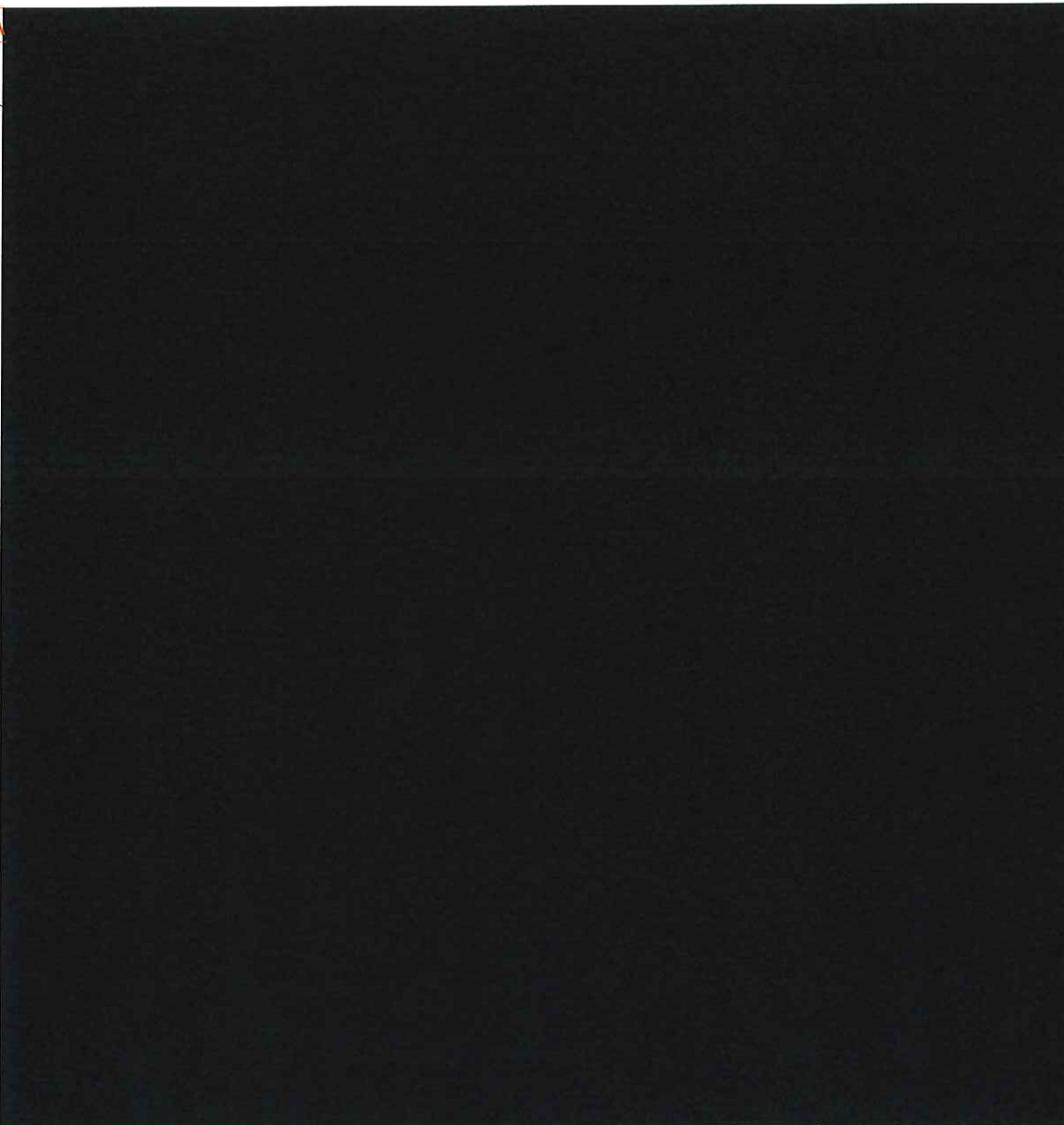
Name	Description	Milestone
Education (Update) Amendment Bill	Third and final reading of the Education (Update) Amendment Bill will likely be in early May.	May 2017
Budget 2017	Budget announcement - we are finalising the Vote Education package for Budget 2017. We will continue to work closely with your office to develop communications material and press releases leading up to Budget announcements and to confirm organisation of a Budget day lock up.	May 2017

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# Key decisions in the next 3-4 months

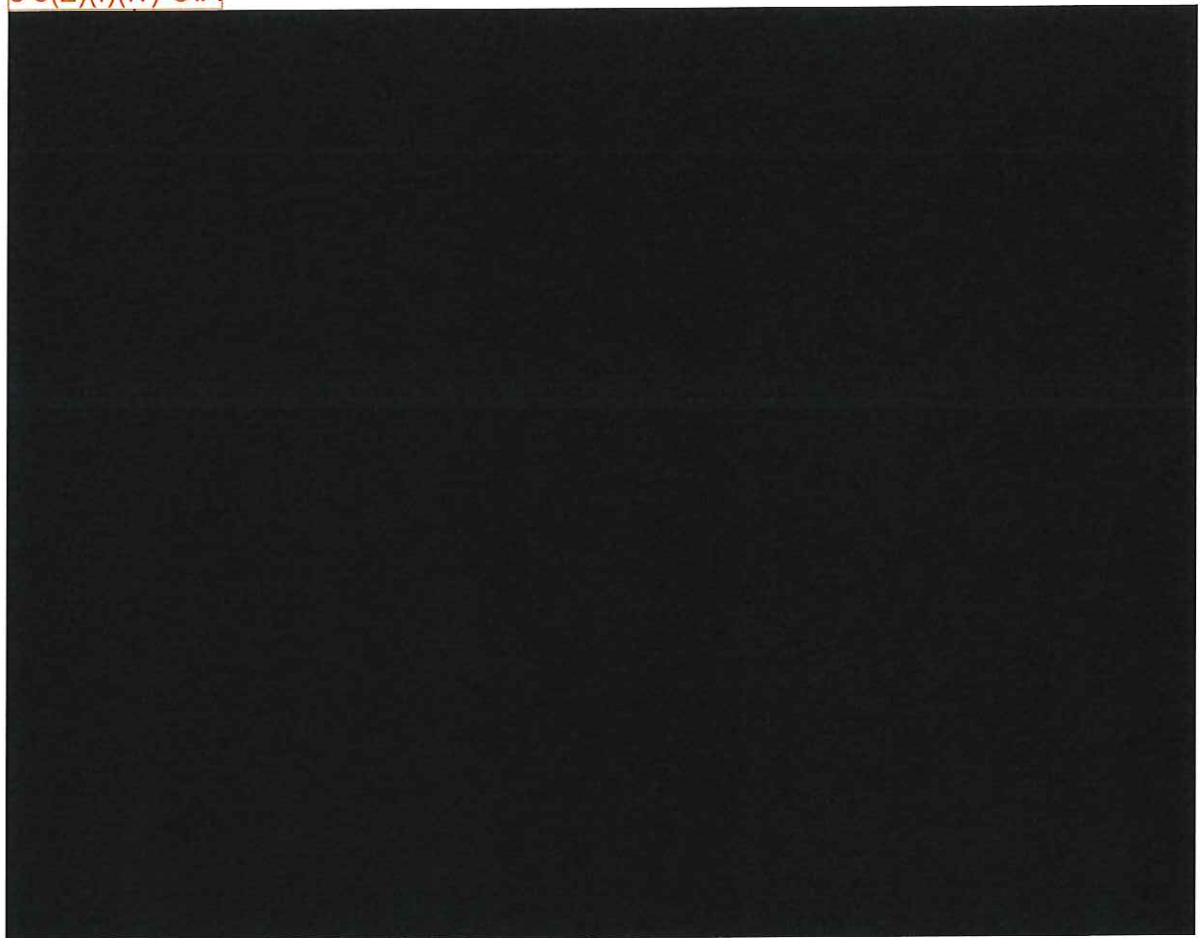
## Forthcoming decisions planned for Cabinet

Name	Description	Milestone
<div>s 9(2)(f)(iv) OIA</div> 		

# Key decisions in the next 3-4 months

## Minister of Education – Matters for consideration

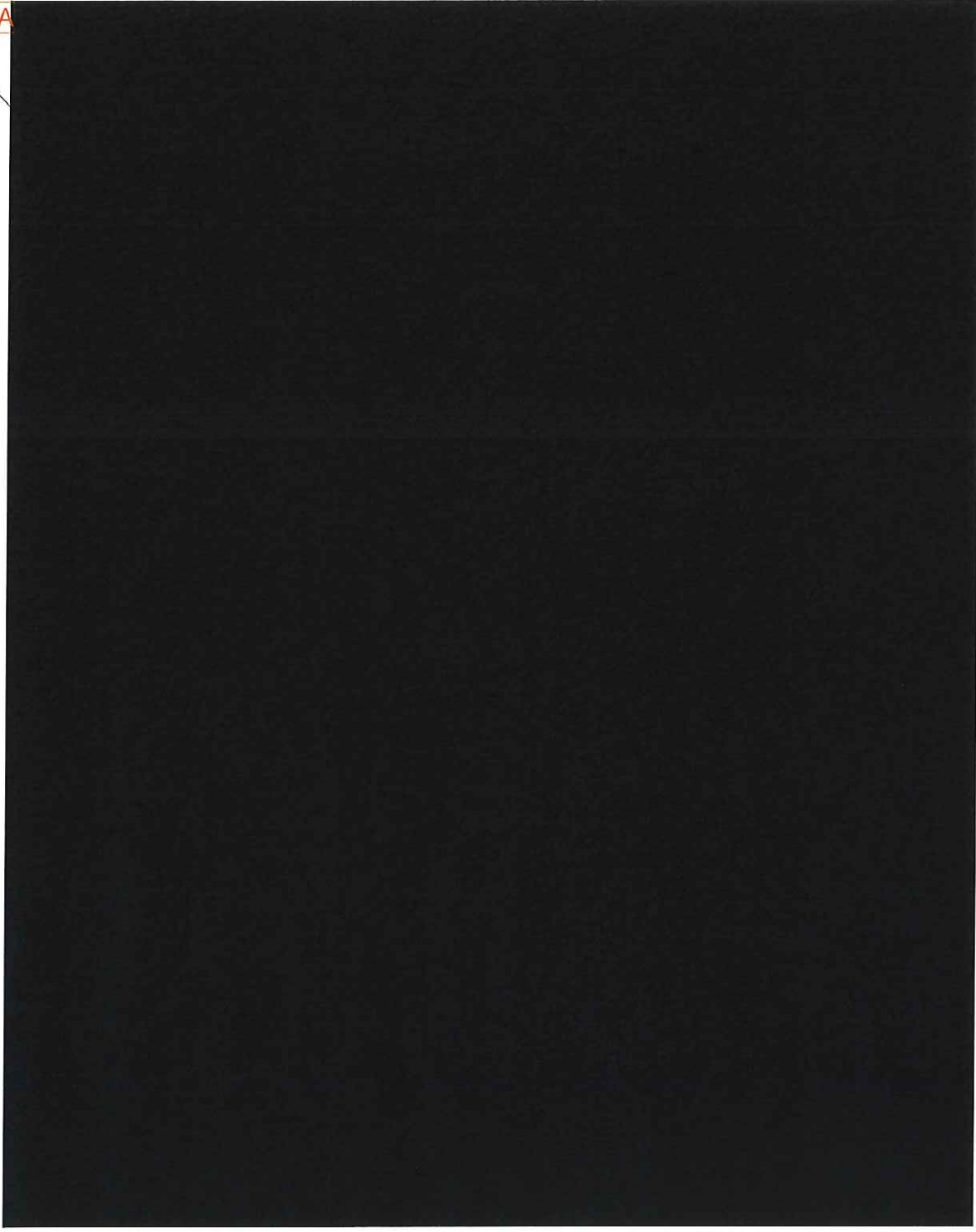
Name	Description	Milestone
Better Public Service (BPS) target refresh	The intention is for the new BPS results to be announced by the Minister of Education in early May. Following that, the results action plans will be published on agency websites.	May 2017
s 9(2)(f)(iv) OIA		





# Key decisions in the next 3-4 months

## Joint Ministers - Matters for consideration

Name	Description	Milestone
<div>s 9(2)(f)(iv) OIA</div> 		

# Key priorities/issues

27. This section provides a brief commentary on those matters which are likely to require your consideration over the next 3-4 months. We have not covered those issues and changes where you have had briefings in your previous role as Associate Minister of Education.
28. This section is organised as follows:
  - » Creating the right conditions across the education system
  - » Specific areas of action
  - » Cross-agency work.

## Creating the right conditions across the education system

29. We need to ensure our education system, and those who deliver it, have the skills, knowledge and support to enable all young people to succeed to their full potential in education, preparing them for the future.
30. The work programme being progressed puts children and young people's progress and achievement at the centre of the education system through reforming key system levers. The programme is well advanced and includes:
  - 1) Embedding Communities of Learning | Kāhui Ako
  - 2) Updating the Education Act 1989
  - 3) Reviewing the funding system for ECE and ngā kohanga reo and the compulsory education sector
  - 4) Strengthening teaching quality and educational leadership
  - 5) Using data to improve outcomes.

## 1. Embedding Communities of Learning | Kāhui Ako

31. Communities of Learning | Kāhui Ako provide new options to lift achievement and progress and will form a core part of our advice to you.
32. Communities of Learning | Kāhui Ako place children and their learning pathways, progress and achievement at the centre of our 0-18 education system. They bring schools and early learning services together with a collaborative focus on an agreed achievement challenges and, through this, facilitate the sharing of expertise to support improvements in the quality of teaching and educational leadership.
33. The system change began in 2014 and now has significant critical mass. There are now 197 Communities of Learning | Kāhui Ako across New Zealand, made up of 1,630 schools (67% of eligible schools), 184 early learning services with over 550,000 children and young people; there are also four tertiary education providers in three Communities of Learning | Kāhui Ako. When fully rolled out in 2018, we expect more than 2,200 schools will be in 230 – 250 Communities of Learning | Kāhui Ako.
34. Each Community of Learning | Kāhui Ako comprises a local group of education and training providers that come together voluntarily and deliberately to collaborate to improve learning for the children and young people in their community. Communities of Learning | Kāhui Ako are not just for education providers; iwi, employers and community organisations can be involved too. Communities of Learning | Kāhui Ako set formal joint achievement challenges and share their best teaching and leadership expertise, and use the flexibility offered by the collaboration across their students' whole pathway to meet these goals.

## Key priorities/issues

35. Government has enabled Communities of Learning | Kāhui Ako by investing \$359 million over four years to create new teacher and leadership roles across the Communities of Learning | Kāhui Ako and within member schools. The investment also includes a Principal Recruitment Allowance to attract high performing principals to high needs schools and a contestable Teacher-led Innovation Fund to develop and disseminate innovative teaching practice.
36. We recently released a report that provides a comprehensive overview of uptake and early implementation of Communities of Learning | Kāhui Ako at the end of 2016. Both approvals and achievement challenge endorsements accelerated during 2016. At the end of 2016, 180 Communities of Learning | Kāhui Ako had formed. Of these, 54 had endorsed achievement challenges.
37. Our evaluation shows a strong foundation for collective impact and productive collaboration. Levels of shared purpose and commitment are high, as is community confidence about working with other members, and their understanding of why working together is important. At this stage, Board participation and engagement is still developing, as is parent/family/whānau involvement.
38. The shift to an education system of Communities of Learning | Kāhui Ako is significant and requires new approaches to teaching and learning, leadership and governance, as well as to the Ministry's stewardship of ongoing system improvements. The Ministry is driving the implementation of Communities of Learning | Kāhui Ako as its key priority and is embedding a new Community of Learning | Kāhui Ako operating model throughout the business. The Ministry is actively engaging with the sector and is working to ensure that we have the right services, incentives, business processes and policy settings in place to lift progress.

### Next steps

39.

s 9(2)(f)(iv) OIA

## 2. Updating the Education Act

40. The Education (Update) Amendment Bill is about creating a legislative platform for achieving educational success. It puts the achievement of children and young people at the heart of the education system, and gives the flexibility to respond to their current and future needs. The update recognises the flexibility, diversity and choice within our education system that will support raised education outcomes for all students.
41. The Education (Update) Amendment Bill has been through the Committee of the Whole House and is awaiting the third reading in May 2017. The Bill covers the following major areas:
  - » reforming the way the Government of the day conveys its priorities to the schooling and early childhood sectors
  - » strengthening the efficiency, effectiveness and accountability of schools, including making explicit the duties of boards of trustees; improving planning and reporting requirements; and adding new interventions for schools in need of support
  - » amending enrolment options and attendance requirements for the first year of schooling
  - » establishing a legislative framework for providers of online learning, which are called Communities of Online Learning (COOL)
  - » disestablishing Careers New Zealand and creating a refocused careers service within the Tertiary Education Commission
  - » incorporating the Private Schools Conditional Integration Act 1975 into the Education Act 1989
  - » Prohibiting seclusion (the practice of placing a child alone, involuntarily in a room from which they cannot, or think they cannot, freely exit) in schools and early childhood services, and limiting the use of physical restraint in schools.



## Key priorities/issues

42. Once the Bill is passed, the main areas of consequential regulatory work are:
- » developing supporting regulations for schools' planning and reporting. These are scheduled to be in place by [REDACTED] 2018, ready for the 2019 school year following a period of consultation with the sector. s 9(2)(f)(iv) OIA
  - » developing regulations for fees, accreditation of, and attendance at COOL. [REDACTED] s 9(2)(f)(iv) OIA
  - » providing for cohort entry which allows schools to enable, after community consultation, children to start school as a group at the beginning of a term.
  - » establishing rules and guidelines for physical restraint.
  - » developing the statement of National Education and Learning Priorities (NELP), which conveys the priorities of the government of the day for the early childhood and schooling sectors [REDACTED] s 9(2)(f)(iv) OIA

### Next steps

43. We will provide you with material for the third reading of the Education (Update) Amendment Bill and work with your office to prepare press releases.

### National Education and Learning Priorities (NELP)

44. Currently, the Government sets the strategic direction for schools through the national education goals and a range of strategy documents. Under section 61 of the Act, boards of trustees must give effect to these through their school charter.
45. The Education (Update) Amendment Bill introduces a power for the Minister to issue a NELP. Establishing the NELP is an opportunity to embed the system's focus on personalised learning pathways, seamless transitions, the focus on progression and the sharing of best practice in teaching and leadership that are at the heart of Communities of Learning | Kāhui Ako.
46. These priorities must be consistent with the objectives for education also set out in the Bill. These are:
- a. to focus on helping each child and young person to attain educational achievement to the best of his or her potential; and
  - b. to promote the development, in each child and young person, of the following abilities and attributes:
    - i. resilience, determination, confidence, and creative and critical thinking
    - ii. good social skills and the ability to form good relationships
    - iii. participation in community life and fulfilment of civic and social responsibilities
    - iv. preparedness for work; and
  - c. to instil in each child and young person an appreciation of the importance of the following:
    - i. the inclusion within society of different groups and persons with different personal characteristics
    - ii. the diversity of society
    - iii. cultural knowledge, identity, and the different official languages
    - iv. the Treaty of Waitangi and te reo Māori

## Key priorities/issues

47. The NELP will be a stand-alone document through which the Minister of Education articulates the Government's priorities for the early learning and compulsory education sectors for up to a five-year period. The NELP replaces the national education goals and some national administration guidelines, and will guide the strategic focus of Communities of Learning | Kāhui Ako, State schools, private schools, Partnership Schools | Kura Hourua, Communities of Online Learning, and early childhood education and care services and ngā kohanga reo.
48. Before issuing the NELP, the Minister must consult with stakeholders in the early childhood and compulsory schooling sectors at a minimum. All education providers must take the NELP into account in their planning and reporting. In order for it to guide the development of school strategic plans, the NELP needs to be in place before 2019. [REDACTED]

Next step

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s 9(2)(f)(iv) OIA

49. [REDACTED]

### 3. Reviewing the Funding System

50. We are reviewing the funding systems for Early Childhood Education (ECE) services and ngā kohanga reo and for schools to ensure they support the objective of raising achievement for all children and improving the equity of educational outcomes. Reviewing the systems simultaneously enables a focus on the coherency of funding across the education pipeline. At the same time, the systems need to reflect the different legal and operating frameworks within which each sector operates.
51. The Review covers Vote Education subsidies for early learning, operational and staffing funding for state and state-integrated schools<sup>3</sup> and funding for private schools. The objective is to implement any agreed changes in 2020. The work is being progressed in stages.
52. The Review has been structured around creating a more child-centred funding system. In October 2016, following a period of sector engagement, Cabinet agreed to progress policy development on a core funding model comprising two core elements:
  - » a per-child funding amount
  - » additional funding for individual challenges comprising:
    - › a targeted additional achievement allocation to enable schools and services to support the progress and achievement of children at greater risk of educational underachievement, replacing current decile funding;
    - › a learning support allocation.
53. Additional supplementary funding would be provided to support the educational viability of small and isolated services and schools, although the objective is to set this at the minimum necessary level. In the case of state and state-integrated schools, separate arrangements are envisaged in relation to funding for property maintenance and vandalism, and for heat, light and water. It is also proposed that the per-student subsidy for private schools be set at a fixed proportion of the per-child amount for state and state-integrated schools.
54. In October, Cabinet also confirmed that funding for state and state-integrated schools would continue to be provided as a combination of cash funding and staffing entitlement.<sup>4</sup>

<sup>3</sup> It excludes funding for capital.

<sup>4</sup> The Government directly meets the salary cost of teacher's employed using staffing entitlement.

## Key priorities/issues

s 9(2)(f)(iv) OIA

55.



56. Any decision to replace decile would also require the development of a new mechanism for allocating funding to schools and services for special education needs that they are expected to meet directly from their resourcing – the learning support allocation under the new model.

57. The work on the per-child funding amount for the school sector and the related issue of supplementary funding to maintain the educational viability of small and isolated schools accounts for a much greater proportion of total funding to the school sector than that associated with funding for disadvantage (currently around three per cent) and learning support. Changes to the per-child funding could therefore have more material implications across the system.

58. An important complement to the Review is work underway to ensure we have a high level of confidence that resources are being used effectively to deliver better outcomes for all children (ie. ensuring accountability by demonstrating impact and changing behaviours). Through the work on Communities of Learning | Kāhui Ako, initiatives to raise the quality of teaching and the update of the Education Act, we are working on:

- » embedding an improvement focus, and strengthening professional accountability through greater transparency about impacts
- » creating the intervention toolkit to address under-performance when transparency is not enough to drive improvement
- » ensuring reliable individual level growth and progression data is available and used to inform decision-making across the system, and makes the impacts on children's learning transparent.

59. To date, the Review has been progressed in consultation with the sector. This has occurred through a Ministerial Advisory Group comprising representatives from key stakeholder groups, together with a number of technical reference groups, largely made up of principals, to support the Ministry's policy work and cross-sector forums. The focus of one of the technical reference groups has been improving the use of data. Decisions will be required on the role of these groups going forward.

60. Separate, but related to the funding review, is the Education Resourcing System (ERS) Programme. This programme is developing a new future-proofed resourcing service, underpinned by a flexible, fit-for-purpose, IT platform. The scope is for the ERS to deliver current funding and staffing policies for ECE and schools. A key requirement of the ERS is the capability to effectively implement any changes in policy that may arise over the four years of this programme. The ERS will also have the capability to model the impact of policy proposals to inform decision making. ERS will replace the current IT resourcing system (EDUMIS) which is 30 years old and will not be supported after 2020.

### Next steps

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61.



62.



# Key priorities/issues

## 4. Strengthening teaching quality and educational leadership

63. Investing in high quality teaching is essential to improving the teaching and learning young New Zealanders experience. For children and young people, quality teaching is an essential component to progress and achievement.
64. We are working to a ten year strategic framework to raise teaching quality, strengthen the status of teaching as a profession and future proof a skilled pipeline of teaching resource, through:
- » taking a student-centred approach that reflects children's age and stage development along a 0-18 pathway, rather than through the current system's early learning, primary and secondary sector divisions
  - » the development of a profession that has teaching skills along the 0-18 pathway of Communities of Learning | Kāhui Ako
  - » building on the best evidence of what is working internationally, to future proof the workforce including considering its aging demographic

s 9(2)(f)(iv) OIA

65. The Ministry is working closely with the Education Council of Aotearoa New Zealand (the Council), ITE providers and sector representatives on this work.

### Education Council of Aotearoa New Zealand

66. The Education Council of Aotearoa New Zealand (the Council) came into existence on 1 July 2015, replacing the New Zealand Teachers Council. The Council has a new and expanded focus in comparison with the Teachers Council, with new functions including providing leadership and lifting the status of the teaching profession.
67. The Council is developing a new Code of Professional Responsibility to replace the Code of Ethics for Certificated Teachers, and reviewing the professional standards for teachers. The new code and standards must be in place by 1 July 2017. The draft is currently out for consultation. Public feedback and submissions closed on 21 April 2017.
68. In October 2016, Cabinet agreed to provide \$21.34 million to the Council for the period from 1 January 2017 until 30 June 2019, to cover a shortfall between the Council's revenue and its planned operating expenditure.
69. This funding gives the Council time to undertake consultation on its proposed increases to fees. The Council has recently begun this consultation. Any new fees set by the Council will be introduced from mid-2018.

70.

s 9(2)(f)(iv) OIA

71. Funding for the Council is held in an appropriation administered by the Ministry, and a funding agreement is in place to manage the release of funding over the next 2.5 years. The Ministry will monitor the Council's progress against milestones in the funding agreement, including the Council's progress towards financial sustainability. As part of the decision to provide the additional funding, Cabinet has requested an independent financial review of the Council is undertaken in October 2017. The Ministry has begun work on the scope, timelines, and procurement for this review.

# Key priorities/issues

## Changes to initial teacher education

72. The Council is consulting the sector and tertiary providers on proposed changes to ITE. The proposed changes are expected to be in place from the 2019 academic year. The Council's proposals include:
- » having a minimum level 8 NZQF qualification as the new benchmark for entry to the teaching profession
  - » introducing a national literacy and numeracy benchmark
  - » strengthening practica - including extended placement in the final year of study, and
  - » flexible pathways that enable teachers to teach across sector levels.

## Exemplary post-graduate ITE programmes

73. The Ministry is funding a small number of "exemplary" post-graduate ITE programmes in order to extend the evidence base about the key features of highly effective programmes for entry to teaching.
74. There are currently seven providers delivering Masters level ITE qualifications in the compulsory sector (primary, intermediate and secondary levels) in English medium. In 2016 there were 261 students enrolled in these programmes across the 7 providers. One provider is delivering a postgraduate ITE qualification for the ECE sector. Four providers have funding agreements in place for postgraduate Māori medium ITE programmes, but only one has received Education Council approval and begun delivery.
75. All of these funding agreements will expire at the end of this year or during 2018. Decisions on whether to extend these agreements are needed shortly.

## Next steps

76. We will provide you with advice of the:

s 9(2)(f)(iv) OIA

## 5. Using data to improve outcomes

77. Consistent with the Government's social investment approach, across the work programme there is an emphasis on the use of data. Work is underway to:
- » improve the quality of data on children's progress and achievement
  - » build capability across the education system to make effective use of data to improve outcomes
  - » ensure everyone in the education system has the information they need to make the right decisions, at the right time, for every child's progress and achievement
  - » embed a system-wide focus on achieving equity and excellence in children's educational outcomes, and ensuring value for government's significant investment in education.

# Key priorities/issues

## Understanding progress and achievement

78. National Standards and Ngā Whanaketanga Rūmaki Māori set clear expectations, derived from the learning expectations set out in national curricula, about what skills and knowledge students require to progress successfully in their education pathway. National Standards and Ngā Whanaketanga Rūmaki Māori provide an important marker of achievement, but do not capture information about how students are progressing through the curricula.
79. Current reporting is focussed on attainment of minimum benchmarks. This is important but it is also critical to understand how much progress students are making across key curriculum areas over time. Some children come into education behind their peers and need to progress at a faster rate if they are to succeed over their time in the education system.
80. The infrastructure is being put in place to build the learning progression story for every child, and ensure good quality progress and achievement data is available across the system from early learning to secondary. This includes:
  - » The Learning Progressions Framework (LPF), which illustrates the significant steps in learning so that teachers can make judgments about where each child is at. These currently cover reading, writing, and mathematics from years 1 to 10
  - » the Progress and Consistency Tool (PaCT), which helps moderate teacher judgements against National Standards, supports reporting and enables progress to be measured
  - » for kura using Te Marautanga o Aotearoa and Ngā Whanaketanga Rūmaki Māori to guide their teaching and learning programmes, Te Waharoa Ararau (TWA) can be used to collate and report student achievement data against te reo matatini, korero and pāngarau and as a measure of children's progress over time
  - » the Integrated Education Data and Online Reporting and Analysis (iEd/ORa) programme, which, among other things, will provide a central repository of data for an individual child.
81. We are also scoping developing a Learning Progression Framework that aligns with Ngā Whanaketanga Rūmaki Māori for Māori medium settings to underpin a scale inside TWA.
82. We are increasing the take-up of the LPF and PaCT, to embed a learning progression approach in Communities of Learning | Kāhui Ako and to improve the reliability of National Standards reporting. 535 schools have signed up to use PaCT to assess children's learning to date.

s 9(2)(g)(i) OIA

83.

## Integrated Education Data Programme

84. The Integrated Education Data (iEd) Programme will contribute to lifting educational achievement by improving access to information to support better decision-making by learners, whānau, teachers, education providers, Communities of Learning | Kāhui Ako and Government about where to focus and what works.
85. The education system has a wealth of rich data that could improve resource allocation, prioritisation, planning and teaching practices. However, the data is currently not consistently accessible at the level of quality required to enable evidence-based decision-making. The iEd Programme's focus is on changing education information management systems and business processes and building people capability to make full use of education data.
86. The aim is to deliver improved social outcomes for learners through better decision making at all levels of the education system. This will drive greater educational attainment and improve economic wellbeing over the long term.



## Key priorities/issues

87. The iEd programme will create a national repository of learner information to enable and enhance data sharing. This includes the creation of automated data management processes and a suite of analytical and reporting capabilities to ensure that data is robust, timely and fit for purpose.
88. This will provide easy access and user-defined functionality to decision-makers across the education system.
89. iEd will also change education data culture. A range of engagement and capability building initiatives will ensure that those who access the data can derive maximum value from it for decision-making and system performance stewardship. Specifically:
  - » learners, parents and whānau have access to the right information to help learners succeed and reach their potential
  - » Communities of Learning | Kāhui Ako are able to collaborate around a common achievement challenge, improve their collective decision-making and monitor and evaluate success
  - » education providers and Government can use data to inform evidence-based decision-making on what works, for whom and under what conditions
  - » children and young people can access an enduring record of their progress, and the administrative burden on education providers from student enrolments and compliance reporting can be reduced.
90. The first component of the programme, the Student Information Sharing Initiative (SISI), will ensure that core information moves with students as they transition between schools, and that educators have the accurate and reliable information needed to support student learning and wellbeing.
91. The programme will also support Communities of Learning | Kāhui Ako to set achievement challenges, evaluate progress and share information to improve student progress and performance.
92. Over the longer term, the work will be expanded to include transitions between early childhood education services and ngā kohanga reo and tertiary providers. It will also expand to ensure that parents and other parts of the system have access to the information they need to make good decisions.
93. At this stage, the Government has committed \$12.3 million to begin to implement four projects including the Student Information Sharing Initiative (SISI) project, and to undertake detailed design work to scope the Integrated Education Data Programme. Final programme costs will be available once the final set of deliverables and design options have been decided on.

### Investment approach

94. We need to support better decision-making on where, when and in whom to invest resources and effort to improve outcomes. This means using data to better understand the people who need public services, what services they and others are getting, and systematically measuring what works, and then adjusting investments and services accordingly. It also means taking a citizen-centred and whole of government view, rather than a service, department or single portfolio (Vote) view.
95. Early poor performance in schooling is strongly predictive of later poor outcomes for all groups, as the early language and behaviour issues. Educational achievement can help offset the impact of these risk factors – so getting better education results matters.
96. We know the groups most at risk and are assessing the services they get in education and the outcomes they achieve – so we can make more improvements. We are moving to intervene earlier and in a more targeted way – getting all kids on personalised learning pathways and preparing them for the rest of their lives. We seek to better match services to individual needs, earlier in their learning pathway and based on what works for them.



## Key priorities/issues

97. There are differences in the way that investment approach thinking can be applied across portfolios depending on the system settings and sector structure in each area. In Education, universal entitlements, standardised delivery mechanisms, and compulsory participation mean that fewer services are purchased directly for children and young people or customised for individuals by case managers, and less of the Vote can be targeted to specific types of 'customers' (a large proportion of the Vote pays for teachers and schools directly). As many education sector investments are about lifting capability in the sector to meet all students' needs and are focussed on the whole class there is less flexibility for experimentation, directing core services to specific risk segments, and movement of core funding according to what works for whom.
98. That said, we are working to better understand the different pathways and supports that are experienced by children and young people in education. We need to know how these supports impact on their outcomes, the range of responses that are needed at different points to address risks and prevent or remedy problems early. This will inform the changes that are needed to get the right supports and pathways to the right kids at the right time in order to improve their attainment and other outcomes.
99. While there is more we can do with current datasets and using the Statistics New Zealand Integrated Data Infrastructure, we have limited client-level data to work with in many areas and making improvements in education data is a priority. We are also taking other steps to build our capability to create and use data to assess the effectiveness of programmes through proven experimental evaluation methods such as randomised controlled trials. The work in using data to improve outcomes (LPF, PaCT, iED/ORI) will help establish the necessary data infrastructure for progressing our social investment work.
100. Work to date has informed the Budget 2016 school funding adjustment, the Funding System Review, the Learning Support Update, a review of Alternative Education and Vote Education Budget 2017 proposals. We are also working with other social sector agencies on a social investment approach that underpins a refreshed mental health strategy.

### Next steps s 9(2)(f)(iv) OIA

101. We are reviewing the return on investment of a number of programmes [REDACTED] and will undertake work in 2017 to refine the return-on-investment framework for education and review further areas of investment where relevant data is available.
102. We are preparing advice on further opportunities to apply an investment approach in education.
103. There are no immediate decisions required. We will provide you with further advice in due course and as requested.

# Key priorities/issues

## Specific areas of action

104. While the system architecture is being reviewed and changed, there are a number of areas where more specific actions are underway. This section provides a brief commentary on the action areas in your portfolio which are likely to need decisions in the next 3-4 months.

### 1. Learning Support

105. We know that many children need learning support at some time as they progress through education, and some with long term difficulties need ongoing support throughout their education to make progress.
106. The Learning Support Update is about putting children and young people who need support at the heart of everything we do, so they get the right support, when they need it.
107. The learning support system is seen as fragmented and bureaucratic, and often difficult to navigate. In response to feedback from across the sector, including parents and whānau, the delivery of additional support to children with learning support needs in early childhood centres and schools is being made more inclusive and child-centred.
108. In February this year, the delivery and national office functions previously organised into separate Special Education and Student Support structures were re-aligned. Specialist regional staff now report through new Managers Learning Support to each of the 10 Directors of Education, enabling Directors to have the full view of education support to schools and Kāhui Ako in their regions. A new Learning Support group in Sector Enablement and Support has national leadership of the range of additional learning support supports and services.
109. As part of the work to ensure early and ongoing learning support is available to meet the needs of children and young people most likely to benefit from additional support, Cabinet has previously been alerted to work underway in three specific areas of service: Communications Services, Behaviour Services and the Ongoing Resourcing Scheme (ORS), which support students with the very highest level of need. These developments are subject to current budget considerations.
110. We are testing a new approach to service delivery, working with three Communities of Learning | Kāhui Ako in the Bay of Plenty - Waiariki region. This involves being able to work across the range of additional support options, including those delivered by Ministry specialists and student support services, Resource Teacher Learning Behaviour (RTLb) and school-led responses. This approach enables Communities of Learning | Kāhui Ako to fully consider learning support as they plan for their achievement challenges and organise the learner pathways. It provides the Ministry a new platform for considering its stewardship role in learning support, to pro-actively plan, coordinate and advise on meeting demand, alongside Communities of Learning | Kāhui Ako.


111.

112.

s 9(2)(f)(iv) OIA


## Key priorities/issues

### Decisions around Salisbury School

113. You will be asked to make an interim decision about the future of Salisbury School (Nelson) regarding its place in the residential special schools network.
114. The Intensive Wraparound Service (IWS) was established in January 2013. Since then the majority of students with high and complex needs that would previously have been enrolled at residential special schools are successfully supported by IWS in their local communities to attend local schools. It was recognised at the time that there would be a reduced demand for residential special schools.
115. The Ministry has previously recommended the closure of Salisbury School. On 31 October 2012, the previous Minister of Education announced her decision to close Salisbury and McKenzie schools (following the consultation process required in s154 of the Education Act). This decision was overturned following a Judicial Review and Salisbury has remained open.
116. The previous Minister of Education initiated a consultation process about the possibility of closure of Salisbury School on 16 June 2016 and the process closed on 15 August 2016. s 9(2)(f)(iv) OIA
117. 
118. Halswell Residential College became co-educational in January 2017 and has capacity to accommodate the female students who would otherwise have attended Salisbury.
119. The Board of Salisbury remains strongly opposed to closure.

### Next steps

120. 

s 9(2)(f)(iv) OIA 





# Key priorities/issues

## 2. Lifting, accelerating and sustaining Māori and Pasifika engagement and achievement

121. Many Māori and Pasifika children and students are participating, engaging and achieving well in education. We have an evidence base which demonstrates that system change at both a strategy and operational level is required to target and tailor efforts right across the education pathway to support success of Māori and Pasifika children.

### Ka Hikitia, Tau Mai Te Reo and Pasifika Education Plan

122. At the end of 2017, Ka Hikitia – Accelerating Success 2013-2017 and the Māori language in education strategy (*Tau Mai Te Reo*) expire. The current Pasifika Education Plan also expires in December 2017.
123. 'Māori enjoying and achieving education success as Māori' is the overarching goal of the Māori education strategy (*Ka Hikitia – Accelerating Success 2013-2017*). For the Pasifika Education Plan, the goal for education is that all Pasifika children and young people participate, engage and achieve in education secure in their identities, languages and cultures and fully contribute to New Zealand's social, cultural and economic wellbeing.
124. Both *Ka Hikitia Accelerating Success 2013-2017* and the (Ka Hikitia) and the Pasifika Education Plan are high level documents that set out the importance of addressing educational achievement for Māori and Pasifika children and young people, and provide a vision of what progress is needed and how everyone in the system needs to contribute. s 9(2)(f)(iv) OIA
125. 
126. 

### Supporting Māori medium education to thrive, protect and promote Māori language in education

127. The Ministry of Education and education sector agencies have obligations, as Crown agencies, to actively protect the Māori language as a taonga as guaranteed under the Treaty of Waitangi. The Ministry and education sector agencies play a critical role in supporting Māori language acquisition and revitalisation in early learning, primary, secondary and tertiary education sectors.
128. The starting point of *Ka Hikitia* and *Tau Mai Te Reo*, is that every Māori child and young person should be able to access high quality Māori language in education and be given every opportunity to enjoy educational success as Māori.
129. At the heart of these strategies is the acknowledgement that iwi leaders play a central role in encouraging the use of Māori language in homes, on marae, in communities and most importantly in whānau. The Ministry's role, as stewards of the education system, is to work with iwi, hapū, whānau, education providers, Communities of Learning | Kāhui Ako and government and education agencies to create the conditions for success of Māori language in education pathways for our children and young people.



## Key priorities/issues

130. Māori language in education is a defining feature of Aotearoa New Zealand's education system. High quality Māori language in education is important because it:
  - » supports identity, language and culture as critical, but not exclusive, ingredients for success of all children and young people
  - » provides all Māori children and young people the opportunity they need to realise their potential and to succeed as Māori
  - » gives expression to the national curriculum documents for early learning, primary and secondary schooling that recognises the importance of te reo and tikanga Māori for Aotearoa New Zealand; and
  - » supports community and iwi commitments to Māori language intergenerational transmission and language survival.
131. Māori language in education provision consists of two distinct streams – Māori medium education and Māori language in English medium education. Each stream is likely to deliver different language outcomes for children and young people. Many learners transition in and out of these pathways throughout their education journey. In terms of definitions:
  - » Māori medium education refers to kōhanga reo and puna reo (early learning), kura (primary education) and wharekura (secondary education) where curriculum is delivered in and through te reo Māori over 51% of the time. This includes both levels 1 and 2 Māori language immersion levels.
  - » Māori language in English medium is where students are learning te reo Māori as a subject, or taught curriculum subjects in te reo Māori for up to 50% of the time (Māori language immersion levels 3-5).
132. We currently have an estimated minimum number of 180,000 students in both Māori and English medium education learning the Māori language in New Zealand schools. As at July 2016, there are:
  - » 18,444 students in Māori medium education. There are 279 Māori medium settings, with most of them located in the Auckland, Waikato, Bay of Plenty and Northland regions.
  - » 161,381 students learning te reo Māori in English medium education. This number has gradually increased over the past five years.
133. There are four key representative bodies in the Māori medium and Māori language sector for kōhanga reo, kura kaupapa Māori, kura ā-iwi and wharekura. The Ministry has a relationship and hold contracts with each of the representative bodies. These bodies have been at the forefront of the Māori medium education system:
  - » Te Kōhanga Reo National Trust (TKRNT)
  - » Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa (TRN)
  - » Ngā Kura ā Iwi o Aotearoa (NKAI)
  - » Te Akatea, the Māori Principals Association.
134. Students in kura and Māori medium settings demonstrate strong educational achievement if they stay within Māori medium throughout their whole education journey (Annex 1). In 2015, 78% of school leavers from Māori medium education left with NCEA Level 2 or above. This is on par with achievement in the total school population. These achievement rates have been consistent over time and show an upwards trend.
135. Te Rāngai Kāhui Ako ā-Iwi is a framework to support high quality and sustainable Māori medium education. It is designed to leverage the Communities of Learning | Kāhui Ako to identify and share best practice for Māori medium education. Te Rāngai Kāhui Ako ā-Iwi acknowledges that, as the kaitiaki of te reo ā-iwi, iwi are critical links to enhancing whānau success in education.

## Key priorities/issues

136. The Ministry will work with iwi, as they engage with whānau and communities, to identify ways to ensure learners in Māori medium education have access to quality learning pathways. Learning from iwi, whānau and communities, as leaders within education, will ensure we all acknowledge and understand the knowledge that iwi wish to share with children and young people and their whānau in education and to ensure it is relevant and authentic for all. This discussion will also provide opportunities for iwi, whānau and Communities of Learning | Kāhui Ako to describe the type and nature of the localised curriculum they want to implement collaboratively to drive learner success, in and through te reo Māori.
137. Alongside working with iwi, the Ministry will also work with other government and education agencies to generate a discussion about the contribution they could/will make to education.
138. The Minister of Māori Development, Hon Te Ururoa Flavell, is currently leading the development of Te Rautaki Reo Māori, a new Crown Māori Language Strategy, under the Māori Language Act (2016) which is to be completed by October 2017.
139. It is anticipated that the new strategy will be submitted to Cabinet in late May and that the education sector will contribute to progress the vision and priorities within the strategy. Vote Education provides the largest Government contribution to the protection and promotion of te reo Māori.

### Next steps

140. We are currently working with a number of iwi within four regions (Tai Tokerau, Te Tairāwhiti, Waikato and Rotorua) to develop Te Rāngai Kāhui Ako ā-Iwi regional action plans. We will extend this to work with further iwi, within the remaining six Ministry of Education regions, during May-August 2017. These plans will inform Māori medium education provision in the future and we will provide you with an update of progress in June and again in September.
141. We will provide you with advice on an education sector role and contribution to the implementation of a new Government Te Rautaki Reo Māori, in May 2017.

## 3. Supporting parents and whānau engagement

142. The development of a Parents Strategy was led by the Associate Minister of Education, Hon Upston, as part of her delegated responsibilities.
143. Parents and whānau play a key role in supporting children and young people as they progress through their education. They are key figures in setting expectations and aspirations for their child.
144. Te Iho Parent and Whānau Strategy (the Strategy) is a strategic approach that aims to better meet the needs of parents and whānau, so that they can be confident and influential participants in their child's education. This strategy is part of a wider systemic shift to improve educational outcomes for all New Zealand children and young people.
145. The Strategy recognises that what happens in the home is as important as what happens in the classroom. There is evidence that demonstrates the positive impacts that parents have on learning outcomes and what actions are the most effective.
146. This evidence shows that parents who have high expectations for their child, and support and complement classroom learning are more likely to see better learning outcomes. This is strengthened where parental confidence and capability is strong, where they know how to support learning at home, and have the knowledge to effectively advocate for their child's learning.



## Key priorities/issues

147. The evidence reveals three key themes that enhance learning outcomes:
- » parents have confidence and their voice is valued
  - » there are partnerships between parents and teachers focused on learning outcomes
  - » parent expectations and learner aspirations are high.
148. Parents and whānau bring a diverse set of perspectives to education. Parents also bring a range of influences to the education system, especially when they are given the right information and support. Parents and whānau can support the learning of individual learners, they can influence the education priorities of their local communities, and they can also influence education system change.

PERSONAL - Supporting learning	LOCAL - Influencing local communities	NATIONAL - Influencing change
<ul style="list-style-type: none"> <li>» Supporting your child</li> <li>» Involved in what your child is learning</li> <li>» Partnering with teachers to support classroom learning</li> <li>» Advocate for your child</li> </ul>	<ul style="list-style-type: none"> <li>» Support and contribute to my community</li> <li>» Education reflects my diverse community's needs</li> <li>» Community meets my child's needs</li> </ul>	<ul style="list-style-type: none"> <li>» Shaping the education system</li> <li>» Contributing to system changes</li> <li>» Advocate education outcomes for New Zealand</li> </ul>

149. The Strategy focuses on the learning aspect and enabling parents to support their child's learning so they are in a position to influence broader localised school settings and advocate for better education outcomes for all.
150. Over the next 12 months the Ministry of Education will progress a range of actions that support:
- » building a parent voice in education where there is genuine partnership and parental knowledge is valued, and their confidence is raised
  - » fostering partnerships between teachers and parents focused on supporting specific learning outcomes
  - » raising parental expectations.

### Next steps

151. The next steps are to focus on parents and whānau influencing the education priorities of their local communities and education system as a whole. We will provide you with further advice on this in due course.

## 4. The quality of early childhood education

152. High quality early learning services including ngā kōhanga reo can contribute to every child's early development, forming the foundation of longer term educational success. Concerted effort by communities and government has led to significant growth in the number of children participating in ECE.
153. The Ministry's forward work programme is focused on ensuring quality across the ECE sector, so all children can benefit fully from their participation in ECE. Education Review Office reports show wide variation in curriculum implementation and in the quality of teaching across the sector.
154. To support improved curriculum delivery and teaching, the Ministry has updated Te Whāriki, the early childhood curriculum. The update streamlines the number of learning outcomes from 118 to 20, making it easier for teachers to engage with and focus on the learning outcomes that matter in the early years. The updated Te Whāriki will be supported by a new web repository for curriculum resources and new professional development resources that will be developed over time. The updated Te Whāriki also makes explicit the links between Te Whāriki and the two schooling curricula, to support children's progression from early learning to schooling.



## Key priorities/issues

s 9(2)(f)(iv) OIA

155.

[REDACTED]

156. ERO reviews indicate that children from disadvantaged backgrounds are disproportionately accessing lower quality services. Children most at risk of poor educational outcomes have the most to gain from quality ECE, so reducing these disparities is of particular importance. Budget 2017 allocates \$35.5m to the ECE Targeted Adjustment. This initiative will use information on welfare dependency to more accurately target funding to children most at risk of underachievement. More accurately targeting funding to these children and ensuring it is used effectively will better support their learning. We will provide you with advice on the design of the funding mechanism in early May 2017.

157. The ECE sector is diverse. Children may be educated and cared for by groups of parents, qualified teachers, or by home-based educators. Provision may be in English, te reo Māori or other languages, responding to the needs of children and their communities. Different service types have differing regulatory requirements and funding settings. Ensuring all parts of the sector are well placed to support children's learning progression is important.

### Next steps

s 9(2)(f)(iv) OIA

158.

[REDACTED]

## 5. Changes to Alternative Education

159. The development of changes to Alternative Education (AE) has most recently been led by the Associate Minister of Education, Hon Upston, as part of her delegated responsibilities.

160. We have been working on developing clearer personalised pathways that keep young people in education. In that context, we have been reviewing AE. AE provides educational and pastoral support to students aged between 13 and 16 who are alienated from mainstream schooling. The Ministry funds 1,888 places in AE each year.

161. Our review of AE has shown it to be largely ineffective at helping the most at risk students experience positive educational and social outcomes.

s 9(2)(f)(iv) OIA

162. The AE sector is aware that the review is underway. Contracts for AE have been put in place for 2017 and 2018. The sector would need to be informed about any forthcoming changes by August 2018, ahead of the contracts ending in December 2018.

s 9(2)(f)(iv) OIA

163.

[REDACTED]

## Key priorities/issues

164. We are working with Minister Upston on the next steps of the review. [REDACTED]

s 9(2)(f)(iv) OIA

At this stage, no decisions have been made. While the review of AE has been underway, the Ministry has worked with the sector to introduce improvements to the services currently being offered. These improvements have been reflected in the new contracts for 2017-2018.

165. Improved service expectations, such as documenting all the interventions already being undertaken and requiring a case conference for all students prior to entry, have been introduced.
166. The new contracts require more accountability from enrolling schools. The changes require enrolling schools to be actively involved with their students' learning progress and achievement while they are attending AE. The Ministry has also introduced a new memorandum of understanding between the Ministry and managing and enrolling schools, outlining roles and responsibilities.

### 6. Provision of careers guidance

167. The development of changes to careers guidance has most recently been led by the Associate Minister of Education, Hon Upston, as part of her delegated responsibilities. Good career choices underpin a child and young person's personalised learning pathway.
168. In November 2014, the Ministry was asked by Cabinet to lead a review of Careers New Zealand (CNZ), the Government's careers agency. The review was subsequently extended to look at the careers system as a whole and found that change was needed to:
- » integrate careers education and guidance more consistently within the curriculum and improve quality
  - » strengthen pathways between study and employment, and connections between educators and employers
  - » reduce instances of fragmentation and duplication of effort and information across government agencies that support the careers system.
169. In response to the review's findings, Cabinet agreed to progress two work streams which seek to:
- » improve the Government's careers information service by disestablishing CNZ and transferring its functions, staff and resources to the TEC.

s 9(2)(f)(iv) OIA

#### Integration of CNZ and TEC

170. The legislation enabling the integration of CNZ and TEC is progressing through Parliament and is scheduled to pass in early May 2017.
171. If the legislation passes as scheduled, CNZ will be disestablished on 1 July and its functions transferred to the TEC. Following a six month transition period, during which the TEC will reorganise its resources to undertake its new careers service, the TEC will adopt a more focused set of functions.
172. Cabinet agreed that the TEC's new more focused functions will be the provision of careers information and strengthening education to employment connections. [REDACTED]

s 9(2)(f)(iv) OIA

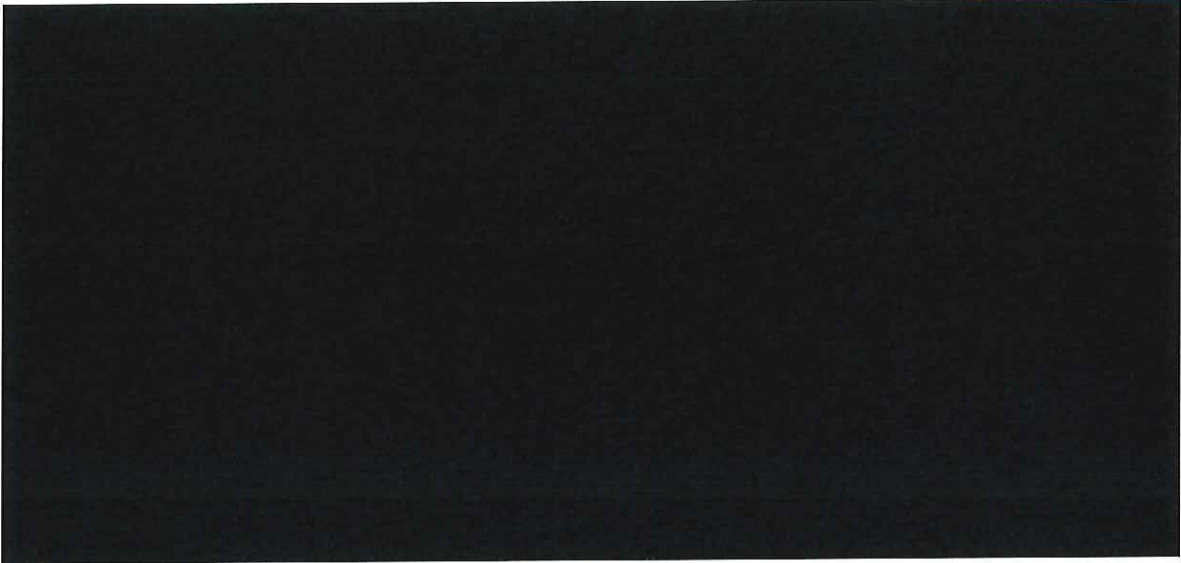
173. [REDACTED]

s 9(2)(f)(iv) OIA

## Key priorities/issues

174. The Ministry is providing monitoring oversight of performance risks and issues associated with the integration. This includes risks related to financial and resource management, relationships and core business. We are also working with the TEC and CNZ to plan for the transfer of accountability and meet statutory accountability requirements in the transition year.

s 9(2)(f)(iv) OIA

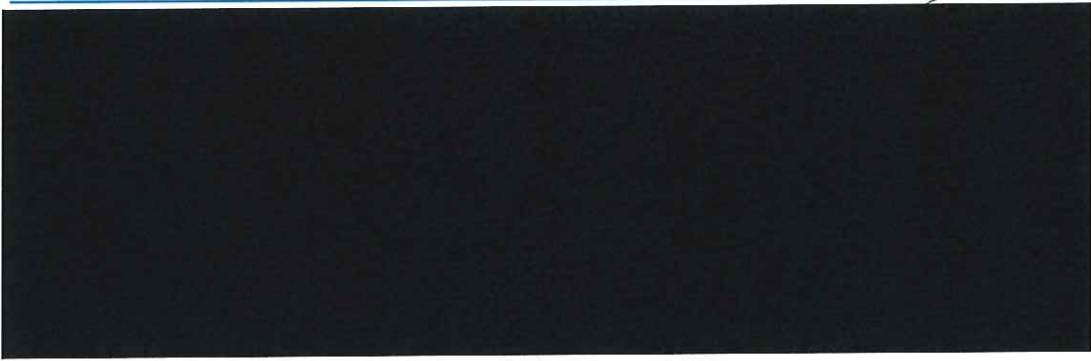


### 7. National Certificate of Educational Achievement Review

178. National Certificate of Education Achievement (NCEA) is registered on the New Zealand Qualifications Framework (NZQF), which is administered by NZQA. NZQA requires qualifications to be reviewed at least once every five years.
179. A Review of NCEA provides an opportunity to work with stakeholders to investigate a range of issues relating to the NCEA, including considering how well schools, kura, and Communities of Learning | Kāhui Ako develop seamless personalised pathways between schooling and beyond, in both English and Māori medium settings.

s 9(2)(f)(iv) OIA

s 9(2)(f)(iv) OIA





## Key priorities/issues

180. s 9(2)(f)(iv) OIA

### Next steps

181.

s 9(2)(f)(iv) OIA

## 8. New BPS Result Area 5: Improve mathematics and literacy

182. On 30 November 2016, the Cabinet Committee on State Sector Reform and Expenditure Control [SEC 16 MIN 0057 refers] agreed to introduce a new Result 5: Improve mathematics and literacy skills.
183. The Committee agreed that, by March 2017, the Minister of Education, in consultation with the Deputy Prime Minister and the Minister of State Services, would finalise this result. The previous Minister of Education agreed to set new targets as follows:
- » mathematics and pāngarau - by year 8, 80% of students are achieving at or above the standard, by 2021
  - » writing and tuhituhi – by year 8, 80% of students are achieving at or above the standard, by 2021.
184. Result lead Ministers met and agreed the targets and measures on 8 February 2017. The previous Minister of Education approved the Results Action Plan (RAP) for the new Result 5.
185. Announcement of the new targets and publication of the RAP is planned for early in May, but no date has yet been confirmed.

### The new Result

186. Targets measures have been set for National Standards and Ngā Whanaketanga Rumaki Māori for mathematics, pāngarau, writing and tuhituhi by year 8. All students need to be competent and confident children and young people, with strong foundations in literacy and mathematics built at primary school. A target focused on achievement by the end of primary school, if achieved for target students, will enable them to access the full curriculum and succeed in secondary schooling.
187. Achieving the target would mean that by 2021, 5400 more students will be at or above the standard at year 8 in mathematics and pāngarau and 5900 more students will be at or above the standard at year 8 in writing and tuhituhi.
188. This approach also promotes a whole of year 1-8 system improvement focus, supports schools and Communities of Learning | Kāhui Ako in their work on year on year student progress.
189. The same percentage level targets have been set for Ngā Whanaketanga Rumaki Māori as for National Standards and with the same timeframe for achievement. This approach sends a strong signal that expectations are consistent with the English medium sector. The percentage increases required to meet the targets in Māori medium are much higher than for English medium, but the numbers of students impacted are smaller. Current work to embed Ngā Whanaketanga Rumaki Māori and supporting progression and assessment tools will be crucial.

190.

s 9(2)(g)(i) OIA

## Key priorities/issues

191. s 9(2)(g)(i) OIA

### Next steps

192. The intention is for the new BPS results to be announced in May. Following that, Result Action Plans will be published on agency websites.

### Cross agency work

193. The education system reaches all children and young people in New Zealand so is well placed to help improve outcomes for the wider social sector, including prevention of family violence, health and vulnerability. We know that the education and social sector system settings do not always support vulnerable children, including those in care, to realise their educational potential.

### 1. Investing in Children

194. Cabinet has made decisions on the policy and legislative framework for Investing in Children reforms. The Bill has now been introduced into the House and will proceed through its Parliamentary stages over the next three months. Changes under the Bill will begin to come in to effect from early July 2017.
195. The new agency, the Ministry for Vulnerable Children, Oranga Tamariki, was launched on 1 April 2017. The ongoing Investing in Children work, which supports the new Ministry where the Ministry of Education is actively involved, includes:
- » developing a government-wide Vulnerable Children's Plan
  - » creating a set of National Care Standards that will provide children and young people in care with a clear understanding about what they can expect. This will include an education care standard
  - » early enhancements, involving trialling a direct purchasing approach and improving access to education and health services
  - » developing a valuation approach which will help shed more light on kids at risk and their education pathways.
196. Many children in care have disrupted learning from missing extended periods of school or having inconsistent participation in early learning. Evidence shows that:
- » 13% of children ever in care have experienced transience (moving schools twice between March and November in a single year) compared to 1% of the rest of the population.
  - » Children in care have a lower level of qualification attainment by age 18 and older. For example, 48% of 18-year olds ever in care had achieved NCEA Level 2 or above in 2015, compared to 83% of the total population.

### Next steps

197.

s 9(2)(f)(iv) OIA

# Key priorities/issues

## 2. Social Investment

198. Ministers recently agreed to strengthened arrangements for social sector agencies to achieve better results for clients who continue to experience poor outcomes. This involves the introduction of a new Social Investment Board and a new Departmental Agency hosted by the State Services Commission, with enhanced mandate for cross-sector work. The scope of the new Investment Board currently excludes Oranga Tamariki. [REDACTED] s 9(2)(f)(iv) OIA
199. The Minister of Education is the sponsoring Minister for the Northland place-based initiative, Kainga Ora, a social investment initiative working to improve outcomes for children and young people most at risk of poor outcomes in Northland. The independent chair of the governance group reports directly to the Minister of Education. Over the next six months Kainga Ora will be working intensively with children and young people to improve their outcomes while developing options to improve government commissioning and delivery of services and interventions.
200. We continue to work in a number of other social sector work programmes including Children's Teams, the Family Violence and Sexual Violence work programme (including the Integrated Safety Response), work with Police on re-engaging 1,000 children into education each year, and Whānau Ora.

### Next steps

201. [REDACTED] s 9(2)(f)(iv) OIA



# Annex 1: How the education system measures up

1. The following section provides a short overview of performance of the education system from early learning through to tertiary education.

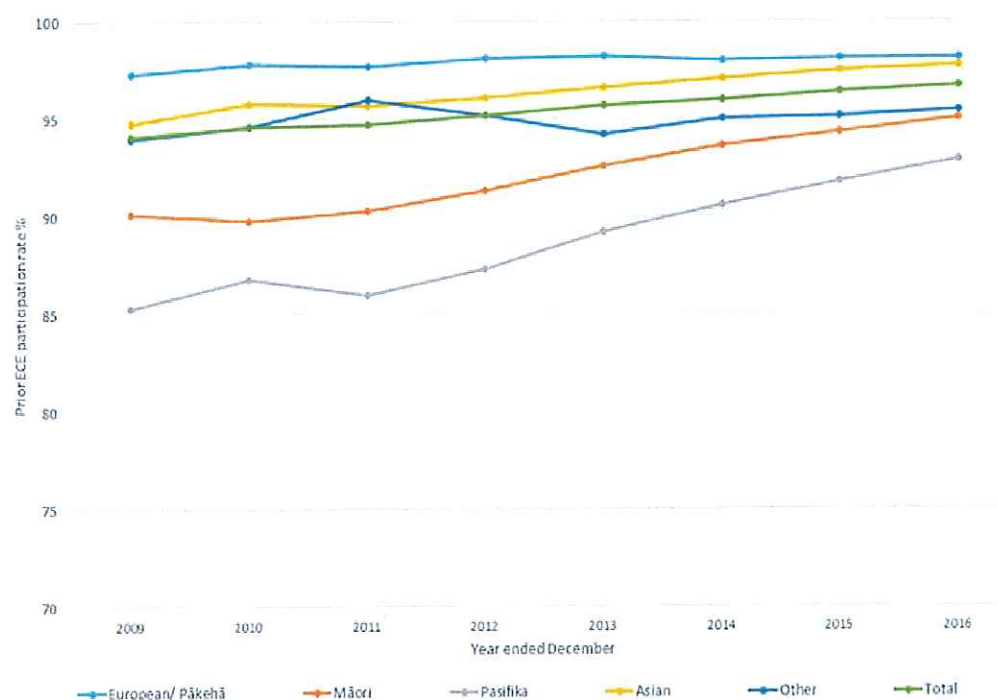
*More children are benefiting from early childhood education*

2. There is good evidence to show that investment in high quality ECE can contribute to every child's learning, forming the foundation of success in life-long learning and development. ECE can also support labour force participation for parents, particularly mothers.

*There's growth in ECE participation*

3. ECE services, communities and government have worked hard to engage more children from a diverse range of backgrounds. These efforts have seen significant growth in participation in ECE, particularly for Māori, Pasifika and children from lower socio-economic communities. As at December 2016, 96.7% of children had attended ECE before starting school.

**Figure 1: Prior participation in ECE of children starting school by ethnic group, 2000-2016**



4. Participation in ECE has grown significantly for disadvantaged children. The average weekly hours of enrolment/attendance for children from the lowest decile (more disadvantaged) is 2.3 hours greater than for children from the highest decile.<sup>6</sup>

<sup>6</sup> As measured by the NZDep Index

## Annex 1: How the education system measures up

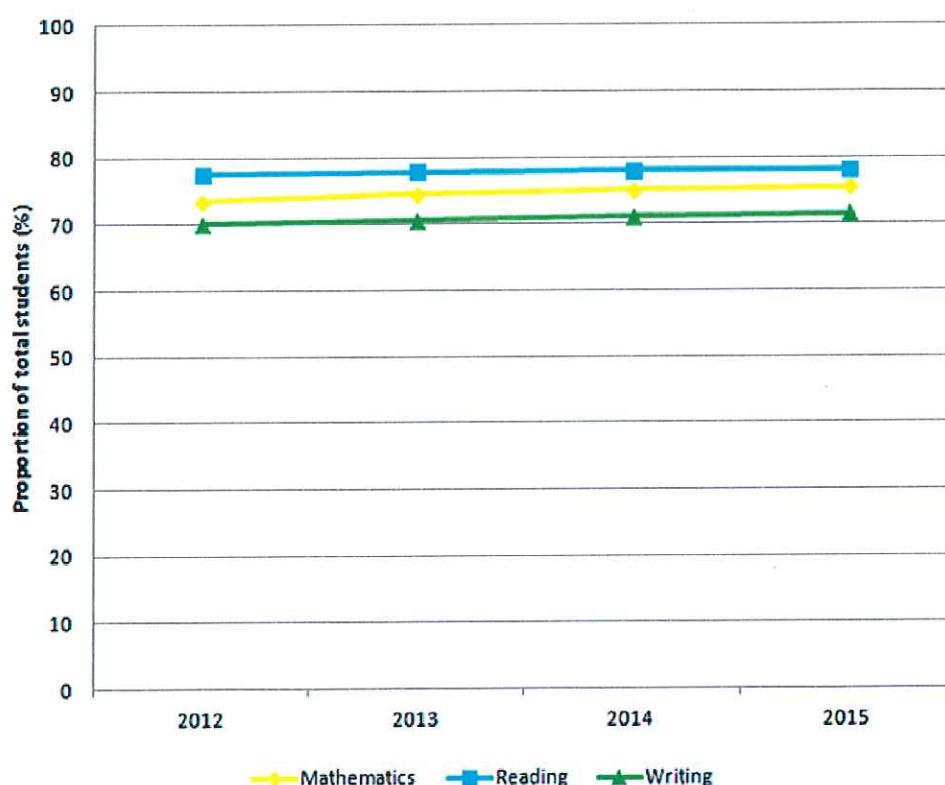
*... but accessing quality early childhood education may be an issue for the most disadvantaged children*

5. Children from disadvantaged backgrounds may be disproportionately accessing lower quality services. For example, almost 10 percent of services in the most deprived areas are rated by ERO as “not well placed or requiring further development to support learning,” compared to just under 7 percent in the least deprived areas.

*School age achievement is good, but there is more to do to ensure all children and young people achieve*

6. Over the past four years, there has been overall improvement in National Standards achievement in primary school. While data collection is not yet complete, the 2016 provisional National Standards data (ready for release around the end of June) shows a small increase in the proportion of students achieving ‘At’ or ‘Above’ standard in mathematics, and small decreases in the proportion of students achieving ‘At or ‘Above’ in reading and writing from 2015. Achievement has consistently remained highest in the reading standard, followed by mathematics, then writing.

**Figure 2:** Proportion of students achieving ‘At’ or ‘Above’ the National Standards by subject 2012 - 2015



## Annex 1: How the education system measures up

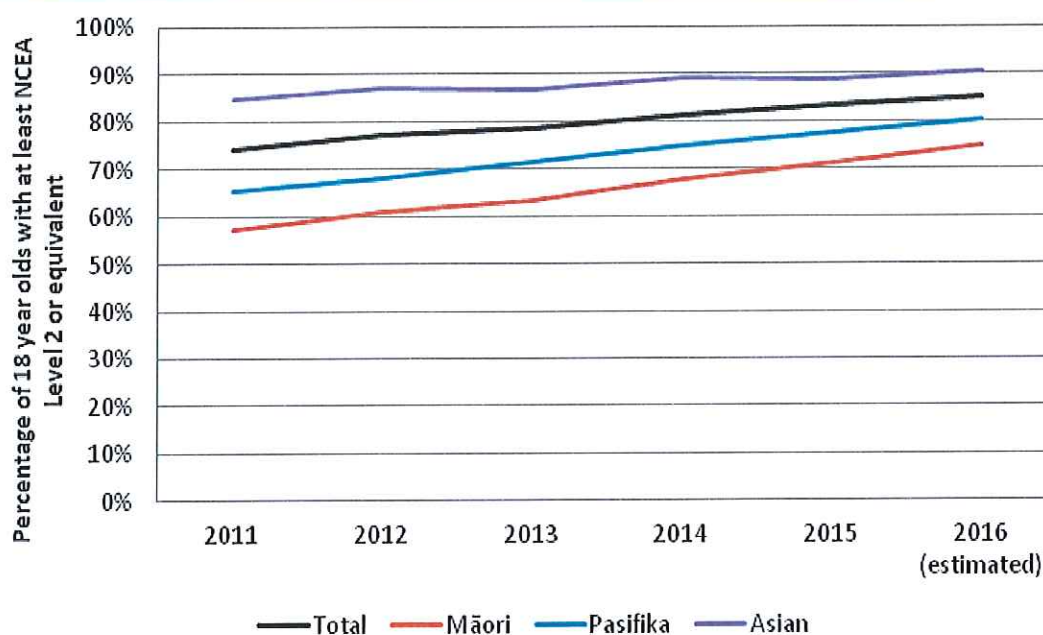
*...although all students are not making the progress expected*

7. We are concerned about student progress in English medium primary schools. The results of the National Monitoring Study on Student Achievement (NMSSA) indicate that there is insufficient progress being made from Years 1 to 8 to enable the necessary progress across the curriculum from Year 9 to 13.
8. Students from different backgrounds tend to make the same level of progress year-on-year. However, gaps emerge between low- and high-income families and between students from different ethnic backgrounds early in their education pathway. Because levels of progress are similar, these students struggle to catch up in later years.

*Increasing numbers of students are leaving school with foundation qualifications*

9. An increasing number of students are achieving educational success and leaving school with the necessary foundation qualifications that will allow them to move on to work or further study. While final figures will not be known until June 2017, provisional 2016 NCEA achievement results suggest that we have met the BPS target 5, with 85% of 18 year olds estimated to have achieved at least NCEA Level 2 or equivalent.

**Figure 3: Percentage of 18-year-olds with at least NCEA level 2 or equivalent, by total response ethnic group 2011-2016**



10. Roll-based 2016 NCEA achievement data supports the estimated rise in 18 year olds attaining NCEA Level 2, with the proportion of Year 12 students achieving NCEA Level 2 up from 76.4% in 2015 to 78.4% in 2016. National rates of achievement for Year 12 students in NCEA Level 2 increased across all ethnic groups, with Māori and Pasifika achievement improving at a faster rate than the national average, causing the gap between Māori and Pasifika and total achievement to decrease.



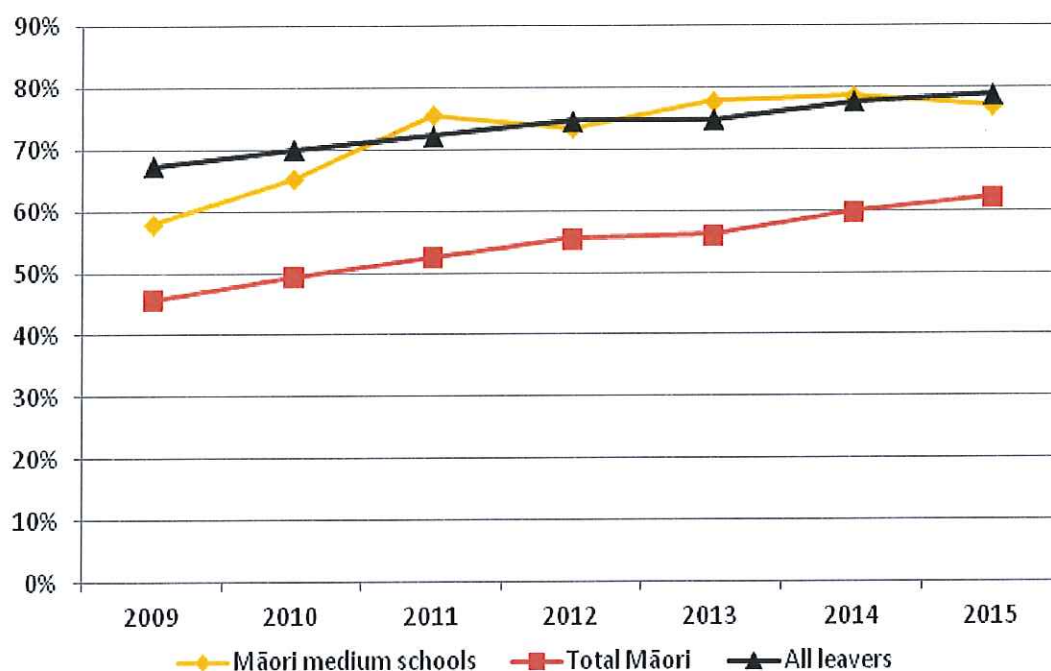
# Annex 1: How the education system measures up

11. While the gap in NCEA Level 2 achievement between Māori and the total population is decreasing, on current trend, we will not achieve the BPS target 5 for Māori students this year. The gap between Pasifika and national rates of NCEA Level 2 achievement continues to shrink, with current projections placing Pasifika achievement close to the 85% goal in 2017. We are continuing to monitor these groups closely.

*Children and young peoples' achievement results in Maori Medium education continue to improve*

12. Māori students in Māori-medium schools and kura demonstrate strong educational achievement<sup>7</sup>. In 2015, 78% of school leavers from Māori-medium left with NCEA Level 2 or above. This is on par with achievement among all students in the total school population. Māori-medium student achievement rates show a similar trend at other NCEA levels, with Māori-medium school leavers typically gaining University Entrance at equal to or higher proportions than the general school population. These achievement rates have been consistent over time and show an upwards trend.
13. By comparison, Māori in English-medium typically achieve at 15-20 percentage points lower than the average rate in the total school population. The graph below highlights these comparisons.

**Figure 4: Proportion of students leaving school with NCEA Level 2 or above (2009-2015)**



<sup>7</sup> Statistically, results for Māori medium education are challenging to present given the low numbers of the total population.

# Annex 1: How the education system measures up

14. Students who remain in Māori-medium in their senior secondary years tend to be more engaged. For example, 78.2% of 2015 school leavers from standalone Māori-medium kura and wharekura remained at school until their 17th birthday, compared to 69.8% of total Māori school leavers. Research shows that retention at senior secondary school is an important factor in educational achievement and a range of other positive life outcomes. Initial analysis of Ngā Kura a-Iwi-affiliated settings signify that engagement indicators including attendance and stand-down rates are improved in Māori-medium compared to English-medium.

*New Zealand students generally perform well by international standards*

15. Across all the international comparative studies carried out at the middle primary and lower and middle secondary levels, New Zealand students generally perform either at, or above, the international averages for the core learning areas (reading literacy, mathematics and science)<sup>8,9</sup>. Middle primary school mathematics is the exception where New Zealand students tend to perform a little below the international average.
16. Compared to many other countries, New Zealand has a large proportion of students with a very strong performance in reading literacy. In contrast, at the middle primary level, New Zealand has a large proportion of students with weaker skills in the core learning areas compared with other high-performing countries (such as England, Finland, and the Netherlands). By the secondary level, the proportions of lower-performing students are similar to the international averages, though at this level New Zealand has a relatively large proportion of students with a very strong performance in science.
17. Although New Zealand students do generally perform well, the studies show declines in achievement from about the mid-2000s, particularly in mathematics. The declines were both compared to other countries and against our own previous results. The TIMSS and PISA results released in December 2015 suggest that the declines have stabilised and, in the case of Year 5 Science, improved on previous years.
18. Among New Zealand's adults, a similar pattern to that described for the school sector has also been observed. New Zealand's 16-65 year olds' literacy skills are generally among the highest in the OECD, with their average performance surpassed only by adults in Japan, Finland and the Netherlands. In numeracy skills, New Zealand adults tend to be much closer to the OECD average.<sup>10</sup>

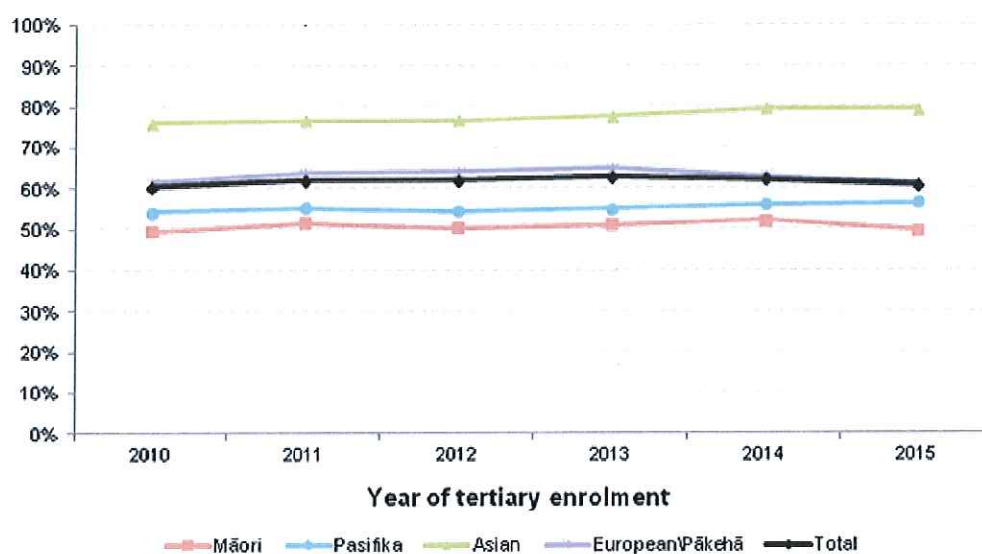
8 Progress in International Reading Literacy Study (PIRLS) and the Trends in International Mathematics and Science Study (TIMSS). New information for PIRLS will become available in December 2017.

9 Trends in International Mathematics and Science Study (TIMSS) and Programme for International Student Assessment (PISA) 10 The Programme for the International Assessment of Adult Competencies (PIAAC).

# Annex 1: How the education system measures up

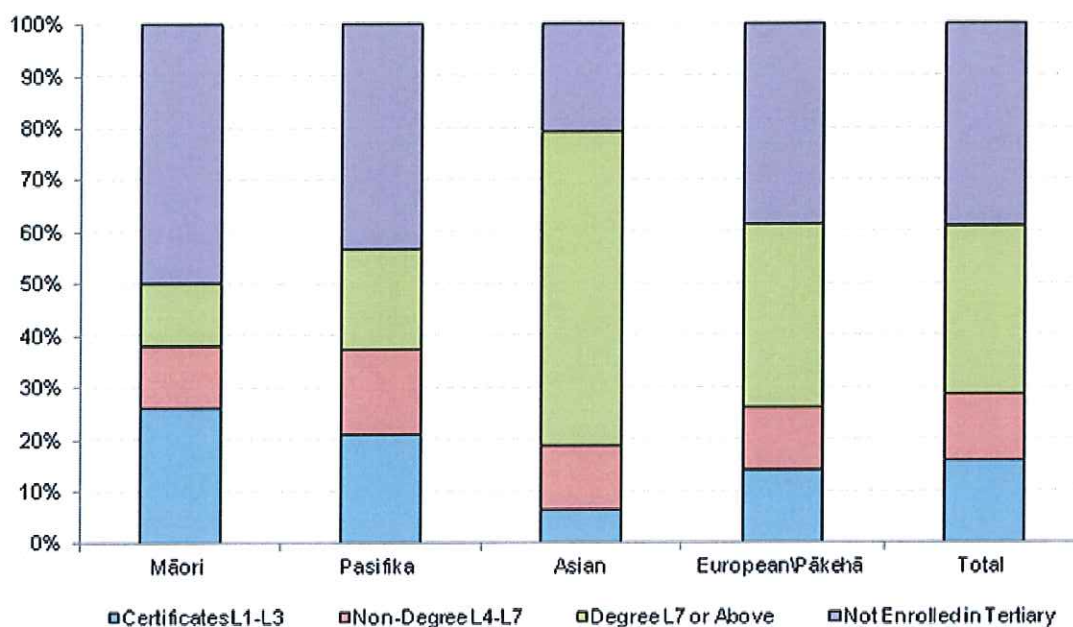
*Over the last five years we have seen little change in the rates of enrolment in tertiary qualifications of school leavers one year after leaving school*

**Figure 5:** Proportion in tertiary education one year after leaving school by year, and ethnicity (2010-2015)



19. Of the students who left school in 2014, 61.0% were enrolled in a tertiary level course at some point in 2015. These rates for Pasifika (56.6%) and Māori (49.9%) were lower than the national average.

**Figure 6:** Proportion of leavers in tertiary education by ethnicity and tertiary level (2015)





## Annex 1: How the education system measures up

20. Māori and Pasifika are more likely to be enrolled in foundation courses, certificates and diplomas than any other ethnic group. Based on the 2014 school leaver cohort, 38.1% of Māori and 37.5% of Pasifika in tertiary education were enrolled in levels one to seven (non-degree) in 2015 compared to 28.7% of all leavers.
21. The destination data also shows that, for some youth, school-level learning (levels 1-3) is being completed in a tertiary setting.

### The achievement challenge

22. The challenge to help the most at-risk students make the expected progress remains. We want to better target support to the most disadvantaged students and accelerate their progress.
23. Our modelling work using a few top predictors of risk (parents' benefit information, Child, Youth and Family notification, gender and ethnicity) tells us that home background factors have an influence on students' achievement and progress. We have found that transience also impacts on the attainment of students and that at-risk students are more likely to change homes and schools than students who are not at risk.
24. Research shows that in-school factors such as the quality of teaching, school leadership and effective governance, also influence achievement.
25. This analysis is shaping our understanding of which students to focus on, where to invest, and at what stage in learners' pathways. We see a clear case to invest earlier in more effective interventions for those most at risk of not achieving. The challenge is to find ways to support those students who are currently making less than expected progress. We need to focus efforts on supporting these students to make significantly more than 1 year's progress in a year across all years of schooling, and be starting our efforts early within the system. We also need to understand more about students across their learning journey, especially at early childhood and primary school level. This will allow intervention at the right time, and understand the effectiveness of investments.

# Annex 2: About the Ministry of Education

The Ministry of Education has a key role in supporting the Minister of Education and government.

We have a range of capabilities and resources at your disposal, both within the Ministry and through seconded private secretary support for your office.

## Who we are and what we do

Name	Position	Responsibilities	Mobile/DDI
Iona Holsted	Secretary for Education Chief Executive of the Ministry of Education	The Secretary provides stewardship and leadership across the education system to drive a lift in student achievement at all levels.  The Chief Executive is responsible for executing the functions and duties of the Ministry, advice to Ministers, and efficient, effective, and economical management of the Ministry.	04 463 8003 [REDACTED] s 9(2)(a) OIA
Katrina Casey	Deputy Secretary	Sector Enablement and Support (SE&S) - is the key early learning / schooling sector group, with a regional presence to support learners, providers and sector pathways.  The Learning Support service is managed within SE&S. It provides a range of services to the sector and young people (e.g. educational psychologists).	04 463 8890 [REDACTED] s 9(2)(a) OIA
Karl Le Quesne	Acting Deputy Secretary	Early Learning and Student Achievement (ELSA) - is responsible for programme design for curriculum, teaching and learning, and assessment for early learning and schools, including Māori medium education, Partnership Schools, the secondary schooling – tertiary education interface workforce strategy (including teacher supply initiatives) and fulfils the delegated industrial relations function.	04 463 8090 [REDACTED] s 9(2)(a) OIA
Kim Shannon	Deputy Secretary	Education Infrastructure Services (EIS) - is supporting the system through the design, implementation and management of education infrastructure products and services.	04 463 8384 [REDACTED] s 9(2)(a) OIA
Apryll Parata	Deputy Secretary	Parent Information and Community Intelligence (PICI) - is responsible for information and communications programme design for parents, whānau, communities and employers that seek to raise the demand for education excellence. It also designs and delivers time bound equity programmes targeted to support the raising of achievement of individual priority learners/ students.	04 463 8845 [REDACTED] s 9(2)(a) OIA
Andrea Schöllmann	Deputy Secretary	Education System Policy (ESP) - is responsible for strategic system-wide policy, Māori and Pasifika policy, the policy functions for early learning and schooling. ESP also runs the Vote Education Budget.	04 463 8097 [REDACTED] s 9(2)(a) OIA

## Annex 2: About the Ministry of Education

Name	Position	Responsibilities	Mobile/DDI
Claire Douglas	Deputy Secretary	Graduate Achievement, Vocations and Careers (GAVC) - GAVC is responsible for tertiary education strategy, policy and sector performance analysis. This includes secondary- tertiary transitions, student and provider financial support and the Vote Tertiary Education Budget.	04 439 5320 [REDACTED] s 9(2)(a) OIA
Craig Jones	Deputy Secretary	Evidence Data and Knowledge (EDK) - is the knowledge and information function for schooling and early learning. EDK undertakes the research and analysis to monitor at the system level and inform advice and decision making right through the system.	04 439 5406 [REDACTED] s 9(2)(a) OIA
Ellen MacGregor-Reid	Deputy Secretary	Strategy, Planning and Governance (SPG) - is responsible for business strategy, education system stewardship including Crown entity monitoring, planning and governance, risk and assurance, legal services, communications and ministerial services.	04 463 8006 [REDACTED] s 9(2)(a) OIA
Zoe Griffiths	Deputy Secretary	Business Enablement and Support (BES) - provides corporate services for the Ministry and the wider education sector. BES is responsible for finance, procurement, IT, people capability and business services.	04 463 7726 [REDACTED] s 9(2)(a) OIA



## Annex 3: Government expenditure administered by the Ministry of Education

The education portfolios account for \$14.2 billion budgeted expenditure in the March Baseline Update 2017 (MBU) (GST excluded).

The Ministry of Education administers this expenditure under two Votes:

- » \$11.2 billion in Vote Education which includes all the early childhood education and schooling budgets
- » \$3.0 billion in Vote Tertiary Education, the majority of which is managed by the Tertiary Education Commission and paid to tertiary providers to fund research, tuition subsidies and vocational training.

The Ministry's own departmental operating expenditure is budgeted at \$2.2 billion for 2016/17 (with all but \$13 million of this in Vote Education). The Ministry's departmental capital budget, primarily for building new schools and / or improving existing classrooms, is almost \$1.0 billion in 2016/17.

77% of the Ministry's departmental operating expenditure (\$1.7 billion) is committed to managing and developing the Government's school property portfolio, which is owned by the Ministry.

The next largest part of the Ministry's departmental operating budget (\$257 million in 2016/17) is spent on interventions for targeted student groups – largely to support students with learning support needs.

The other large appropriations within the Ministry's departmental operating budget include Support & Resources for Education Providers, Support & Resources for Teachers, Stewardship of the Education Sector, Policy Advice for the Education Sector, plus a number of smaller appropriations totalling less than \$18m.

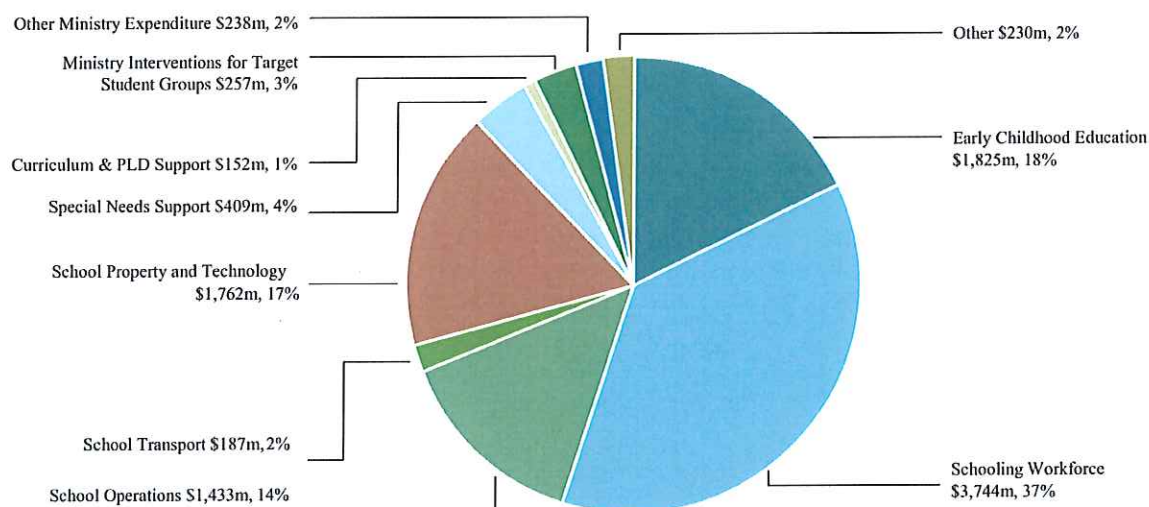
The majority of money in the non Departmental Vote Education and non Departmental Vote Tertiary Education is administered by the Ministry on behalf of the Crown, and paid to third parties. This includes:

- » payments made directly to fund education providers – including early childhood education subsidies, tertiary tuition subsidies and research funding, school teacher salaries, schools' operations grants
- » funding for services to support education providers, including professional development and study awards for teachers, and curriculum support
- » funding to support individual students and families, including learning support needs, school transport, and boarding allowances
- » non-departmental capital expenditure – the bulk of which in 2016/17 is \$15 million for the redevelopment of the University of Canterbury and \$41m for School Furniture.

A further \$1.2 billion funds student allowances and net student loans scheme expenses for tertiary students (after annual repayments are made against student loans). Student allowances and student loan payments are part of Vote Social Development, and administered by the MSD. Student loan debt and repayments are administered by the Inland Revenue.

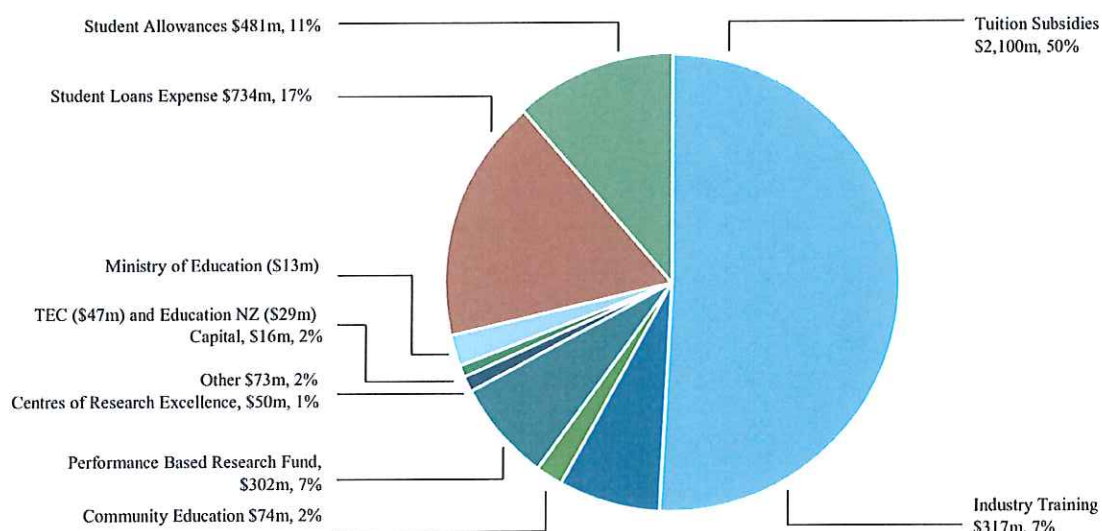
## Annex 3: Government expenditure administered by the Ministry of Education

### Vote Education Operating Budget 2016/17 (MBU 17)



NB: The above graph includes Departmental and non Departmental Funding but excludes Capital Expenditure.

### Tertiary Education Expenditure Budget 2016/17 (MBU 17)



NB: The above numbers include Student Allowances and Student Loan Expenses which are administered by Vote Social Development.



Lifting aspiration and raising educational achievement **for**  
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New Zealand Government