



Briefing Note: Quarterly meeting of Responsible Ministers on the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Masjidain on March 15 2019

To:	Hon Chris Hipkins, Minister of Education		
cc:	Hon Jan Tinetti, Associate Minister of Education		
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Purpose of Report

This paper provides background information for the upcoming quarterly meeting of Responsible Ministers regarding the implementation of the *Report of the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Masjidain on March 15 2019* (RCol) scheduled for 3 August 2021.

Summary

This paper provides:

- an outline of the agenda of the quarterly meeting of Responsible Ministers
- an update on key Ministry of Education activities relevant to the RCol, encompassing Recommendation 36 and social cohesion more broadly,
- advance notice of decisions required in the next six months relating to key activities, and
- an overview of wider work underway that relates to social cohesion (Annex 1)

Proactive Release

agree that the Ministry of Education release this briefing once it has been considered by you, with elements relating to Budget 2022 decisions removed due to Budget sensitivity.

Agree / Disagree.



Andrea Schollmann
Education System Policy

Hon Chris Hipkins
Minister of Education

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Background

1. The Government gave in-principle agreement to all 44 of the recommendations of the *Report of the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Masjidain on March 15 2019* (RCol). One of these – Recommendation 36 – falls to the Ministry of Education to implement, which calls for Government to:

Invest in opportunities for young New Zealanders to learn about their role, rights and responsibilities and on the value of ethnic and religious diversity, inclusivity, conflict resolution, civic literacy and self-regulation.

2. The report also challenged the Government and government agencies to strive for a more socially cohesive Aotearoa New Zealand. It characterised a socially cohesive society as one in which all individuals and groups have a sense of: belonging, inclusion, participation, recognition, and legitimacy (or confidence in public institutions).
3. Public, community and targeted engagements on the RCol have consistently singled education out as a central element of a socially cohesive Aotearoa New Zealand. This recognises the universal nature of compulsory schooling, and the transformative role that school communities can play as a nexus for different cultures, ethnicities, ideas, and perspectives, for students and their whānau.

Agenda of the Quarterly Meeting of Responsible Ministers on the RCol

4. Hon Andrew Little will chair as the lead coordinating Minister for the response to the RCol. This is the only meeting of Responsible Ministers before the scheduled report back to Cabinet at the end of the year.
5. The Department of the Prime Minister and Cabinet have advised that the 3 August meeting will involve discussions regarding:
 - a. a stocktake of activities undertaken by agencies to implement the RCol recommendations thus far,
 - b. sharing information with Kāpuia (the Implementation Oversight Advisory Group) on an 'in confidence' basis
 - c. a draft workplan that is endorsed by Ministers for sharing with Kāpuia, for their feedback ahead of Cabinet confirmation at the November meeting, and
 - d. anticipated risks associated with the RCol work programme.
6. In addition to the progress update and next steps detailed overleaf, you may wish to outline to colleagues that:
 - a. we have made significant progress towards implementing key Cabinet decisions on Recommendation 36 and social cohesion, and
 - b. 9(2)(f)(iv)
7. You may also be asked specifically about work underway to address the cultural capability of teachers, in line with a high volume of comments on this topic from communities during early engagements on the RCol. You may wish to highlight that cultural capability is a priority for regionally allocated PLD from Term 1 2021. This is not a standalone solution; as outlined in previous advice (METIS 1246034 refers), there is a wide ecosystem of supports designed to sustain and develop workforce capabilities.

We are exploring how to further leverage this ecosystem to affect a system-wide lift in cultural capability.

Stocktake of Key Activities – Update and Budget Implications

Social and Emotional Learning programmes

8. In response to Recommendation 36, December 2020 Cabinet agreed to allocate \$5.243m over 18 months for a package of initiatives, including to support social and emotional learning (SEL), including self-regulation in early learning services [CAB-20-MIN-0513 refers].
9. *He taonga te tamaiti – Every child a taonga: Early learning action plan 2019–2029* includes action to support kaiako to implement the curriculum, *Te Whariki*, with an initial focus on social and emotional skills progress development, further supported by the guidance offered to new entrant teachers and early years kaiako through *He Māpuna te Tamaiti* (METIS 1255308 and Annex 1 refers).
10. To meet Recommendation 36 and further enhance the delivery of SEL through *Te Whariki*, funding allocated in December 2020 is being used in part to trial and scale up SEL programmes *ENGAGE*, *Alert* and *Incredible Beginnings*, reaching as many as 6,000 children across 180 centres in 2022 [METIS 1255308 refers]. These programmes are designed to assist with the teaching and practical delivery of SEL skills. A full update on SEL programmes is supplied in Annex 1.
 - a. A service contract has been signed with Methodist Mission Southern (MMS) to deliver *ENGAGE* to 130 early learning services (ELS) by 30 June 2022. Delivery has commenced to 10 ELS in Auckland and further recruitment and training of facilitators in Auckland, Bay of Plenty/Waiariki and Otago/Southland is underway. The Prime Minister and Minister Tinetti are scheduled to visit Flatbush Kindergarten – an *ENGAGE* ELS – on 27 August.
 - b. We have confirmed our intention to deliver *Alert* to around 60 ELS across Auckland, Taranaki/Whanganui/Manawatu, Wellington and Otago/Southland by 30 June 2022. Recruitment is underway in each region to recruit occupational therapists, who will work with Kaiako to implement the programme. We expect rollout to commence in October 2021.
 - c. We have also confirmed our intention to deliver around 14 *Incredible Beginnings* programmes across Auckland, Hawkes Bay/Tairāwhiti, Wellington and Nelson/Marlborough/Westcoast, taking place over Terms 1 and 2 of 2022. We are currently identifying group leaders to facilitate workshops.

9(2)(f)(iv)

Learning Hubs

12. In 2019 the Ministry established the Learning Hubs model in Christchurch, modelled on the Talanoa Ako programme for Pacific communities. The Learning Hub model is

designed to support ethnic communities and families to engage with the education system, initiated and led by the communities themselves, delivered via workshops and information provision, and operated by Ministry regional staff. An independent evaluation by Canterbury University found that Christchurch ethnic communities highly valued this model.

13. In addition to the \$100,000 set aside by Cabinet to continue the Christchurch hub for another year [CAB-20-MIN-0513 refers] we have secured 9(2)(i) for the 2021/22 year to extend the model and expand to Auckland and Wellington. We will also consider how this model might be adjusted to work directly with – and thereby increase the cultural competency of – teachers. Implementation of this expansion is ongoing, and in July we appointed a national Team Leader to oversee its delivery, with more appointments expected soon.

9(2)(f)(iv)

Bullying prevention and responses in school

15. As one of a number of specific interventions, in September 2019 the Social Wellbeing Committee (SWC) committed to explore evidence-based bullying prevention and responses in school, to support social inclusion and the implementation of the RCol [CAB-19-MIN-0472 refers]. No funding was allocated to this item in the last RCol funding round.

9(2)(f)(iv)

9(2)(f)(iv)

Wider work underway relating to social cohesion

19. For the education system to play its part in creating a socially cohesive Aotearoa, we need to go further than narrowly implementing Recommendation 36; the concept of

social cohesion will need to be meaningfully integrated into the broader education work programme and system. With that in mind, in addition to the package of initiatives developed to immediately respond to Recommendation 36, we have been looking to leverage work underway across the length and breadth of the education system [CAB19-MIN-0472 refers] (see Annex 1).

Risks

9(2)(f)(iv), 9(2)(g)(i)

Next Steps

Cabinet report-back

21. Further details of work highlighted in this briefing note will be provided by the end of 2021 [Cab-21-Min-0049 refers], in line with a set report-back to Cabinet on:

... proposals to support whole-school communities as they work together to build caring and inclusive cultures, including work to promote wellbeing and prevent and respond to racism and discrimination and bullying, including how government might respond to the specific request hearing in hui for religious and cultural diversity (but not proselytization) to be taught in schools.

Working with Kāpuia - Implementation Oversight Advisory Group

22. Kāpuia has been established to provide independent advice to the Government on its response to the RCoI, consisting of 28 people from diverse backgrounds across Aotearoa.
23. The Group met for the first time on 30 June and is scheduled to meet 6 times per calendar year. The Government is proposing to enter a new way of working with Kāpuia by sharing a progress tracker containing confidential advice and monthly updates on progress to implement the RCoI recommendations, prepared by officials for government ministers responsible for the RCoI, with the group. Minister Little will seek agreement to this approach at the quarterly meeting.
24. Minister Little is also seeking agreement to the development of an agency wide workplan to deliver the recommendations set out in the RCoI report to be shared with Kāpuia for their feedback ahead of the Cabinet meeting in November.

Annex 1 – Work underway contributing to social cohesion

Policy item	Description and contribution to social cohesion		Status
Social and emotional learning (SEL) initiatives	SEL programmes	<p>a) <i>ENGAGE</i> is a SEL play-based programme across Auckland, designed specifically to teach self-regulation skills in early learning settings. We intend to deliver the programme to 130 ELS: 70 in Auckland, 30 in Bay of Plenty/Wairariki, and 30 in Otago/Southland.</p> <p>b) <i>Alert</i> is being trialled in primary schools in Lower Hutt, focussed on delivering self-regulation tools and strategies to teachers applied via a tiered system (school-wide/groups/individuals). Developed for all ages but not yet used in ELS, we intend to deliver the programme to around 60 ELS across four regions: across Auckland, TaranakiWhanganui/Manawatu, Wellington and Otago/Southland.</p> <p>c) <i>Incredible Beginnings</i> is new to New Zealand, and part of the Incredible Years suite of programmes (which are used in Positive Behaviour for Learning), focussing on social and emotional coaching, child-directed play interactions, routine and behaviour management. We intend to deliver around 14 of these programmes.</p> <p>By making these programmes available to a wide range of ELS and Kaiako, we will evaluate the impact and scalability of each and use this as an evidence base for further initiatives.</p>	<p>a) Contract signed with Methodist Mission Southern to deliver <i>ENGAGE</i>. Facilitator recruitment and training underway in Auckland, other regions to follow.</p> <p>b) We are recruiting occupational therapists across Auckland, TaranakiWhanganui/Manawatu, Wellington and Otago/Southland to work with teachers to implement <i>Alert</i>. Rollout expected to commence in October 2021.</p> <p>c) We are working with regions to identify group leaders to facilitate <i>Incredible Beginnings</i> workshops. Rollout in Terms 1 and 2 2022.</p> <p>9(2)(f)(iv)</p>
	Practice and Progress Tools (<i>Kōwhiri Whakapae</i>)	<i>Kōwhiri Whakapae</i> has been designed to support evaluation of teaching practice and assessment of children's progress over time. Specifically, to help kaiako attend to individual children's progress in order to identify ways to deepen or strengthen children's learning, including seeking additional support that may be needed.	Ministry to provide update on next steps regarding a PLD supported trial once a supplier is confirmed. Development of additional tools for oral language and literacy will be completed by 30 June 2022.
	He Māpuna Te Tamaiti	He Māpuna te Tamaiti is a resource, launched in 2019 and designed in conjunction with the profession, to help kaiako promote emotional and social competence, create a supportive environment, and support learning and engagement. It offers a range of practical and flexible strategies to promote SEL (e.g.: developing care and empathy for others, fostering peer friendships and building resilience). Feedback from the sector is that this resource has strong potential to improve self-regulation and SEL, but that it is currently under-utilised.	Ministry developing a procurement plan to be able to procure services to trial additional support for the implementation of He Māpuna te Tamaiti, including: short courses/self-paced modules for staff and webinars for kaiako.
Learning Hubs	The Learning Hubs model was developed in Christchurch to help to develop and leverage educationally powerful connections across ethnically diverse communities (often recent migrants and refugees), including via:		Team Leader appointed in July. Rollout to Auckland and Wellington expected in September.

Policy item	Description and contribution to social cohesion		Status
	a) parent education workshops that provide an overview of the New Zealand education system b) the delivery of Reading Together to support children with literacy c) support to understand career pathways for children d) support to identify and deal with bullying, and e) academic mentoring for learners.		
Safe and inclusive learning environments	The Education and Training Act 2020 requires Boards to ensure schools are physically and emotionally safe, and free from racism, stigma, bullying and discrimination. We know that inclusive learning environments (supported by school-wide efforts from school staff, working closely with students, whānau and the wider community) can act as a preventative measure against bullying, by promoting positive relationships and behaviour. It follows that inclusive schools, free from racism and discrimination, support the development of a socially cohesive Aotearoa.		9(2)(f)(iv)
Streaming	Early work on social cohesion identified streaming ¹ as source of discrimination and inequity in schools. While this was not incorporated into the original social cohesion funding package to support the implementation of the RCoI [METIS 1233901 refers], in November 2020 we agreed to begin work to encourage schools to move towards alternative approaches to streaming that are more inclusive and benefit all learners. We are supporting the leadership of Tokona Te Raki: Māori Futures Collective of Te Rūnanga o Ngāi Tahu in facilitating a shift towards more inclusive education practices and structures and away from streaming.		Dissemination of <i>Ending Streaming in Aotearoa</i> report in April 2021. Ending Streaming - National Leaders Hui in May 2021. Further advice from Ministry expected in September 2021.
NZ Curriculum	Refresh	a) The vision of the New Zealand curriculum is for young people to become citizens who are confident, connected, actively involved, and life-long learners. b) The social sciences learning area refresh will support young people to participate as critical, active, informed, and responsible citizens	a) Ongoing, 4-5 years. b) Social sciences refresh concludes end of 2021.
	Aotearoa NZ refresh	Providing ākonga with an understanding of all the people who live in Aotearoa, our pluralistic national identities, and the foundational importance of Te Tiriti o Waitangi. By demonstrating how people have experienced our history differently, ākonga will gain a stronger understanding of how the past shapes our perspectives, and will assist in the development of critical thinking and inquiry skills.	Public consultation on the draft curriculum content closed on 31 May, and will be taught in schools beginning in 2022.

¹ We define streaming as grouping students within a school into different classes for some or all subjects based on perceived ability. This is often done based on past achievement results but can be subject to bias. Other terms for streaming include “between-class ability grouping”, “tracking” or “setting”.

Policy item	Description and contribution to social cohesion		Status
	Examples of teaching resources	As part of the School Leavers' Toolkit, we worked with the sector to develop resources for teachers and students on civics and citizenship education, providing curriculum approaches to support the growth of critically informed and capable citizens.	Available online.
		Collaboration with the Islamic Women's Council of New Zealand to co-develop resources reflecting the role of Muslim women in education and wider society, including posters and books.	Posters and literacy book released in March 2021. Four further books to be published in July 2021.
		The <i>Challenging Racism and Bias</i> kit, produced by School Kit and sponsored by the Ministry, provides teachers of Year 9-10 students with tools, strategies and resources to lead courageous conversations with students about the lasting impacts of NZ's colonial history.	Ongoing – available to self-selected schools.
Inclusive teaching practice and cultural capability	<p>There is a perceived need to improve the inclusive practice and cultural capability of the education workforce as it relates to teachers' ability to cater to the needs to students from diverse backgrounds and with diverse needs. There are a number of initiatives underway to address this, including:</p> <ul style="list-style-type: none"> a) support to the Education Review Office on the development of a framework and self-assessment tools to enable schools and Early Learning Services to give effect to the National Education Learning Priorities (NELP), including in teaching practice,² b) in English medium settings, the inclusion of "cultural capability"³ as a priority for regionally-allocated professional learning and development 		<ul style="list-style-type: none"> a) Regions have conducted workshops with principal groups to raise awareness of NELP. b) PLD delivery against new PLD priorities begins in Term 3 2021.
School governance	<p>We know that diversity in school governance can: provide varied perspectives, enable students to see their own identity reflected in school decision-making, and provide conduits for educationally powerful connections with the broader community. Unfortunately, we also know that marginalised groups are generally underrepresented in school Boards of Trustees. A recent report from the Office of the Children's Commissioner found that there is a need for boards to be "more representative in terms of ethnicity, sexuality, gender, and disability."⁴</p>		Ongoing review of the school board election framework, including work to enable and normalise electronic and hui election processes, and updating the criteria for co-opting board members to ensure this is a more inclusive tool. Board code of conduct under development [METIS 1264337 refers], which will set out minimum standards of behaviour which includes promoting safe and inclusive environments.

² Of particular relevance are NELP Priority 1 ("ensure places of learning are free from racism, discrimination and bullying") and Priority 2 ("...deliver education that response to [learners'] needs, and sustains their identities, languages and cultures.")

³ "understanding, valuing and amplifying different world views, perspectives, experiences, and measures of success."

⁴ Gough, Erin. (2021) *Advice from the Office of the Children's Commissioner on how the requirements for student participation in school/kura governance can be improved*. Office of the Children's Commissioner.