

## Cabinet Paper material

### Proactive release

Minister & portfolio Hon Jan Tinetti, Minister of Education  
Name of package Setting clear expectations for quality teaching of literacy and maths  
Date considered 14 August 2023  
Date of release

#### These documents have been proactively released:

**Cabinet Paper: Setting clear expectations for quality teaching of literacy and maths**

Date considered: 14 August 2023

Author: Office of the Minister of Education

**Cabinet Business Committee Minute CBC-23-MIN-0017**

Date considered: 14 August 2023

Author: Committee Secretary

**Cabinet Minute CAB-23-MIN-0357**

Date considered: 14 August 2023

Author: Secretary of the Cabinet

**Briefing Note 1307635: Reducing variation in relation to teaching practice through higher levels of expectation set nationally**

Date considered: 2 April 2023

Author: Ministry of Education

**Briefing Note 1308328: Next steps on setting higher levels of expectation for curriculum and teaching practice**

Date considered: 11 April 2023

Author: Ministry of Education

**Education Report 1309510: Draft Cabinet paper on setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau**

Date considered: 21 May 2023

Author: Ministry of Education

**Education Report 1312167: Practice models implementation timing**

Date considered: 14 June 2023

Author: Ministry of Education

**Briefing Note 1312746: Further advice on practice models implementation timing**

Date considered: 24 June 2023

Author: Ministry of Education

**Briefing Note 1314982: Literacy and maths at Cabinet Business Committee meeting on 7 August 2023**

Date considered: 7 August 2023

Author: Ministry of Education

**Briefing Note 1309735: Setting expectations for the use of the practice models in early learning.**

Date considered: 19 May 2023

Author: Ministry of Education

**Material redacted**

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

Section 9(2)(a) to protect the privacy of natural persons

Section 9(2)(f)(iv) to protect the confidentiality of advice tendered by Ministers of the Crown and officials

Section 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinion

Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of this material.

You can read the Official Information Act 1982 here:

<http://legislation.govt.nz/act/public/1982/0156/latest/DLM64785.html>

## In Confidence

Office of the Minister of Education

Cabinet Social Wellbeing Committee

### Setting clear expectations for quality teaching of literacy and maths

#### Proposal

- 1 This paper seeks Cabinet agreement to a regulatory approach to setting clear expectations on what must be taught, and when, and what quality teaching looks like for literacy and maths<sup>1</sup> so that this learning is no longer left to chance. This includes the timeline for implementation of changes, including the timeline for requiring implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas.

#### Relation to government priorities

- 2 The Government is committed to lifting literacy and numeracy attainment and has prioritised these areas within the curriculum work programme. The proposals in this paper align with the 2020 Labour manifesto education priority of supporting quality teaching and learning, which will contribute to a productive, sustainable and inclusive economy. They also support the Government's commitment to 'continue to support the revitalisation of te reo Māori' and to have 30 percent of Māori learners participating in kaupapa Māori and Māori medium learning pathways by 2040.

#### Executive Summary

- 3 The current national curricula – *The New Zealand Curriculum* (NZC) for use in English-medium settings and *Te Marautanga o Aotearoa* (TMoA) for use in kaupapa Māori and Māori-medium settings – are highly flexible. While this has some benefits, such as enabling teaching to be responsive to local contexts, their lack of clarity has contributed to some learners missing out on important learning. There is also a lot of flexibility in teaching methods.
- 4 As a result we currently have inconsistency in approaches to maths and literacy teaching across the country. This appears to be contributing to variability and inequity in learning outcomes. We also know that the lack of clarity in the curricula about what needs to be taught, and when, and how best to teach it has led to reported lack of confidence by teachers and calls for more direction, particularly in relation to maths and literacy.
- 5 The Government has a multi-year work plan to refresh the national curricula and strengthen leadership and support for improving the quality of teaching and assessment. Within this work programme, the Government has prioritised strong literacy and maths skills as foundational learning through early learning and schooling.

---

<sup>1</sup> Throughout this paper references to literacy and maths should also be taken to refer to te reo matatini and pāngarau, the literacy and maths learning in kaupapa Māori and Māori-Medium settings.

- 6 This work programme includes providing clarity about:
- 6.1 'What' is taught and how we understand student progress in learning through updates to the national curricula to make clear the important learning all students need at different ages and stages of schooling.
  - 6.2 The 'how' of teaching through the development of practice models – the Common Practice Model for literacy & communication and maths and the Ako Framework for te reo matatini and pāngarau (for Māori medium and kaupapa Māori education).
- 7 The Common Practice Model will clearly lay out for the most effective teaching and assessment practices and approaches for literacy, communication, and maths learning from early learning through to the end of secondary schooling. The Ako Framework will clearly lay out the most effective ako and aromatawai<sup>2</sup> practices and approaches for te reo matatini (literacy and communication in te reo Māori) and pāngarau (maths).
- 8 Using the practice models provides teachers with direction on how to teach the national curriculum in the most effective way. Teachers will be clear on what they need to teach and how, thereby supporting them to design classroom activities and tasks that are challenging, engaging and relevant to each of their students.
- 9 To reflect the priority the Government is giving to literacy and maths, I have decided to:
- 9.1 Require, through regulation, implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of the national schooling curricula from the beginning of 2025.
  - 9.2 Introduce the practice models for use in 2024.
  - 9.3 Signal my intention to use regulation to require use of the practice models from the beginning of 2026.
  - 9.4 Signal my intention to regulate implementation of the remainder of the updated national schooling curricula in full from the beginning of 2027.
- 10 The practice models include components for early learning, but I do not intend them to become part of regulatory requirements for early learning services because they have been developed with the sector on the basis they will be guidance.
- 11 This work programme is being progressed through the Ministry of Education's baseline and recent Budget investments. 9(2)(f)(iv) [REDACTED]

---

<sup>2</sup> Ako and aromatawai describes teaching and assessment based on a te ao Māori worldview.

9(2)(f)(iv)

## Background

- 12 The Government has prioritised maths and literacy as requiring urgent action to lift the quality of teaching and learning. Currently national level settings for curriculum allow for relatively high levels of local autonomy. I am concerned that teachers do not receive sufficient direction about what effective teaching practice looks like for literacy and maths, and that there is no systematic way to update teacher and professional learning provider knowledge in response to changes in the evidence base.
- 13 This means that teachers and providers have to make sense of the evidence base themselves, creating workload pressures that the practice models can relieve. It also means our education system tolerates less effective teaching practices, variability in access to quality professional learning and development, and risks newer, evidence-based practices not being adopted in the classroom. This undermines the trust and confidence that students and families have in our education system.
- 14 The Government has a multi-year work plan to refresh the national curricula and strengthen leadership and support for improving the quality of teaching and assessment, as part of work towards an inclusive and equitable education system. Updates to the national curricula are aimed at strengthening progress and achievement across the curricula to equip all students with the range of skills, knowledges and capabilities they need, today and for their future. We have comprehensive strategies, the Literacy & Communication and Maths Strategy and Hei Raukura Mō te Mokopuna<sup>3</sup>, to guide the delivery of the work programme from early learning right through to the end of secondary school.
- 15 One of the key actions in the Literacy & Communication and Maths Action Plans is the development of a Common Practice Model for use by teachers in early learning and schooling. The practice model provides a roadmap on how best to teach maths and literacy so that learners progress as expected by the national curriculum. It will provide an essential guide for teachers that clearly sets out the effective teaching and assessment practice teachers will be expected to use (the 'how' of teaching) for progress in literacy and maths. The Ako Framework provides the equivalent for Maori Medium and kaupapa Māori pathways.
- 16 In April 2023 I advised Social Wellbeing Committee of my intention to prioritise the delivery of maths and literacy by deferring the requirement for schools and kura to implement other areas in the refreshed NZC and the redesigned TMoA from the beginning of 2026 to the beginning of 2027. I also advised that, in order to further reduce the variance in maths and literacy teaching practice I was carefully considering advice from officials on options for regulating the teaching of the refreshed Maths and English areas in the NZC and Te Reo Māori and Pāngarau areas in TMoA, drawing upon the

---

<sup>3</sup> The strategy for te reo matatini and pāngarau.

introduction of the practice models and other supports for quality teaching contained in the Literacy & Communication and Maths Strategy and Hei Raukura Mō Te Mokopuna. I indicated an intention for use of these areas of the national curriculum to become mandatory ahead of the remainder of the curriculum, and that I would update Cabinet on my decisions. All other areas of the national curriculum will still be available for teaching in 2026, but they won't become mandatory until 2027 [CAB-23-SUB-0141].

- 17 All work is being progressed collaboratively with the sector and other education experts. It is being informed by the latest evidence as well as insights from students and their families. I have confidence that the updated curricula and practice models will be evidence-based, of quality, and will lift teaching and learning across the curricula and in particular for literacy and maths. Together they will support consistency in the quality of teaching across New Zealand by underpinning teachers' planning, delivery and professional judgements with a common understanding of expected learning and progress, and a shared evidence-based philosophy, set of principles, practices and assessment approaches.

### **Pathway for setting clear expectations for teaching and learning**

- 18 My focus at this time is on making clear the nature and intended timeline for changes to curriculum regulation, and in particular the status and intent of the practice models. This is in response to calls for clarity from the sector and public concerns about education outcomes.
- 19 Appendix 1 provides a visual overview of the timeline. The different timings of some components for TMoA reflect the redesign following a different developmental approach. Key points to note are that I have decided to:
- 19.1 Require implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of the national schooling curricula ('what' is taught) from the beginning of 2025.
  - 19.2 Introduce the new practice models (the Common Practice Model for literacy & communication and maths and the Ako Framework for te reo matatini and pāngarau) for use in 2024.
  - 19.3 Signal my intention to use regulation to require use of the practice models (the 'how') from the beginning of 2026. This date is subject to review in early 2025 following feedback from their use during 2024 and consideration of the readiness of wider system conditions.
  - 19.4 Signal my intention to regulate implementation of the remainder of the updated national schooling curricula in full from the beginning of 2027.
- 20 These decisions apply to all state and state integrated schools and kura, including those in kaupapa Māori education pathways<sup>4</sup>, Te Aho o Te Kura Pounamu (the Correspondence School) and those that are specialist schools.

<sup>4</sup> As discussed later in this paper, changes provide an opportunity for bespoke solutions to be developed for kaupapa Māori education pathways if they are needed.



Education provision in settings like Activity Centres and Alternative Education is provided through contracting and is not regulated the same way as mainstream schooling, but these expectations will still have an impact on the quality of teaching and learning. Educational responsibility for students sits with the enrolling school (which will need to meet these requirements) and the national curriculum and practice models should underpin teaching in alternative settings as they will in schools and kura.

- 21 I did consider bringing forward the regulatory requirements sooner. However, on weighing up the need for urgency and taking a 'lessons learnt' from the implementation of curriculum changes previously that were rushed and poorly implemented, I believe this strikes the right balance. Appendix 2 provides some comparisons of this timeline with other curriculum and assessment changes.
- 22 It is important that we get this right for all students, and that we don't create unintended consequences such as narrowing of the curriculum or one-size-fits-all teaching. The practice models are being designed to avoid this, but it is in-classroom use (rather than just 'consultation') that will most usefully provide the insights needed before moving to requiring the use of the practice models. The process of designing, testing in the field and redesigning in response to feedback is essential if the practice models are to: (a) land with acceptance and trust; (b) get the balance around specificity right; and (c) provide the evidence needed to design and target supports for teachers and leaders.
- 23 It is also important that we develop the right assessment practices and tools to support this. Good quality assessment draws on a range of evidence, including teacher observations and more formal assessments (such as e-asTTle). My intention is that assessment expectations will include the need to use some information from standardised tools. However, before that can be made a requirement, fit-for-purpose tools will need to be available which align to the updated curricula and new practice models.
- 24 This means that the timing for implementation of requirements relating to assessment tools and practices may need to be phased. Timing will need to be considered in the context of future decisions about tool replacement and creation as the updated curricula are finalised and the supporting tools needed are confirmed, including any associated funding implications. Initially the practice models will provide direction on how to use existing assessment practices and tools in the context of the updated curricula. Work is underway to identify where updated or additional tools may be needed for adding into the practice models in the future. This includes development of a business case for replacement of e-asTTle.
- 25 The Ministry of Education (the Ministry) will be providing a range of supports to help schools and kura meet these requirements. This includes frontline support (e.g., recently introduced Curriculum Leads and Leadership Advisers), guidance, access to professional learning, assessment tools, and resources for teaching and learning. A suite of supports are already available, and more will be added over time, with a particular focus over the next two years on supports for the implementation of the practice models as leaders

and teachers test and use them in their classrooms. Additional teacher only days have also been provided for schools and kura to support their implementation of the changes.

- 26 The phased approach also recognises constraints in the funding available to support implementation, particularly at pace, and for establishing robust mechanisms for monitoring and responding to school and kura use of the practice models. While the Government has made significant investments through recent Budgets, this prioritised the more immediate design and development phases.

*Status of the practice models in early learning*

- 27 The practice models include components for early learning so these announcements may generate questions about their status in that sector. The practice and progress tools which will be part of the Common Practice Model for literacy & communication and maths in the early learning sector have previously been communicated to the sector as optional tools, or guidance. At this stage, I do not intend for this to change or to take a different approach with the Ako Framework.
- 28 This is because curricular expectations of early learning services have been recently updated by formally issuing an expanded legal curriculum framework for licensed early childhood services (including ngā kōhanga reo) and certified playgroups [CAB-22-MIN-0251 refers]. These changes take effect from 1 May 2024 and are supported by related actions to improve quality as part of the Early Learning Action Plan.

*Status of the practice models for the profession*

- 29 The direction I have set out above is focussed on setting expectations for School Boards. This is because my regulatory influence on the practice of teachers in relation to their curriculum duties is via requirements on their employers, with the Teaching Council of Aotearoa New Zealand (Teaching Council) holding key levers to regulate professional practice directly.
- 30 My expectation is that the models will also be incorporated into approaches for teaching and learning used by Initial Teacher Education (ITE) providers. As part of implementation, the Ministry is working in partnership with ITE providers, the Teaching Council and Education Review Office (ERO) to support the shifts in teacher practice being realised. The response from ITE representatives has been positive to date, with a number already indicating that they would be interested in trialling the practice models.

- 31 9(2)(f)(iv)





**The changes will help with the quality of teaching and with how teachers and parents understand how each child's learning is going**

- 32 Including the practice models as part of curriculum requirements will place obligations on School Boards to ensure their principal and staff use them to underpin their teaching and learning programmes – providing clear expectations for the 'how' of teaching. The practice models are, however, designed first and foremost to provide teachers with practical direction as they plan and deliver their day-to-day, week-to-week teaching and learning programmes for literacy and maths.
- 33 The practice models will be underpinned by an aligned suite of supports, resources and professional learning from the Ministry for leaders, teachers, and School Boards in all settings. In the classroom itself, curriculum-aligned resources and supports will provide teachers with trusted, effective tools to support their lesson planning, teaching and assessment. The nature and level of implementation support which can be provided will be constrained by available resourcing.
- 34 The practice models complement the rest of the curricula, which provide clear holistic visions for young people, high level expectations for practice across all curriculum areas and the expected learning outcomes and progress that teachers need to notice, recognise and respond to. The progressions of learning in the curricula underpin how teachers, students, families and decision-makers will be able to judge whether each student is getting what they need to be successful. The curricula signal the approach to assessment and reporting, which includes taking urgent action when learning is not progressing.
- 35 The refreshed approaches to clarifying progress expectations is strengths-based with a holistic focus on the child and their social, emotional and cognitive learning. The progressions are designed to secure success for all students as they move through its phases, while recognising that students start at different points and learn at different paces. Teachers adapt their practice, supported by the practice models, so that what each student understands, knows and can do increases in breadth and depth across all phases and that they are revisiting and consolidating prior learning.
- 36 Assessment expectations will provide greater clarity in relation to existing expectations for monitoring and reporting of student performance in the Education and Training Act 2020 and the Education (School Boards) Regulations 2020. This will provide a common basis for the information families will receive about what their children are expected to learn and what progress they have made towards that. Updated requirements for school level reporting have been put in place through Education (School Planning and Reporting) Regulations 2023 [LEG-23-MIN-0099 refers]. These require schools to have a particular emphasis on literacy and mathematics and/or te reo matatini and pāngarau in their annual implementation plans.

## The new regulatory requirements will be implemented through the existing curricula regulatory framework

- 37 Teaching and learning programmes are regulated through obligations on School Boards. Appendix 3 provides an overview of current requirements for the NZC, with Appendix 4 providing an overview for TMoA. ERO is responsible for reviewing whether schools and kura are meeting regulatory requirements and implementing a good quality curriculum. The Ministry is responsible for acting and providing support when schools and kura are struggling to meet requirements. Where necessary, this can include the use of a graduated suite of statutory interventions.
- 38 The Ministry and ERO monitor curriculum now, but different approaches may be needed to reflect the greater specificity of the updated curricula and new practice models which will take time to develop. There are limitations on the nature and level of monitoring that the Ministry and ERO can undertake within available resourcing. Initially, the monitoring approach will include:
- 38.1 Requiring schools to attest compliance through the Board Assurance Statement completed as part of ERO reviews.
  - 38.2 Insights from ERO review visits and bespoke evaluative activities for the wider refresh of the New Zealand Curriculum. 9(2)(f)(iv)
  - 38.3 Insights from what schools and kura put in their strategic planning and reporting documents, noting that the regulatory requirements for these include requirements to have a particular emphasis on literacy and mathematics or te reo matatini and pāngarau in their annual implementation plans.
  - 38.4 Baseline information on teacher capability and student experiences in the context of Mathematics & Statistics and English learning areas of the NZC from the new Curriculum Insights & Progress Study for 2024. Monitoring approaches for TMoA are in development as part of its redesign.
- 39 The Teaching Council has responsibility for regulation of the profession. This includes professional standards and requirements for Initial Teacher Education. How the Teaching Council executes these duties is influenced by the curriculum requirements of school boards (as the employers of teachers), but the national curricula do not set direct requirements for the profession.

## Cost-of-living Implications

- 40 There are no cost-of-living implications from the proposals in this paper.

## Financial Implications

- 41 Work is being progressed through the Ministry's baseline funding, alongside significant additional investment in curriculum and assessment through Budget initiatives in 2021 and 2022. Further investment to help to address professional learning cost pressures was made in 2023. The next steps outlined in this paper are important for realising the benefit of that investment in classroom teaching.

42 9(2)(f)(iv)

43

## Legislative Implications

- 44 There are no legislative implications from the proposals in this paper.

## Te Tiriti o Waitangi

- 45 Curriculum regulatory requirements and the practice models must respond to the needs of all parts of our education system, including Te Tiriti o Waitangi partners and kaupapa Māori and Māori medium education pathways. Kura and schools have autonomy to develop their school curriculum, which enables flexibility for them to determine their teaching and learning programmes. Whānau Māori are also able to choose the pathway they believe will enable their tamariki and rangatahi to learn and achieve educational success as Māori. This is essential to support Crown obligations under Te Tiriti o Waitangi and its principles.

- 46 The Ministry is working and engaging with Māori as it updates both curricula and develops the practice models. Planned changes to curriculum requirements will be of high interest to groups with responsibilities in the kaupapa Māori education pathway. It is likely that requirements will be seen as limiting the kaupapa of some groups, noting that some groups already hold these concerns in relation to existing curriculum requirements. The changes in this paper provide an opportunity for bespoke solutions 9(2)(f)(iv) to be developed if necessary. It may take time to work through whether bespoke solutions are

needed, 9(2)(f)(iv)

- 47 Given the likely interest and concern, I seek your agreement, subject to discussion with the Associate Minister of Education (Māori Education) that I communicate my intent to groups with responsibilities in the kaupapa Māori education pathway as appropriate, including Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa and Ngā Kura ā Iwi o Aotearoa. This communication will acknowledge their interests and make clear that the Ministry will work with them as work progresses to advise me on where bespoke arrangements may be needed in relation to curriculum requirements. This may include adjusted implementation dates for schools and kura who align the beginning of their school year to Matariki.

### Impact Analysis

- 48 Once complete, the updated curricula and practice models will be issued by the Minister of Education under delegated authority provided in section 90 of the Education and Training Act 2020. This does not require a regulatory impact statement.
- 49 Note that updates to regulatory requirements in the national curricula are accompanied by a suite of non-regulatory changes to support schools and kura to deliver the national curricula in ways that are responsive to each of their students, their contexts and communities.
- 50 This paper also does not meet the criteria for a climate implications analysis to be required.

### Population Implications

- 51 This proposal relates to the education portfolio and therefore directly affects children and a range of population groups, including Māori, Pacific peoples, ethnic communities, disabled people and LGBTQIA+ communities. Learners affected by persistent inequities in the education system are more likely to be Māori, Pacific, disabled and/or from lower socio-economic communities. This impacts not just on learners, but also on their families, their communities and ultimately Aotearoa New Zealand society as a whole.
- 52 The curriculum and assessment changes underway are being designed to support teaching and learning that is inclusive of the diversity of all learners from the outset. The expectations set will reflect evidence-based teaching approaches and practices that improve learning and wellbeing for those population groups currently underserved by the education system – particularly ākonga Māori and their whānau, Pacific learners and their families, and disabled children and their families. This includes considering intersecting needs, for example those of disabled Māori.

- 53 Lifting the quality of teaching and learning will contribute to realising the aspirations of other strategies, which are working together to positively transform the education system in Aotearoa New Zealand, such as Ka Hikitia – Ka Hāpaitia, Tau Mai Te Reo, the Early Learning Action Plan, the Learning Support Action Plan, the Action Plan for Pacific Education, and the New Zealand Disability Strategy. These other strategies are also guiding the development and implementation of the practice models and other actions to strengthen the teaching and learning of te reo matatini and pāngarau, literacy and maths.

### Human Rights

- 54 I consider that any changes that proceed from this work will be consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

### Consultation

- 55 Consultation on the content of the updated curricula and practice models is built into their development process. For the practice models, this includes a focus on testing in the field with the planned 2026 ‘mandating’ date to be reviewed in early 2025 to take into consideration any changes needed and the readiness of wider system conditions.
- 56 The Treasury, Public Service Commission, Department of the Prime Minister and Cabinet, Education Review Office, Te Puni Kōkiri, Ministry for Pacific Peoples, Ministry for Women, Department of Internal Affairs, Ministry for Ethnic Communities, Tertiary Education Commission, Oranga Tamariki, Whaikaha – Ministry of Disabled People, Te Arawhiti, Ministry of Social Development, Ministry of Youth Development, Ministry of Justice, Ministry of Business, Innovation and Employment and Ministry of Culture and Heritage have been consulted in the preparation of this paper and feedback received has been incorporated.

### Communications

- 57 I am seeking your agreement to communicate to the sector and wider public my expectation that all teachers will use the full updated curricula and new practice models and the timeline for those becoming part of curriculum regulatory requirements of School Boards. Future engagement on the updated curricula content and new practice models will provide an opportunity for feedback as it will be easier for people to consider the implications of this in the context of looking at the content, including what aspects would be a ‘must’, ‘should’ or ‘may’.
- 58 I will be making clear that the earlier timelines for the Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of the national schooling curricula and the practice models reflects the Government’s focus on literacy and maths, te reo matatini and pāngarau as foundational skills, but that our commitment to wellbeing and progress across the curricula remains.

- 59 Communications will also plainly describe the practice models so that people, including parents and whānau, can readily understand what they are, what they will do, and what they can expect in teaching, learning and reporting.
- 60 We have already extended the implementation of the full curricula and NCEA changes in response to sector concerns to provide time for them to prioritise foundation learning. I am aware that the sector is concerned about the supports that will be available. Communications will make clear, at a high level, what will be happening each year in terms of implementation support as we step towards the each of the 'mandating' dates.
- 61 The Ministry will work with groups with responsibilities in the kaupapa Māori education pathway on where any bespoke arrangements may be needed in relation to curriculum requirements.

### Proactive Release

- 62 I intend to release the material within this Cabinet paper within 30 days after decisions have been made by Cabinet, subject to any redactions as appropriate under the Official Information Act 1982.

### Recommendations

The Minister for Education recommends that the Committee:

- 1 **note** that the Minister of Education has decided to require implementation of the refreshed learning areas of Mathematics & Statistics and English in the New Zealand Curriculum (NZC) and the redesigned curriculum areas of Te Reo Māori and Pāngarau in Te Marautanga o Aotearoa (TMoA) from the beginning of 2025, with schools and kura encouraged to begin using the updated content earlier;
- 2 **note** that the remainder of the refreshed NZC and redesigned TMoA are planned to become requirements from the beginning of 2027;
- 3 **note** that to provide greater specificity about expectations for literacy & communication, maths, te reo matatini and pāngarau, practice models are being developed to set out the effective teaching and assessment practices for teachers to use;
- 4 **agree** that a regulatory approach to the practice models should be taken, so that their use is required by School Boards;
- 5 **note** that the timing for use of the practice models to become requirements on School Boards is currently planned for the beginning of 2026 but that this will be confirmed in early 2025 following a review of insights from their use and implementation activities during 2024;
- 6 **note** that there is no intention at this stage for the practice models to become a regulated requirement in early learning given other changes to the curriculum framework which have just been made;



- 7 **agree** that the Minister of Education communicates the timeline and direction in this paper to the sector and wider public, including her decision that practice models will become part of curriculum regulatory requirements of School Boards;
- 8 **note** that the Ministry of Education will work with groups with responsibilities in the kaupapa Māori education pathway to advise the Minister of Education on any bespoke regulatory requirements that may be needed in relation to curriculum requirements (including for the Ako Framework) to avoid limiting their kaupapa;
- 9 **agree** that the Minister of Education, in discussion with the Associate Minister of Education (Māori Education), will communicate this to Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa and other iwi and Māori groups as appropriate.

Authorised for lodgement

Hon Jan Tinetti  
Minister of Education

## Appendices

- Appendix 1: Planned timeline for progressing changes to curriculum regulatory requirements (literacy, maths, te reo matatini and maths focus)
- Appendix 2: Implementation timelines – comparisons with other curriculum and assessment changes
- Appendix 3: Current regulatory requirements for schools using the NZC
- Appendix 4: Current regulatory requirements for kura using TMoA

**Appendix 1: Planned timeline for progressing changes to curriculum regulatory requirements (literacy, maths, te reo matatini and maths focus)**

9(2)(f)(iv)



## Appendix 2: Implementation timelines – comparisons with other curriculum and assessment changes

	Intent	Draft available	Final Available	Legally required
Current New Zealand Curriculum (NZC)	2002	2006	2007	February 2010
Current Te Marautanga o Aotearoa	2002	2007	2008	February 2011
National Standards and Ngā Whanaketanga Rumaki Māori	Policy of incoming Government in 2008 Enabling legislation December 2008	May 2009	October 2009	2010 and 2011 respectively with reporting to Ministry from 2012
Digital technologies and Hangarau Matihiko	Review initiated July 2014 Intent to add confirmed July 2016	July 2017	December 2017	January 2020
Aotearoa New Zealand's histories and Te Takanga o Te Wā	September 2019	January 2021	March 2022	January 2023
Mathematics & Statistics and English learning areas As part of the full refresh of the NZC	Review for scope of changes initiated September 2019 Confirmation that changes would be made February 2021	September 2022 (partial) March 2023 (with all progress steps)	May 2023	January 2025
Te reo Māori and Pāngarau tīrewa ako As part of the full redesign of TMOA		<i>Early 2024</i>	<i>Mid 2024</i>	
Remainder of the refreshed NZC		<i>In phases from 2021 to 2025</i>	<i>Early 2026</i>	<i>January 2027</i>
Remainder of the redesigned TMOA		<i>In phases through to 2025</i>	<i>Early 2026</i>	<i>January 2027</i>
Common Practice Model	<i>Intent to require communicated August 2023</i>	Phase 1: March 2023 9(2)(f)(iv)	<i>During 2025</i>	<i>January 2026</i>
Ako Framework				

*Dates in italics are planned and subject to future ministerial decisions.*

## Appendix 3: Current regulatory requirements for schools using the NZC



\* This diagram describes the settings for the NZC. The legislative framework for Te Marautanga o Aotearoa is online: [Te Marautanga o Aotearoa | Kāwhata Reo](#) and [Te Marautanga o Aotearoa / Kāinga - TMOA \(tka.org.nz\)](#). Schools must choose to develop and implement a curriculum based on either the NZC or Te Marautanga o Aotearoa. If a school has a bilingual class or classes where Māori is one of the languages of instruction, it may develop and implement a curriculum based on Te Marautanga o Aotearoa for those classes, and on the NZC for the rest of the school, in Gazette Notice: [2009-go8817](#).

## Appendix 4: Current regulatory requirements for kura using TMOA



\* He hoahoa whakawhanake tūhinga tānei mō Te Marautanga o Aotearoa. He kōwhiri rawa ngā kura ki te whakawhanake me te whakatūhanga i  
te marautanga i runga anō i Te Marautanga o Aotearoa i te New Zealand Curriculum rānei.

Me he akomanga reorua tō te kura e kawea ana i te reo Māori hei reo whakawhanake, ka āhau te whakawhanake me te whakatūhanga i te marautanga i runga anō i  
Te Marautanga o Aotearoa ki ake akomanga, ā, me te New Zealand Curriculum mō tētahi atu whāinga o te kura, tirohia te Pānuitanga Kāhiti o Aotearoa, 2009-go8817.  
Kia <https://nzcurriculum.tk1.org.nz/The-New-Zealand-Curriculum> te ānga ture e pā ana ki te New Zealand Curriculum.





# Cabinet Business Committee

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Setting Clear Expectations for Quality Teaching of Literacy and Maths

Portfolio                      Education

On 7 August 2023, the Cabinet Business Committee:

- 1        **noted** that the Minister of Education has decided to require implementation of the refreshed learning areas of Mathematics, Statistics, and English in the New Zealand Curriculum (NZC) and the redesigned curriculum areas of Te Reo Māori and Pāngarau in Te Marautanga o Aotearoa (TMoA) from the beginning of 2025, with schools and kura encouraged to begin using the updated content earlier;
- 2        **noted** that the remainder of the refreshed NZC and redesigned TMoA are planned to become requirements from the beginning of 2027;
- 3        **noted** that to provide greater specificity about expectations for literacy and communication, maths, te reo matatini and pāngarau, practice models are being developed to set out the effective teaching and assessment practices for teachers to use;
- 4        **agreed** that a regulatory approach to the practice models should be taken, so that their use is required by School Boards;
- 5        **noted** that the timing for use of the practice models to become requirements on School Boards is currently planned for the beginning of 2026, but that this will be confirmed in early 2025 following a review of insights from their use and implementation activities during 2024;
- 6        **noted** that there is no intention at this stage for the practice models to become a regulated requirement in early learning given other changes to the curriculum framework, which have just been made;
- 7        **agreed** that the Minister of Education communicates the timeline and direction in the paper under CBC-23-SUB-0017 to the sector and wider public, including her decision that practice models will become part of curriculum regulatory requirements of School Boards;
- 8        **noted** that the Ministry of Education will work with groups with responsibilities in the kaupapa Māori education pathway to advise the Minister of Education on any bespoke regulatory requirements that may be needed in relation to curriculum requirements (including for the Ako Framework) to avoid limiting their kaupapa;



- 9 **agreed** that the Minister of Education, in discussion with the Associate Minister of Education (Māori Education), will communicate this to Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa and other iwi and Māori groups as appropriate.

Jenny Vickers  
Committee Secretary

---

**Present:**

Rt Hon Chris Hipkins (Chair)  
Hon Carmel Sepuloni  
Hon Kelvin Davis  
Hon Grant Robertson  
Hon Dr Megan Woods  
Hon Jan Tinetti  
Hon Dr Ayesha Verrall  
Hon Willie Jackson  
Hon Andrew Little  
Hon David Parker  
Hon Ginny Andersen

**Officials present from:**

Office of the Prime Minister  
Department of the Prime Minister and Cabinet



# Cabinet

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Report of the Cabinet Business Committee: Period Ended 11 August 2023

On 14 August 2023, Cabinet made the following decisions on the work of the Cabinet Business Committee for the period ended 11 August 2023

Out of Scope

CBC-23-MIN-0017

**Setting Clear Expectations for Quality Teaching of  
Literacy and Maths**  
Portfolio: Education

CONFIRMED

Rachel Hayward  
Secretary of the Cabinet

**Briefing Note: Reducing variation in relation to teaching practice through higher levels of expectation set nationally**

<b>To:</b>	Hon Jan Tinetti, Minister of Education		
<b>Cc:</b>	Hon Kelvin Davis, Associate Minister of Education (Māori Education) Jo Luxton, Parliamentary Under-Secretary to the Minister of Education		
<b>Date:</b>	31 March 2023	<b>Priority:</b>	Medium
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1307635
<b>Drafter:</b>	Anya Pollock Paul Aitken	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Pauline Cleaver Kiritina Johnstone	<b>DDI:</b>	
<b>Messaging seen by Communications</b>	N/A	<b>Round Robin:</b>	No

**Proactive Release**

1. **agree** that this briefing is not published at this time as it provides free and frank advice to inform future decisions, noting that its release will need to be considered as part of future communications once decisions have been made.

**Agree / Disagree.**

  
Ellen MacGregor-Reid  
**Hautū | Deputy Secretary**  
**Te Poutāhū | Curriculum Centre**

30/03/2023

  
Hon Jan Tinetti  
**Minister of Education**

02/04/2023

  
Andy Jackson  
**Hautū | Deputy Secretary**  
**Te Puna Kaupapahere | Policy**  
30/03/2023

## Purpose of Report

---

The purpose of this paper is to support a strategic discussion with you on reducing variation in relation to teaching practice through higher levels of expectation set nationally. This discussion is scheduled for Thursday 6 April.

This paper also progresses work exploring a potential regulatory framework for the ongoing stewardship of curriculum agreed to as part of the response to the advice of the Curriculum, Progress and Achievement Ministerial Advisory Group.

We would like your direction on the following matters to inform the development of more detailed advice:

- Should Te Mātaiaho (the refreshed New Zealand Curriculum) and Te Tīrewa Marautanga (redesigned Te Marautanga o Aotearoa) be issued in full as regulatory requirements for school boards? This does not preclude requirements being phased in over time by formally issuing some parts earlier or later. *[refer paragraphs 15 to 18]*
- Should the Common Practice Model (for literacy & communication and maths) and the Ako Model (for te reo matatini me te pāngarau) have regulatory status in schooling to set expectations in relation to pedagogy and practice, including assessment and aromatawai? *[refer paragraphs 19 to 26 and Table 1]*
- Would you like advice on regulating the practices models in early learning? *[refer paragraphs 27 to 28]*
- 9(2)(f)(iv)
- 
-

## Summary

---

1. Currently national level settings for curriculum allow for relatively high levels of local autonomy. This balance is appropriate in systems characterised by relatively high and uniform levels of the capacity of professional practice and learner outcomes. There is a case to be made that our system does not currently reflect those attributes. The government's response to the Curriculum, Progress and Achievement Ministerial Advisory Group (CPA MAG) identified a need to rebalance curriculum responsibility to better provide for consistency and equity [SWC-19-MIN-0101 refers].
2. As well as setting clear expectations, the purpose of regulating is to make it clear that firmer measures could be taken if there are schools or kura that decide not to engage and aren't achieving satisfactory quality or equity of practice and/or outcomes for learners. Signalling an intention to set requirements for schools and kura could also sharpen pressure on the system to do more to create the conditions for those expectations to be met.
3. There are future decisions to make about what expectations are set nationally as regulatory requirements as part of finalising the refreshed New Zealand Curriculum (NZC) and redesigned Te Marautanga o Aotearoa (TMoA). We would, however, like your direction now on whether you intend for Te Mātaiaho (the refreshed NZC) and Te Tīrewa Marautanga (redesigned TMoA) be issued in full as regulatory requirements for school boards. Currently some parts have the status of guidance, leaving their interpretation and implementation to chance.
4. There is some demand to have clarity now about the status of the Common Practice Model and we expect this will also be the case for the Ako Model, i.e. whether they will set regulated expectations in relation to pedagogy and practice, including assessment and aromatawai. It is too early to provide advice on what specific requirements could be set in relation to the models given that they are still being designed, but we would like your direction on the status you intend the practices models to have. There are three broad approaches that could be taken in schooling:
  - a. Position Common Practice Model and Ako Model as guidance.
  - b. Position Common Practice Model and Ako Model as the way schools and kura are expected to meet regulated curriculum obligations. This is dependent on the Essential Pedagogies part of Te Mātaiaho and Ngā Tini Mata o Te Whakaako (pedagogical principles and evidence-informed approaches to teaching and learning across Te Tīrewa Marautanga) being gazetted as foundational curriculum policy statements.
  - c. Issue Common Practice Model and Ako Model as a regulatory requirement, eg through a foundational curriculum policy statement.
5. These each have benefits and risks. A regulatory approach requires careful design of requirements, based on a strong evidence base, to avoid unintended consequences and maintain local flexibility and professional autonomy where it matters most. Careful design is also needed to enable Māori to exercise their authority and agency in education.
6. A move to a tighter regulatory approach is more likely to be accepted if there is widespread agreement for, and understanding of, the requirements; confidence that they will enable each learner to reach their potential secure in their identities, languages and cultures; and if it follows a capability building approach. This includes sufficient opportunity for

professional learning alongside practical tools and resources and alignment of wider system conditions which impact on people being well-placed to meet any expectations set.

7. A decision not to tighten regulations at this point does not preclude it being an option in the future if system-level monitoring indicate that a voluntary approach is not bringing about the level of change learners need. However, waiting to decide regulatory status later is an option that could create uncertainty in the short term. Timing risks can be managed through establishing formal transition periods. Concerns about the need to have capability building and wider system conditions in place can be managed through long lead in times for regulation to come into effect and clear communication about the available support.
8. Regardless of decisions made to update or add to regulatory requirements in relation to curricula, teaching, learning and/or assessment and aromatawai, it is important that the curriculum regulatory system is designed and used effectively to support high quality curriculum nationally and locally. 9(2)(g)(i)

9(2)(f)(iv)

9(2)(f)(iv)

9.



## Background

---

1. The quality of teaching and learning is the biggest in-school/service impact on learner outcomes. Our education system has some world leading practice, but our overall system story is one of variability, inconsistency and inequity. Negative impacts on wellbeing, presence, participation and progress disproportionality affect learners who are Māori, Pacific, disabled, and/or from lower socio-economic communities. Teachers, kaiako, and leaders are on the receiving end of multiple messages about 'quality practice' and efforts to help them grow their practice, which can conflict with one another and may not be informed by our best collective knowledge about effective practices.
2. There is work to do to create widespread trust and confidence that the curriculum each learner experiences is providing what they need to thrive and learn today and throughout their lives. Te Poutāhū is leading a comprehensive curriculum, assessment and aromatawai work programme [METIS 1245699 refers] to provide leadership and support for improving the quality of teaching and learning.
3. This paper is focussed on the 'clear expectations' aspect of the curriculum, assessment and aromatawai work programme in relation to our national curricula. It is intended to support a strategic discussion with you about opportunities to set higher levels of expectation, particularly in schooling.
4. This paper also considers the design and use of the curriculum regulatory system more broadly from a stewardship perspective. This includes coherence across the curriculum regulatory system with expectations for giving effect to Te Tiriti o Waitangi (Te Tiriti). This is intended to support a strategic discussion with you 9(2)(f)(iv)

## Setting regulated curriculum expectations for early learning services, schools and kura

---

5. New Zealand has four national curricula documents which consist of some content which has the status of regulation and some which has the status of guidance. These are:
  - a. *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa Early childhood curriculum* (used in the early learning sector)
  - b. *Te Whāriki a Te Kōhanga Reo* (used in Kōhanga Reo)
  - c. *The New Zealand Curriculum* (designed for use in English Medium schools)
  - d. *Te Marautanga o Aotearoa* (designed for use in Māori language immersion schools and settings).
6. For schooling, the regulatory aspects consist of foundational curriculum policy statements and national curriculum statements issued under section 90 of the Education and Training Act 2020 (the Act). School boards are required to give effect to their obligations in relation to these documents, including in their teaching and learning programmes and the monitoring and evaluation of student performance. Existing requirements on schools and kura are set out in Annexes 1 and 2 and will be updated through the refresh of the NZC

and redesign of TMoA. For early learning, the regulatory aspects consist of curriculum frameworks<sup>1</sup> issued under section 23 of the Act. Early learning services are required to plan, implement and evaluate a curriculum consistent with any curriculum framework prescribed for their service type.

7. Our system change approach is currently focussed on using relationships, collaborative design, awareness, and differentiated support to create awareness and move people to action that brings about the changes needed for schools and kura to meet the expectations in the national curricula. This reflects what we know<sup>2</sup> about achieving culture and behaviour change in complex systems. As well as setting clear expectations, the purpose of regulating is to make it clear that firmer measures could be taken if there are schools or kura that decide not to engage and aren't achieving satisfactory quality or equity of practice and/or outcomes for learners. Signalling an intention to set requirements for schools and kura could also sharpen pressure on the system to do more to create the conditions for those expectations to be met.
8. Creating clarity about the obligations of school boards (section 127 of the Act) and what school boards must ensure their principal and staff do when developing teaching and learning programmes, and monitoring, evaluating and reporting on them (sections 164 and 165 of the Act) is the mechanism which enables a strong connection with the monitoring and improvement (or intervention) framework. This is an important backbone for noticing, recognising and responding to concerns about quality and/or learner outcomes.

*When making decisions about what to require in regulation, national and local responsibilities need to be balanced*

9. Currently national level settings for Aotearoa New Zealand allow for relatively high levels of local autonomy. This balance is appropriate in systems characterised by relatively high and uniform levels of the capacity of professional practice and learner outcomes. There is a case to be made that our system does not currently reflect those attributes. The government's response to the CPA MAG identified a need to rebalance curriculum responsibility at national and local levels to better provide for consistency and equity [SWC-19-MIN-0101 refers]. This is also intended to help make the work of kura and schools more manageable.
10. In high performing jurisdictions there is a clear association between system performance and relatively high levels of professional autonomy over teaching and learning decisions. Sinnema<sup>3</sup> notes that autonomy, when intelligently combined with accountability, has been associated with better student performance. Importantly, Sinnema also says that 'the appropriate weight to give to the various system conditions when making curricular autonomy decisions will vary from place to place and at different times.' Figure 1 illustrates the factors identified by Sinnema as important to consider.

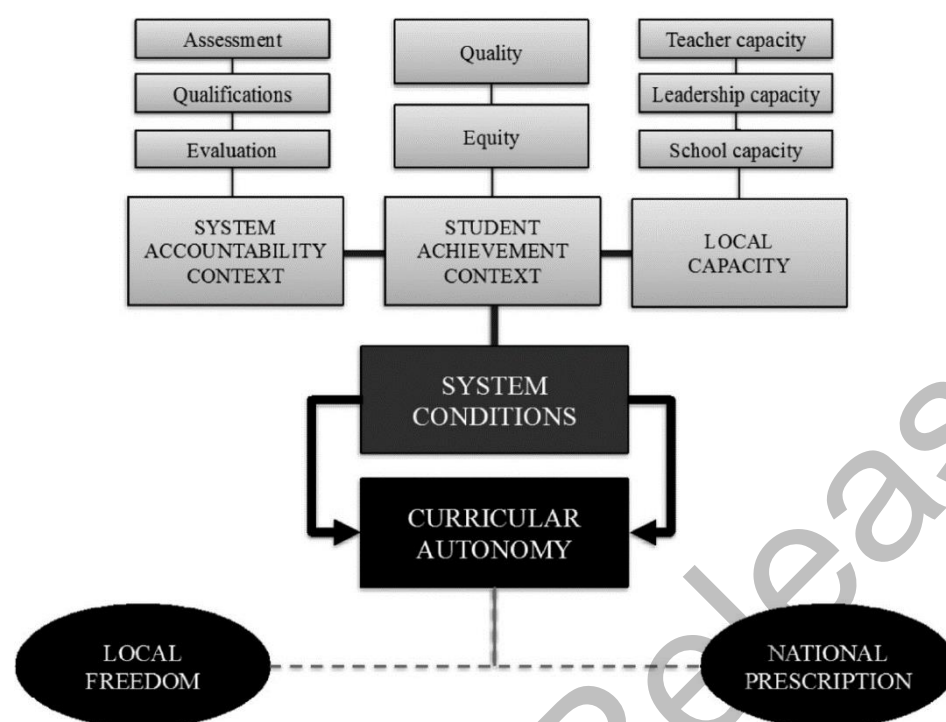
---

<sup>1</sup> Planned updates to the curriculum framework [METIS 1289655 refers] will mean that services other than those affiliated to Te Kōhanga Reo National Trust must implement the principles, strands, goals and learning outcomes of *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa Early childhood curriculum*. For ngā kōhanga reo, the framework is being expanded to now include Te Taura Whāriki | Te Katoa o te Mokopuna.

<sup>2</sup> Internal think piece: Supporting culture and behaviour change across our education / schooling system. January 2020.

<sup>3</sup> Sinnema, Claire. 'The Ebb and Flow of Curricular Autonomy: Balance Between Local Freedom and National Prescription in Curricula' in *The SAGE Handbook of Curriculum, Pedagogy and Assessment: Two Volume Set*. 2016.

Figure 1: Balance in curricular autonomy: the role of system conditions



11. These ideas and themes resonate across English medium, kaupapa Māori and Māori medium pathways, but the specifics will look different. This reflects the need for a system that learns to understand and respond to what each pathway needs rather than assuming sameness. To enable a system that is responsive to each of its learners, any prescription needs to be based on best collective knowledge about effective curriculum, pedagogical, assessment and aromatawai practices for meeting the needs of diverse learners, but still with a lot of local freedom to respond to the needs of their learners, families, tangata whenua and communities.
12. Internationally, jurisdictions sit in different places on the spectrum between local freedom and national prescription, and within jurisdictions they may be in different places for different elements of curriculum and practices. In relation to pedagogy, Australia has a flexible approach in its national and state curricula but has a more structured approach in the Australian Professional Standards. England is generally at the more prescriptive end of the spectrum, including mandating phonics as the route to early literacy and high degrees of prescription around initial teacher training). Estonia have set required minimum teaching time for compulsory and elective subjects at primary and secondary level and in Finland, time allotments for specific subjects are also suggested and listed within the curriculum. There is no 'best way' to do things. Broadly speaking, those jurisdictions which are most effective, including in turning around a decline in maths<sup>4</sup>, have a sustained focus on the quality of professional practice and aligning system levers to support it.
13. The direction of travel initially signalled for the refresh of the NZC and redesign of TMOA moves us along the spectrum towards greater national prescription with the government leading decisions on the learning that all students need, while providing space for Māori to exercise authority and agency in education. Collaborative work to inform decisions on

<sup>4</sup> Countries Improving in Maths: Report on countries that have turned around declining mathematics Performance. Ministry of Education (Steve May and Megan Chamberlain). Available at: [Countries-Improving-in-Maths-report.pdf](#)

the scope of the refresh and redesign identified that there was also a need for the national curricula to be clear about the characteristics of quality local curriculum and marau ā-kura [CBC-21-MIN-004], which is about the 'how' of curriculum design and delivery. Central to the Literacy & Communication and Maths Strategy and Hei Raukura Mō te Mokopuna is the development of evidence-based practices models, which support the national curricula by providing clarity and direction about effective teaching of literacy & communication and maths (Common Practice Model), te reo matatini me te pāngarau (Ako Model) from early learning through to secondary schooling.

14. Curricular autonomy can be part of enabling Māori to exercise their authority and agency in education, but this is dependent on how regulations, schools and kura give effect to Te Tiriti as part of meeting their primary objectives (section 127(1)(d) of the Act) and how the national curricula create and hold space for tangata whenua as partners in curriculum locally. This does not detract from national responsibilities to give practical effect to Te Tiriti in the national curricula content, consistent with Ka Hikitia – Ka Hāpaitia and Tau Mai Te Reo. This is important for providing equity for ākonga Māori in terms of access to quality teaching and learning wherever they access publicly funded education. It is also important for supporting quality teaching and learning, equity and outcomes in kaupapa Māori and Māori medium education pathways while still enabling different ideas, priorities and ways of working toward realising Māori aspirations.

*There are choices to make about adding to the elements of the national curricula that are issued as regulatory requirements for school boards*

15. There are future decisions to make about what expectations are set nationally as regulatory requirements as part of finalising the refreshed New Zealand Curriculum (NZC) and redesigned Te Marautanga o Aotearoa (TMoA). This includes choices about what is described as a “must”, “should” or “may” within the curricula documents to appropriately balance national and local responsibilities. We will provide advice on specific requirements before final decisions are made in on the updated curricula to be formally issued for use by schools and kura.
16. We would, however, like your direction now on whether you intend for Te Mātaiaho (the refreshed NZC) and Te Tīrewa Marautanga (redesigned TMoA) be issued in full as regulatory requirements for school boards. This would still provide space for choices to be made regarding the specific requirements that are placed on school boards. Currently some parts have the status of guidance, leaving their interpretation and implementation to chance. For example, the effective pedagogy and the school curriculum design and review sections (which includes assessment) of the NZC are currently guidance. Providing clarity that each curriculum will be issued in full will signal that there will be expectations put in place for school curriculum design and delivery, including pedagogy and assessment,
17. Te Tīrewa Marautanga is designed as a coherent whole that is underpinned by Te Tamaiti Hei Raukura conceptual framework [METIS 1283316 refers]. Te Mātaiaho is based on a whakapapa which brings all the parts together as an integrated whole [METIS 1304330 refers]. Both curricula are best issued in full to uphold their integrity regardless of decisions about the balance between national and local responsibilities in the actual drafting of the curriculum content (ie what is a must, should or may).
18. Signalling an intent to ultimately issue the refreshed and redesigned curricula in full does not preclude you deciding to phase in requirements over time by formally issuing some parts of the curricula earlier or later.

*There are choices to make about the status of the Common Practice Model and Ako Model*

19. The development of the Common Practice Model for Literacy & Communication and Maths [METIS 1303343 refers] is intended to provide kaiako and teachers in English language pathways with far greater clarity on, and better support for, teaching, learning and assessment. It is also intended to enable a coherent and common approach to underpin all supports and teacher education. It connects with and supports both Te Whāriki and Te Mātaiaho.
20. The Ako Model is currently in early development for te reo matatini and pāngarau and will sit within Ngā Tini Mata o Te Whakaako (the framework outlining pedagogical principles and evidence-informed approaches to teaching and learning across Te Tīrewa Marautanga) [METIS 1283316 refers].
21. There is a need to consider how these practices models sit in the regulatory system, and whether parts or all of them should be required. There is some demand to have clarity now about the status of the Common Practice Model and we expect this will also be the case for the Ako Model. It is too early to provide advice on what specific requirements could be set in relation to the models given that they are still being designed, but we would like your direction on the status you intend the practices models to have.
22. Table 1 on the next page sets out the key choices in relation to setting expectations for the use of the two models, with early learning discussed in paragraph 26. The choices are similar for both models, but decisions on the approach for the Ako Model will need to reflect the context of kaupapa Māori and Māori medium education pathways. Implementation of the models will need to be accompanied by access to quality professional learning and this is already built into our work programme [METIS 1266721 refers] noting it is dependent on investment being sufficient and well targeted to meet needs.
23. The options set out in Table 1 each have benefits and risks. A regulatory approach requires careful design of requirements, based on a strong evidence base, to avoid unintended consequences<sup>5</sup> and maintain local flexibility and professional autonomy where it matters most. Careful design is also needed to enable Māori to exercise authority and agency in education, particularly through developing and leading kaupapa Māori education pathways.
24. All options are dependent on a coherent and aligned focus across system levers to bring about change on the ground. A move to a tighter regulatory approach is more likely to be accepted if there is widespread agreement for, and understanding of, the requirements; confidence that they will enable each learner to reach their potential secure in their identities, languages and cultures; and if it follows a capability building approach. This includes sufficient opportunity for professional learning alongside practical tools and resources and alignment of wider system conditions which impact on people being well-placed to meet any expectations set. We have recently advised you on our planned approach to strengthen professional learning support for kaiako and leaders to implement changes in 2023 and beyond [METIS 1266721 refers]. This is a necessary first step before consideration can be given to the sufficiency of investment.

---

<sup>5</sup> For example, in the context of work on Ending Streaming if we were to ban some clearly definable practices based on there being sufficient certainty of their harm in the evidence-base, we would risk people focusing on not falling within the definition of what is banned rather than on what is best for the wellbeing and learning of learners.

Table 1: Options for setting expectations in relation to the Common Practice Model (A3)

Option	What it looks like	Benefits	Risks
Option 1: Position Common Practice Model or Ako Model as guidance	Release the Common Practice Model as a resource to support the refreshed NZC, and/or the Ako Model as a resource to support the redesign TMoA, and: <ul style="list-style-type: none"> <li>design it to be clear and easy to use, and of practical value to teachers</li> <li>embed it into professional learning, curriculum resources and other services procured or provided by the Ministry</li> <li>promote its use through networks and regional staff (including the Curriculum Leads).</li> </ul>	Maximises flexibility for teachers to use other approaches if they wish (closest to the status quo).	Reliant on voluntary uptake, although the emphasis on numeracy and literacy through other changes, including priority 4 <sup>6</sup> of the National Education and Learning Priorities and the introduction of the new NCEA co-requisites should also drive uptake as people will be looking for support to meet these. No systematic monitoring to notice and respond to whether pedagogies and practices are being used (although can undertake evaluative activities). May not be a priority for school boards, including when changes are made in response to system learning. Reliant on ITE providers to include a focus on the models in their teacher education programmes, and a consistent approach across all teaching qualifications. This would require changes to ITE programme approval, monitoring and review requirements and The Code and Standards for the teaching profession.
Option 2: Position Common Practice Model or Ako Model as the way schools and kura are expected to meet regulated curriculum obligations	Gazette refreshed essential pedagogies content in Te Mātaiaho as part of foundational curriculum policies for the refreshed NZC. The pedagogies and practices in the Common Practice Model builds on this and the teaching considerations in the relevant national curriculum statements. Gazette Ngā Tini Mata o Te Whakaako as part of the foundational curriculum policies for the redesigned TMoA. The Ako Model builds on this and relevant national curriculum statements in relation to te reo matatini and pāngarau. Explicitly position the Common Practice Model and/or Ako Model as the way we expect schools and kura to meet these legal obligations without going as far as regulating the models themselves.	Slightly stronger approach which embeds the Common Practice Model or Ako Model into existing quality assurance mechanisms for curriculum delivery.	The success of this approach in achieving consistency is dependent on all who support teachers and schools (eg ITE providers, PLD providers, Curriculum Leads, Leadership Advisers, Networks) using it to underpin how they notice, recognise and respond to practice. Dependent on those in Te Mahau and the Education Review Office (ERO) with responsibility for quality assurance of schools and kura treating the Common Practice Model or Ako Model as the description of how legal obligations are to be met. Dependent on school boards as employers to drive practice changes at the teacher level via the principal supported by the Teaching Council exercising its functions to set and maintain standards for professional practice.
Option 3: Issue Common Practice Model or Ako Model as a regulatory requirement	Issue the Common Practice Model or Ako Model, or parts of, as a Foundational Curriculum Policy Statement <sup>7</sup> under section 90 of the Act. This would mean the Common Practice Model would be mandated in the same way as the Vision and Principles of the NZC are currently. Similarly, the Ako Model would be mandated in the same way as Te Āhua o ā Tātou Ākonga and Ngā Mātāpono Whānui for TMoA are currently. 9(2)(f)(iv)	Makes absolutely clear that schools and kura are to use the Common Practice Model and/or Ako Model. Embeds clear expectations for inclusive and equitable practice. Creates pressure on the system to do more to create the conditions for kaiako, teachers, schools and kura to meet those expectations (eg aligning investments). Makes it easier to use the support and intervention frameworks to drive improvement action where there are concerns about practice, which may enable more timely responses.	Need to be certain that the requirements are right, and that they will enable the needs of each learner to be met. This requires both a strong evidence base, and thoughtful design to avoid unintended consequences. Potential impacts on Māori exercising their authority and agency to develop and lead kaupapa Māori education pathways. Essential to have mechanisms for evolving the Common Practice Model and Ako Model over time to reflect the latest evidence and mātauranga <sup>8</sup> . Requirements could also leave space for 'other equally or more effective practices' to be used. Needs to be accompanied by monitoring and improvement (interventions) activities to notice, recognise and respond to whether expectations are being met. Dependent on school boards as employers to drive practice changes at the teacher level via the principal supported by the Teaching Council exercising its functions to set and maintain standards for professional practice. Dependent on ITE providers to include a focus on the models in their teacher education programmes, and a consistent approach across all teaching qualifications. This would require changes to ITE programme approval, monitoring and review requirements and The Code and Standards for the teaching profession.

<sup>6</sup> Ensure every learner/ākonga gains sound foundation skills, including language, literacy and numeracy.

<sup>7</sup> There are different regulatory powers which could be used to regulate the schooling sector. At this stage, we consider that a foundational curriculum policy statement is likely to be the most appropriate regulatory tool to use if you wished to regulate teaching practice expectations (option 3). There are other regulatory tools that could be used, such as issuing Regulations under section 638 of the Act, but this would require further exploration and could risk further fragmenting curriculum related requirements into multiple places.

<sup>8</sup> The Literacy & Communication and Maths Strategy and Actions Plans identify that research is needed in relation to effective maths accelerative practices, digital literacy and culturally responsive approaches which serve diverse learners, and more gaps may emerge as work progresses including in relation to neurodivergent learners. Developing an ongoing evidence base for maths teaching, learning and assessment along the pathway is also an area of ongoing strategic focus, alongside a more general emphasis on research, monitoring and evaluation across both Literacy & Communication and Maths.



25. The Common Practice Model is explicitly linked to the refreshed NZC, including the essential pedagogies and the progress outcomes and steps in the Mathematics & Science and English learning areas. This means that it could not be required ahead of those parts of the refreshed NZC that it is dependent on also being issued as requirements. Currently planning is for all parts of the refreshed NZC to be issued together from the beginning of 2026, but you could choose to issue it in phases. As with the wider refresh of the NZC, the Common Practice Model will be released as soon as it is ready so that schools can begin exploring it, plan for its implementation, and start using it as soon as they are ready. Similarly, the Ako Model is nested within Ngā Tini Mata o Te Whakaako and requiring it would need the connected parts of the redesigned TMoA to also be issued.
26. A decision not to tighten regulations at this point does not preclude it being an option in the future if system-level monitoring indicates that a voluntary approach is not bringing about the level of change learners need. However, waiting to decide regulatory status later is an option that could create uncertainty in the short term. Timing risks can be managed through establishing formal transition periods. Concerns about the need to have capability building and wider system conditions in place can be managed through long lead in times for regulation to come into effect and clear communication about the available support.
27. In early learning, work is already underway to strengthen regulated expectations [METIS 1289655 refers]. This change in the regulatory requirements on early learning services is accompanied by the development of a suite of new practice and progress tools. Some of these tools provide the early learning part of the Common Practice Model for Literacy & Communication and Maths. These have been developed as supports rather than requirements, but we expect that the gazettal of the principles, strands, goals and learning outcomes of *Te Whāriki* will drive uptake and help lift the quality of teaching and learning.
28. A similar range of soft to hard levers could be considered in early learning context, but the regulatory mechanisms are different. Given that the curricular regulatory requirements are already planned to change for early learning services in March 2024 [METIS 1289655 refers], we would not advise further changes at this point. 9(2)(g)(i)

*Direct regulation of the profession is the responsibility of the Teaching Council*

29. The Ministry's regulatory influence on the practice of teachers is via requirements on their employers (i.e. early learning services, schools and kura) in relation to their curriculum duties. The Teaching Council holds key levers to regulate teaching practices directly, through the professional standards and requirements for Initial Teacher Education (ITE) Through the ITE forum we have been engaging quarterly with ITE providers, informing them of our work to date on the curriculum changes and strategies, including next steps. The response from ITE representatives has been positive to date, with a number already indicating that they would be interested in trialling the practices models when finalised.

30. 9(2)(g)(i)

*There are other aspects of the curriculum, assessment and aromatawai work programme that raise consideration of regulatory requirements*

31. As the curriculum, assessment and aromatawai work programme progresses, there are other matters that require consideration of the role of regulatory requirements. Detailed advice on these is dependent on sufficient design work being progressed to make clear what would be regulated for what purpose, alongside an understanding of the extent to which the system components for improvement are in place or needed.

32. At this stage, we are interested in what considerations are important to you as we develop more detailed advice. Areas of work include clarifying:

- a. Board responsibilities and processes for developing locally designed curricula, including creating transparency about their school curriculum and how the national curricula and local knowledges are being covered.
- b. Board responsibilities for effective assessment and aromatawai plans and about quality assessment and aromatawai tools.
- c. Responsibilities and processes as part of putting in a system of 'safety-nets' for learners along the schooling pathway, so that concerns about individual learner's curriculum progress don't go un-identified and to support greater consistency in the support response.
- d. Responsibilities and processes for assessment and aromatawai information accompanying each learner as they move through the system to support positive transitions.

33. Many of these matters connect with questions relating to assessment and aromatawai. We have previously provided you with an overview of the approach to evolving assessment for the NZC, which is focussed on strengthening approaches to noticing, recognising, and responding to learning progress [METIS 1289173 refers]. Some decisions will be made through the assessment aspects of the refreshed NZC and Common Practice Model, and the aromatawai aspects of the redesigned TMoA and Ako Model.

34. The quality of assessment and aromatawai information in any reporting, or to underpin the operation of any safety-net approaches, depends on teacher and kaiako confidence and capability, as well as the practices and tools they use. 9(2)(f)(iv)

35. We are also continuing to work towards advice on the approach to reviewing and developing a coherent suite of assessment and aromatawai tools for schooling, as part of supporting the Literacy & Communication and Maths Strategy and Hei Raukura Mō te Mokopuna. This includes the approach to the replacement of e-asTTle. 9(2)(f)(iv)

36. 9(2)(f)(iv)

37. We are making the connections between school planning and reporting processes and school curriculum and marau ā-kura design and evaluation clear in implementation supports being developed for both the curricula changes and the new strategic planning and reporting regulations. Similarly, there will be alignment and connection with supports developed for board obligations in relation to Te Tiriti under section 127(1)(d) of the Act.

#### A regulatory stewardship perspective: Opportunities to strengthen the design and use of the curriculum regulatory system

---

38. Regardless of decisions made to update or add to regulatory requirements in relation to curricula, teaching, learning and/or assessment and aromatawai, it is important that the curriculum regulatory system is designed and used effectively to support high quality curriculum nationally and locally. We have identified opportunities to strengthen the design and use of the curriculum regulatory system (discussed below) and are working towards detailed advice on potential changes. We would like to discuss whether there are any particular matters you would like considered as part of that further advice.
39. Almost everything a government does to influence behaviour and activity can be defined as part of a regulatory system, but, for the purposes of this section, when we talk about the curriculum regulatory system we are focussed on legal responsibilities and powers. A strong regulatory backbone supported by a modern regulatory culture could help to embed changes and provide the quality assurance needed to create widespread trust and confidence in curriculum, teaching and learning.
40. As part of the response to the advice of the CPA MAG, the Minister of Education agreed to the exploration of a potential regulatory framework for the ongoing stewardship of curriculum [ER 1193652 refers]. This reflected concerns from the CPA MAG that the approach to curriculum review is ad hoc and needs to be more coherent. The CPA MAG recommended exploring the potential for an enduring process for maintaining the national curricula as responsive and relevant.

42. While these are two specific matters, we have taken the opportunity to reflect more broadly on the curriculum regulatory system in relation to Government expectations<sup>9</sup> for regulatory stewardship by government agencies. With substantive curriculum reform currently underway, it is also timely to consider whether legislative and other regulatory instruments that relate to and influence curriculum reflect changes in the policy intent. The health of

---


<sup>9</sup> The Treasury. [Government expectations for good regulatory practice](#). April 2017.

the regulatory system was not explicitly considered by the CPA MAG due to the concurrent Review of Tomorrow's Schools but is implicitly a backbone to realising their vision. The Review didn't end up considering changes to regulatory settings in relation to curriculum, including in relation to an effective monitoring and improvement framework.

43. There are a range of outcomes that the curriculum, assessment and aromatawai work programme is expected to deliver on that could be described as the current "policy intent". At its core, however, it is focussed on realising the opportunities of our indigenous pathways and addressing New Zealand's declining achievement<sup>10</sup> and persistent inequities<sup>11</sup> within other pathways. With that in mind, we have focussed on the contribution the curriculum regulatory system makes to the following objectives:

- a. Important learning and practices are not left to chance for any learner
- b. Learners and their families experience consistent quality of curriculum, teaching, and learning, and understand and can influence curriculum
- c. The national curricula stay current and fit-for-purpose, and is supported by system settings and investments for effective implementation
- d. Early learning services, schools and kura plan, deliver, evaluate, and evolve locally designed curricula that deliver equity and excellence
- e. Statutory agencies notice, recognise and respond to the quality of curriculum delivery to provide extra support and direction where needed
- f. People understand and undertake their specific roles and responsibilities because they are clear and easy to give effect to
- g. The curriculum regulatory system gives practical effect to Te Tiriti.

44. 9(2)(f)(iv)



<sup>10</sup> New Zealand has attained relatively good median scores in international literacy surveys for school learners in English medium settings, but these have significantly declined in recent years. The Progress in International Reading Study (PIRLS, 2015) showed a marked slide in New Zealand's average achievement levels and ranking. The National Monitoring Study of Student Achievement (NMSSA, 2019) found that fewer learners in Year 8 achieved at or above curriculum expectations set by the NZC compared with Year 4 in all five modes of literacy learning. Meanwhile in maths the NMSSA found 45% of Year 8 learners achieved at or above curriculum expectations, and the Trends in International Mathematics and Science Study (TIMSS, 2019) shows a significant decrease in the achievement of Year 9 students – 11 points lower than in 2014, and 19 lower than 1994.

<sup>11</sup> Analysis of the OECD's Programme for International Assessment (PISA) literacy and maths achievement data shows inequities start early and persist. Similarly, TIMSS (2019) notes 'a powerful positive relationship between students' socioeconomic environment and their educational achievement', and that New Zealand has a wide (and widening) range of achievement compared with other countries. There is also an intersection between socioeconomic circumstances and ethnicity, with socioeconomic disadvantages disproportionately impacting Māori and Pacific learners. The Royal Society Te Apārangi report on maths (2021) states NMSSA and TIMSS data shows 'our current system perpetuates, indeed exacerbates, inequity of outcomes'.

45. Similar matters need to be considered for across early learning and schooling, and between pathways, but the regulatory response (if any) may look different. Where there is a common regulation, it will be important that it provides space for the different expression of each curriculum as well the unique contexts of places of learning that use more than one curriculum.
46. The interplay with other regulatory systems may need to form part of this work, particularly in relation to streamlining and coherence. Curriculum delivery is also influenced by:
- a. how qualifications are developed and regulated in senior secondary school (including the respective roles of the Ministry and NZQA)
  - b. the regulation (or lack of regulation) of the market providing curriculum supports and resources to places of learning (e.g. professional learning, assessment and aromatawai tools, and teaching and learning resources)
  - c. the regulatory system for professional practice (i.e. the role of the Teaching Council in professional registration, certification, code of conduct, standards, and appraisal/growth cycles for kaiako and teachers).
47. We have also sought advice from Te Rōpū Whāiti on regulatory change, and operational, implementation and practice considerations for a redesigned TMoA underpinned by Te Tamaiti Hei Raukura. A key consideration in any work progressed is the unique contexts and characteristics of TMoA and the NZC and what these could mean for a potentially refreshed regulatory framework that meets the requirements of each curriculum. Te Rōpū Whāiti identified that progressing this work would provide an opportunity to explore a regulatory framework that enables:
- a. a kaupapa Māori approach to evolving an indigenised TMoA curriculum system
  - b. coherence across legislative and regulatory components with section 9 Te Tiriti o Waitangi of the Act

- c. future-proofing the three focus areas identified by the CPA MAG for te reo Māori pathways – equity, trust and coherence, and reflecting kaupapa Māori pathways
  - d. inclusion of whānau, hapū and iwi expectations for and definitions of success
  - e. equity in curriculum access to mātauranga Māori (including te reo and tikanga Māori)
  - f. reporting to Māori on the performance of the education system's support for Māori learners toward meeting the aspirations of iwi, hapū, and whānau.
48. Further work is needed before recommending specific changes to Act or Regulations in relation to the curriculum regulatory framework to supplement these operating model changes and the wider non-regulatory work programme. This may identify further opportunities for non-regulatory approaches and/or improvements to our operating models. <sup>9(2)(f)(iv)</sup>

## Next steps

---

49. The further work identified in this paper is based on internal analysis, drawing on a range of engagements through various pieces of work. We also sought advice from Te Rōpū Whāiti in relation to a potential regulatory framework for the ongoing stewardship of curriculum. ERO have been consulted on this paper, but the advice in this paper has not been explicitly tested with any other external partners, including with tangata whenua.

50 <sup>9(2)(f)(iv)</sup>

51. You may wish to update Cabinet on your intent in relation to the regulatory status of different parts of the refreshed NZC and redesigned TMoA and/or the Common Practice Model and Ako Model. This may, however, be premature ahead of their being clarity about what the specific requirements would be.

## Annexes

---

- Annex 1: Current regulatory requirements impacting on curriculum for schools using the NZC
- Annex 2: Current regulatory requirements impacting on curriculum for kura using TMoA
- Annex 3: An initial indication of what it could look like to issue the Common Practice Model as a foundational curriculum policy statement
- Annex 4: A possible programme of work to strengthen the curriculum regulatory system

**Annexes 1 & 2 publicly available at <https://www.tki.org.nz/>**

## Briefing Note: Next steps on setting higher levels of expectation for curriculum and teaching practice

<b>To:</b>	Hon Jan Tinetti, Minister of Education		
<b>Cc:</b>	Hon Kelvin Davis, Associate Minister of Education (Māori Education) Jo Luxton, Parliamentary Under-Secretary to the Minister of Education		
<b>Date:</b>	6 April 2023	<b>Priority:</b>	Low
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1308328
<b>Drafter:</b>	Anya Pollock	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Pauline Cleaver	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	N/A	<b>Round Robin:</b>	No

### Proactive Release

1. **agree** that this briefing is not published at this time as it provides free and frank advice to inform future decisions, noting that its release will need to be considered as part of future communications once decisions have been made.

**Agree / Disagree.**

  
Ellen MacGregor-Reid  
Hautū | Deputy Secretary  
Te Poutāhū | Curriculum  
Centre

\_\_6/4/2023

  
Hon Jan Tinetti  
Minister of Education

11/04/2023



## Purpose of Report

---

The purpose of this paper is to set out our understanding of the outcomes of our strategic discussion with you on 6 April 2023 on reducing variation in relation to teaching practice through higher levels of expectation set nationally.

## Summary

---

1. Following discussion of the paper *Reducing variation in relation to teaching practice through higher levels of expectation set nationally* [METIS 1307635 refers] we understand that your intent is to:
  - a. Strengthen how the Education and Training Act 2020 supports high quality curriculum nationally and locally. This includes mechanisms for keeping the nationally-set curricula current and fit-for-purpose, and a more explicit focus on school and kura responsibilities for quality curriculum and teaching practices in the regulatory system (including monitoring and improvement/intervention).
  - b. Be more directive about effective practices and improve fidelity of their use, while still providing flexibility for professional judgement and choice that enables local responsiveness and innovation of more effective evidence-based practices. This includes:
    - i. Issuing Te Mātaiaho (the refreshed New Zealand Curriculum) and Te Tīrewa Marautanga (redesigned Te Marautanga o Aotearoa) in full as regulatory requirements for school boards.
    - ii. Taking a phased approach to step the system towards the Common Practice Model (for literacy & communication and maths) and the Ako Model (for te reo matatini me te pāngarau) becoming regulatory requirements for school boards. A phased approach will enable alignment of wider system conditions (eg growing understanding and capability and strengthening monitoring and improvement supports) and testing of proposed expectations before they are finalised.
2. Across all this work, you have noted that while ideas and themes resonate across English medium, kaupapa Māori and Māori medium pathways, the specifics will look different. As work progresses, our advice will identify and respond to what each pathway needs rather than assuming sameness.
3. We will provide you with further advice in May on the phased approach to the practice models, including what we can do to align wider system conditions. This will enable you to provide an update to Cabinet by early June seeking agreement to the direction of travel set out above. Getting agreement to the direction of travel will enable you to provide the clarity to the sector and more broadly about the approach that will be taken to lifting the quality of curriculum, teaching and assessment practices and addressing variability and inconsistency across the system.
4. Detailed advice on work above will need to be phased over time as different elements are worked through. 9(2)(f)(iv)

9(2)(f)(iv)

5. Legislative and regulatory change sets the expectations but realising them across the system and addressing our system's persistent variability challenge depends on quality implementation. This includes sufficient professional support, alignment of wider system settings, and an effective operational model for the functions in Te Mahau (including Te Poutāhū) and the Education Review Office that notice, recognise and respond to the quality of national and local curriculum. 9(2)(f)(iv)

6. You have also indicated you would like further advice on the possibility of:

a. setting higher levels of expectation in relation practice in Early Learning

b. 9(2)(f)(iv)

7. We will provide you with a Briefing Note on possibilities for Early Learning by early May. 9(2)(f)(iv)



## Education Report: Draft Cabinet paper on setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau

To:	Hon Jan Tinetti, Minister of Education		
Cc:	Hon Kelvin Davis, Associate Minister of Education (Māori Education) Hon Jo Luxton, Associate Minister of Education		
Date:	19 May 2023	Priority:	Medium
Security Level:	In Confidence	METIS No:	1309510
Drafter:	Anya Pollock	DDI:	9(2)(a)
Key Contact:	Pauline Cleaver	DDI:	
Messaging seen by Communications team:	N/A	Round Robin:	No

### Purpose of Report

The purpose of this report is to provide you with:

- a draft Cabinet paper on the phased pathway towards regulating the **Common Practice Model** for literacy & communication and maths and the **Ako Framework** for te reo matatini and pāngarau (*the practice models*); and
- an overview of the work underway and planned to align wider system conditions to help lift the quality of curriculum, teaching, assessment and aromatawai.

This paper also seeks your agreement to your preferred timeline for regulating the refreshed Mathematics & Statistics and English learning areas in *The New Zealand Curriculum* and Te Reo Māori and Pāngarau curriculum areas in *Te Marautanga o Aotearoa*.

Note that a companion paper has been provided to Hon Jo Luxton to provide more information on possibilities for the practice models in the context of early learning [METIS 1309735 refers].

### Summary

1. In March 2023, we provided you with advice on reducing variation in relation to teaching practice through higher levels of expectation set nationally, as part of work exploring a potential regulatory framework for the ongoing stewardship of curriculum.
2. Following a strategic discussion with you on this topic on 6 April 2023, we provided you with an update setting out our understanding of your intentions and the next steps. This includes updating Cabinet on your intentions regarding the status of the Common Practice Model and Ako Framework.
3. Decisions have also been recently made to prioritise implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of our national

schooling curricula. You have asked for advice on the timeline for making these regulated requirements. This report seeks a decision on your preferred timeline. Your decision will be reflected in a revised draft Cabinet paper that will be provided to your office next week.

4. We have considered a range of options and have identified three which are consistent with prioritising these areas while also being achievable and reasonable. These three options are:
  - a. Maintain existing expectations that implementation of these areas will be required by schools and kura from the beginning of 2026. (Option 1)
  - b. Bring forward the required implementation to the beginning of 2025. (Option 2 – *recommended*)
  - c. Phase in implementation requirements from the beginning of 2025. (Option 3)
5. Aligning implementation with the rest of the curricula in 2027 would not achieve the desired prioritisation. Bringing forward implementation to 2024 would be unreasonable as it would give schools less than a year to prepare. Kura using *Te Marautanga o Aotearoa* would be particularly affected, as the updated curriculum content for Te Reo Māori and Pāngarau will not be ready for release until the end of 2023. In addition, the practice models will be a significant support for the teaching and learning of literacy, numeracy, te reo matatini and pāngarau aligned to the updated curricula, but schools and kura will only be in the early stages of exploring them, accessing support and planning for their implementation.
6. A draft Cabinet paper is attached for your consideration (Annex 1). It contains advice on setting clear expectations for quality teaching and updates Cabinet on the curricula timelines. The draft reflects advice to Hon Jo Luxton [METIS 1309735 refers] that the practice models should have the status of guidance in early learning given recent changes to curriculum requirements put in place for implementation from 1 May 2024.
7. We request that you provide any feedback you may have by Wednesday 24 May 2023, ahead of planned Ministerial consultation. Due to timeframes, we will undertake departmental consultation in parallel with Ministerial consultation.
8. We intend to provide a revised draft Cabinet paper to your office on 29 May 2023 for Ministerial consultation, so that the final paper can be lodged with Cabinet Office on Thursday 15 June for consideration by the Cabinet Social Wellbeing Committee on 21 June and Cabinet on 26 June.

## Recommended Actions

The Ministry of Education recommends that you:

1. **note** that, following a strategic discussion with you in April 2023, you have indicated your intention to reduce variation in teaching through higher levels of expectation set nationally

**Noted**

2. **note** that this report provides you with a draft Cabinet paper (Annex 1) which outlines your planned approach to setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau

**Noted**

3. **note** that Cabinet is expecting an update on the timeline for the refreshed learning areas of Mathematics & Statistics and English in *The New Zealand Curriculum* (NZC) and the redesigned curriculum areas of Te Reo Māori and Pāngarau in *Te Marautanga o Aotearoa* (TMoA) [SWC-23-MIN-0033 refers], and that the draft Cabinet paper will be revised to reflect your decision below on when these areas are to be required

**Noted**

4. **approve** that schools and kura are required to implement the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas from:

i. Option 1: 1 January 2026

**Approved / Not approved**

OR

ii. Option 2: 1 January 2025 [recommended]

**Approved / Not approved**

OR

iii. Option 3: In a phased way from 1 January 2025

**Approved / Not approved**

5. **note** that all three options reflect the Government's priority focus on literacy and maths, te reo matatini and pāngarau, and align with and support timeframes for the implementation of the associated practice models

**Noted**

6. **note** that the draft Cabinet paper reflects your intention to formally issue all parts of the refreshed NZC and redesigned TMoA as part of curriculum regulatory requirements for Schools Boards

**Noted**

7. **note** that the draft Cabinet paper reflects your intention to take a phased approach to implementing the Common Practice Model for literacy & communication and maths and Ako Framework for te reo matatini and pāngarau (the practice models)

**Noted**

8. **agree in principle** that the practice models should become part of curriculum regulatory requirements for Schools Boards final decisions on specific requirements and timing to be made following a review of the practice models in 2025

**Agree / Disagree**

9. **note** that Hon Jo Luxton is receiving a companion paper, provided to you alongside this one, with advice on possibilities for the practice models in the context of early learning which is reflected in the draft Cabinet paper [METIS 1309735 refers]

**Noted**

10. **note** that the updated curricula and practice models will strengthen direction on assessment and aromatawai, but that further work is needed to provide advice on specific requirements

**Noted**

11. **note** that there is an opportunity to signal a direction of travel which includes clarifying that good quality assessment or aromatawai information needs to include some information from standardised assessment and aromatawai tools alongside other evidence, and this is reflected in the draft Cabinet paper

**Noted**

12. **note** that we will work with Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa as we develop advice on specific regulatory requirements so that changes do not restrict Te Aho Matua o Ngā Kura Kaupapa Māori, and that we will also work with other groups with kaitiakitanga responsibilities in kaupapa Māori and Māori medium education pathways

**Noted**

13. **note** that we request your feedback on the draft Cabinet paper by Wednesday 25 May 2023 so that we can provide a revised draft Cabinet paper to your office on 29 May 2023 for Ministerial consultation

**Noted**

14. **note** that this timeline is intended to enable the final paper to be lodged with Cabinet Office on Thursday 15 June for consideration by the Cabinet Social Wellbeing Committee on 21 June and Cabinet on 26 June


**Noted**

15. **note** that the Education Review Office has reviewed the draft Cabinet paper and that we will undertake wider departmental consultation in parallel with Ministerial consultation

**Noted**

16. **agree** that this paper is not proactively released at this time and that its release, and the release of the final Cabinet paper, be considered as part of future communications once Cabinet decisions have been made.

**Agree** / Disagree

  
Ellen MacGregor-Reid  
Hautū | Deputy Secretary  
Te Poutāhū | Curriculum Centre

  
Hon Jan Tinetti  
Minister of Education

\_19/\_05/\_2023\_\_

21\_\_/\_05/\_2023\_\_

## Background

---

1. In December 2021, Cabinet agreed to Hei Raukura Mō te Mokopuna (strategy for te reo matatini and pāngarau) and the Literacy & Communication and Maths Strategy [SWC-21-MIN-0211 refers]. An initial priority for the strategies is the collaborative development of *practice models* that will bring clarity and consistency to the way that educators teach these foundational areas of learning:
  - a. the intent of **the Common Practice Model** is that it underpins literacy & communication and maths teaching, learning, and assessment in all English-medium early learning services and schools; and
  - b. the intent of **the Ako Framework** is that it underpins all learning, teaching, ako and aromatawai, with a focus on te reo matatini and pāngarau in te reo Māori education pathways.
2. In order for the practice models to consistently realise the intended benefits for all tamariki and rangatahi, it is important that they be well supported by wider education system settings, including curriculum regulatory settings. In March 2023, we provided you with advice on reducing variation in relation to teaching practice through higher levels of expectation set nationally, as part of work exploring a potential regulatory framework for the ongoing stewardship of curriculum [METIS 1307635 refers]. This included initial advice on the status which the practice models could have and the options for setting expectations in relation to them. Following a strategic discussion with you on this topic on 6 April 2023, we provided you with an update setting out our understanding of your intentions and the next steps [METIS 1308328 refers].
3. Decisions have also been made recently to prioritise implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of our national schooling curricula. Following Cabinet discussions in April 2023, you and Rt Hon Chris Hipkins, Prime Minister agreed to extend the requirement for schools and kura to implement the other areas by one year (except for Aotearoa New Zealand Histories and Te Takanga o Te Wā, which are already required) [METIS 1308525 refers]. You also committed to report back to Cabinet with a different timeline for the refreshed learning areas of English and Mathematics & Statistics in *The New Zealand Curriculum* (NZC) and redesigned curriculum areas of Te Reo Māori and Pāngarau in *Te Marautanga o Aotearoa* (TMoA) [SWC-23-MIN-0033 refers].
4. We now provide you with a draft Cabinet paper (Annex 1) outlining your planned approach to step the system towards the practice models becoming regulatory requirements for school boards, including the timeline for regulating the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of our national schooling curricula. A phased approach will enable alignment of wider system conditions (e.g., growing understanding and capability and strengthening monitoring and improvement supports) and testing of proposed expectations before they are finalised. The phased approach includes the timeline for the refreshed learning areas of English and Mathematics & Statistics in the NZC and redesigned curriculum areas of Te Reo Māori and Pāngarau in TMoA.
5. Updating Cabinet on your intended approach to setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau will enable you to provide clarity to the sector on the status the practice models will have, and more broadly about



the approach that will be taken to create the conditions for the implementation and use of the practice models by all teachers and kaiako.

6. The Cabinet paper is currently drafted on the basis that the practice models will be guidance in early learning. As requested at the strategic discussion, we are providing Hon Jo Luxton with a separate briefing on possibilities for early learning in a companion paper [METIS 1309735 refers]. If a different approach is decided on following consideration of that briefing, the draft Cabinet paper will be updated accordingly.

### Timing for regulating updated Mathematics & Statistics and English learning areas in the NZC and Te Reo Māori and Pāngarau curriculum areas in TMoA

---

7. Prior to your decision to prioritise implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas, we had publicly communicated that all refreshed learning areas in the NZC and redesigned curriculum areas of TMoA (except for Aotearoa New Zealand Histories and Te Takanga o Te Wā, which are already required) would be required to be implemented together from the start of 2026. Implementation of all other curriculum areas has now been extended to 2027.

8. The updated Mathematics & Statistics and English learning areas for the NZC have recently been released [METIS 1309551 refers]. 9(2)(f)(iv)

There are some options for implementation timelines to explore (outlined below) about when these curriculum areas are regulated as a requirement for schools and kura. Each option prioritises the foundational areas of learning that are the focus of the Literacy & Communication and Maths Strategy and Hei Raukura Mō te Mokopuna by requiring those learning areas and tīrewa ako which most strongly foreground that learning to be taught in schools and kura by at least one year in advance of other curriculum areas. We seek confirmation of your preferred approach.

9. We have not included an option of requiring implementation of these areas in 2027, alongside the rest of the curricula, considering this to be inconsistent with the intention of prioritising foundational learning.
10. Nor have we included an option of bringing forward implementation to 2024, as we consider that it would be unreasonable to give schools less than a year to prepare. Kura using TMoA would be particularly affected, as the updated curriculum content will not be ready for release until the end of 2023. In addition, the practice models will be a significant support for the teaching and learning of literacy, numeracy, te reo matatini and pāngarau aligned to the updated curricula. While they will be available at the beginning of 2024, schools and kura will still be in the early stages of exploring the practice models, accessing support and planning for their implementation.
11. There is a risk that requiring these areas ahead of the rest of the curricula could promote a misunderstanding that the curriculum is being narrowed and that literacy & communication and maths, te reo matatini and pāngarau are isolated to these curriculum areas, rather than integrated within and across the *whole* curricula. In addition, the curricula are both being designed to work as an integrated whole so that implementation of the learning areas and tīrewa ako is guided by the foundational curriculum policy statements.

12. The risks above can be mitigated by other curriculum areas and the foundational curriculum policy statements being available (but not required) and communications and implementation supports making the connections to the other parts of the curricula. The refreshed Social Sciences learning area for the NZC is already available, and the foundational policy statements for the refreshed NZC framework (*Te Mātaiaho*) are due to be finalised and released <sup>9(2)(f)(iv)</sup>

13. As each subsequent curriculum area is released, we can also release supporting materials that make explicit how literacy, numeracy, te reo matatini, and pāngarau are embedded across the whole curricula, and what effective assessment and aromatawai practices look like as an integral part of teaching and ako that notices, recognises and responds to learner progress and achievement. Ongoing communications and guidance would feature messaging specifically to emphasise these important points and support best practice approaches.

### **Option 1: Implement from 2026**

14. This option retains the currently planned timeline for the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau to be required from 1 January 2026, ahead of the rest of the curriculum updates being implemented from the start of 2027.

#### ***Opportunities and risks – Option 1***

15. This is the default position and is in line with current expectations, providing schools and kura with at least two years to become familiar with the updated curriculum areas in question. For this reason, it is the option likely to cause the least disruption to the sector's current forward planning.
16. As the draft Cabinet paper outlines, requiring schools and kura to implement these curriculum areas is an important first step in the phased approach for the practice models becoming a formal part of curriculum requirements for School Boards. In agreeing this option, there is a risk that we do not send as clear of a signal as early as we should that implementation of the Mathematics & Statistics, English, Te Reo Māori and Pāngarau curricula are to be prioritised by all schools and kura. While the practice models enable children and young people to participate in learning across the full curriculum, there are obvious curriculum areas in which literacy & communication and maths, te reo matatini and pāngarau are strongly present. There is a risk of misalignment if the practice models are released in 2023 but the Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas are not required until 2026.

### **Option 2: Implement from 2025 [recommended]**

This option proposes bringing forward the requirement for schools and kura to implement these foundational curriculum areas by one year, from 1 January 2026 to 1 January 2025.

#### ***Opportunities and risks – Option 2***

17. Agreeing to this timeline would provide closer alignment with the release of the suite of implementation supports for the practice models which support the teaching of literacy & communication, maths, te reo matatini and pāngarau. It would also give a stronger signal

now that schools and kura need to be prioritising curriculum changes that will make a difference in these foundational areas of learning.

18. Bringing forward the implementation requirement reduces the time that schools and kura have to become familiar with the updated curricula and incorporate these into their school curriculum and marau ā-kura design from what they are currently expecting. This would be addressed through adjustments to our implementation approach and supports.

### **Option 3: Phased implementation from 2025**

19. This option presents a middle path between Options 1 and 2 by introducing the curriculum areas incrementally for different stages of schooling. A proposed approach could be:

- 1 January 2025: Years 1-3 and Years 4-6
- 1 January 2026: Years 7-8, Years 9-10, and Years 11-13

20. This approach currently groups Years 7-8 with the secondary years to alleviate pressure on secondary schools which include learners in these 'intermediate' years. However, we would also make it clear that full primary schools will still be able to use the curriculum content from 2025 if they wish to for learners in Years 7-8.

### ***Opportunities and risks – Option 3***

21. This option is consistent with the Government's priority focus on literacy and maths, te reo matatini and pāngarau while allowing schools and kura time to understand and embed the wider curriculum changes. Agreeing to this approach means that secondary schools and kura, who are also implementing changes to NCEA qualifications, will have a longer period to incorporate the updated curricula into their school curriculum and marau ā-kura. Introducing requirements for primary schools earlier is consistent with the importance of a particular focus on developing literacy, numeracy, te reo matatini and pāngarau skills in the early years. This is reflected in the approach taken to progress steps in the refreshed Mathematics & Statistics and English learning areas for the NZC [METIS 1309551 refers].
22. This option could introduce other complications, for example in class settings that span multiple phases of learning. If this option is agreed, it would be important that we support these schools and kura to manage using multiple curriculum frameworks, for example by providing practical teaching materials that demonstrate this. Taking a phased implementation approach will require clear communications, so that schools and kura know what to expect and when, and that the updated approach is not experienced by the sector as overly complex.
23. We would also need to manage the perception that by prioritising earlier years we are delaying attention to lifting progress and achievement outcomes for older age groups. However, by introducing the refreshed and redesigned curricula sooner for younger ākonga, we will be able to improve the learning experiences for this cohort of learners while we continue to give additional time for secondary schooling where schools and kura are implementing multiple changes, including NCEA.

## Phased approach to step the system towards the practice models becoming regulatory requirements for school boards, including expectations for assessment and aromatawai

---

24. You have indicated that you intend to be more directive about effective practices and improve fidelity of their use, while still providing flexibility for professional judgement and choice that enables local responsiveness and innovation of more effective evidence-based practices. This includes:
- a. Issuing *Te Mātaiaho* (the refreshed NZC) and *Te Tīrewa Marautanga* (redesigned TMoA) in full as regulatory requirements for school boards.
  - b. Taking a phased approach to step the system towards the Common Practice Model (for literacy & communication and maths) and the Ako Framework (for te reo matatini me te pāngarau) becoming regulatory requirements for school boards.
25. Figure 1 on the next page sets out the planned timeline for this phased approach, based on implementation of the Mathematics & Statistics and English learning areas in the NZC and Te Reo Māori and Pāngarau curriculum areas in TMoA being required from the beginning of 2025 (recommended option 2).
26. Figure 1 signals that the Ako Framework will be released 9(2)(f)(iv)
- Feedback from engagements will inform the finalised version of the Ako Framework later this year and the development of the supports and resources that leaders, kaiako, teachers, ākonga and whānau will need.
27. Figure 1 signals an intent for the practice models to become part of formal curriculum requirements from the beginning of 2027 alongside the rest of the curricula, following a review in 2025. This review will check that they are fit-for-purpose to put into curriculum regulatory requirements and that sufficient enabling system conditions are in place. This will inform advice on any changes needed and whether the beginning of 2027 is appropriate for the practice models to become required.
28. Setting clear expectations is not enough on its own to realise consistently high-quality teaching and learning. The Ministry is leading a comprehensive curriculum, assessment and aromatawai work programme [METIS 1245699 refers] to provide leadership and support for growing capabilities and improving the quality of curriculum, teaching, assessment and aromatawai to help deliver equity and excellence in learner progress and achievement and reduce variability in learning outcomes.
29. An overview of the change journey over time for schooling is provided in Annex 2, which illustrates the range of system levers that need to be aligned and work together as a coherent whole to realise changes for learners. Wider system conditions and settings could also impact on the level and pace of change which can be achieved.

*Figure 1: Indicative timeline for phased approach to the practice models becoming regulatory requirements for school boards (subject to future government policy and funding decisions)*

9(2)(f)(iv)




30. A more detailed overview of the work we have underway to strengthen assessment for the NZC was provided to you at the end of last year [METIS 1289173 refers]. This set out work to embed progression-based assessment as an ongoing process integral to teaching and learning, so that teachers are effective in how they notice, recognise, and respond to student learning. A similar approach to strengthening the system is being taken for TMoA through the development of *tīrewa ako* that describe learning progression, and work reflecting that *aromatawai* needs to be grounded in *ako*.

31. From an expectation setting perspective:

- a. Boards are already required to monitor and report on student performance (section 165 of the Education and Training Act 2020).
- b. Good quality assessment or *aromatawai* information must already be used to report on individual level student progress to them and their parents at least twice per year, including for literacy and mathematics, *te reo matatini* and *pāngarau* (regulation 21 of the Education (School Boards) Regulations 2020).
- c. Requirements relating to school level reporting are being put in place through the Education (School Planning and Reporting) Regulations 2023 – *which you will be updated on shortly, following consultation on draft regulations*.
- d. Updated assessment and *aromatawai* content in the national curricula will move from guidance to requirements as part of the refresh of the NZC and redesign of TMoA. Specific requirements will be determined as part of finalising the curricula content.
- e. The Common Practice Model and Ako Framework will include assessment and *aromatawai*, with specific requirements determined as part of finalising the practice models. These may need to be phased in over time.


32. Future advice on the timing of formally issuing the practice models as part of curriculum regulatory requirements for School Boards will be informed by the progress made in creating these conditions and aligning dependencies. This will include consideration of phasing in detailed requirements. 9(2)(f)(iv)



33. The additional work needed means that it is not yet possible to advise on what specific requirements may be appropriate in relation to assessment and *aromatawai*, or possible timelines for phasing them in. At this stage, you could indicate that the practice models will make clear that, to support reliability, good quality assessment or *aromatawai* needs to include some information from standardised assessment and *aromatawai* tools alongside other evidence. This is reflected in the attached draft Cabinet paper. The tools that would be considered appropriate for meeting this requirement would need to be

worked through as part of developing a suite of recommended assessment and aromatawai tools and will be impacted by future decisions on the replacement of e-asTTle.

34. 9(2)(f)(iv)



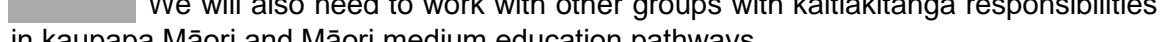


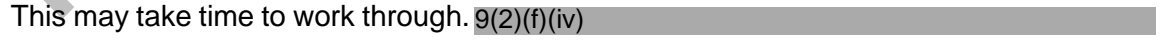
35. As a lever, curriculum regulatory requirements are either in place or they are not. As part of our implementation approach, we are considering how best to facilitate the transition so that schools and kura move as quickly as they can to implement the new requirements given their specific capabilities and contexts, while also providing time and more targeted support to those schools and kura who need it. This will consider the needs of School Boards, as well as kaiako, teachers and leaders. The Education Review Office (ERO) will play an important role here, alongside Curriculum Leads, Leadership Advisors, and other regional staff in Te Mahau. Insights on the progress being made on addressing variability in quality and lifting the quality of practice will come from ERO review insights, evaluation of implementation, the Curriculum Insights and Progress study for the refreshed NZC and Tīrewa Matai (national monitoring) for the redesigned TMoA.

## Te Tiriti o Waitangi

---


36. As you have noted [METIS 1308328 refers], while ideas and themes about strengthening quality teaching resonate across English medium, kaupapa Māori and Māori medium pathways, the specifics will look different. As work progresses, our advice will identify and respond to what each pathway needs rather than assuming sameness.

37. In particular, we need to work through implications for kura which use Te Aho Matua o Ngā Kura Kaupapa Māori. The redesign of TMoA will continue to enable the unique situations of kura whānau, but we will need to work with Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa on specific regulatory requirements (including for the Ako Framework) so that changes do not restrict Te Aho Matua o Ngā Kura Kaupapa Māori. This may take time to work through. 9(2)(f)(iv)



We will also need to work with other groups with kaitiakitanga responsibilities in kaupapa Māori and Māori medium education pathways.

38. 9(2)(f)(iv)





## Funding implications

---

39. Work to strengthen curriculum, assessment and aromatawai is being progressed through the Ministry's baseline and Budget investments made in 2021 and 2022. 9(2)(f)(iv)

40. We are working to maximise the impact of available funding, but there are constraints on the level of implementation support that will be able to be provided which may impact on the pace and spread of changes to the quality of teaching and learning. 9(2)(f)(iv)

## Next Steps

---

41. An overview of the proposed timeframe and next steps for the attached draft Cabinet paper is outlined below:

Activity	Date
Provide any feedback you may have on the attached draft Cabinet paper	24 May 2023
Ministry provides <i>revised</i> Cabinet paper to your office for Ministerial consultation	29 May 2023
Departmental and Ministerial consultation	30 May–13 June 2023
Ministry provides <i>final</i> Cabinet paper for lodging	14 June 2023
Cabinet paper lodgement	15 June 2023
Paper considered by Cabinet Social Wellbeing Committee	21 June 2023
Paper considered by Cabinet	26 June 2023

42. We will work with your office on communications activities associated with this Cabinet paper.

43. Note that, following the approach taken with Aotearoa New Zealand's histories and Te Takanga o Te Wā, a further update to Cabinet will need to be made updating them on the final curricula content you have agreed to and will be issuing through the New Zealand Gazette.

## Annexes

---

- Annex 1: Draft Cabinet paper – Setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau (*attached separately*)
- Annex 2: Overview of our curriculum, assessment and aromatawai system change journey for schooling

## Annex 2: Overview of our curriculum, assessment and aromatawai system change journey for schooling

Laying the foundations	Designing and exploring	Implementing and learning	Assuring and evolving	
2018 – 2020	2020 – 2025	2025 – 2030	2030 onward	
<ul style="list-style-type: none"> <li>Listening to New Zealanders through the Kōrero Mātauranga.</li> <li>Learning from local curriculum and marau ā-kura and the evidence base.</li> <li>Collaborative work to create a shared vision and priorities for strengthening curriculum, assessment and aromatawai, including scope of the refresh of the national curriculum and NCEA change programme.</li> <li>Seeking diverse voices and amplifying those of communities the changes needed to most make a difference for.</li> <li>Establishing an authentic te ao Māori approach and leadership for the redesign of Te Marautanga o Aotearoa.</li> <li>Alignment with wider education work programme.</li> </ul>	<ul style="list-style-type: none"> <li>Collaborative design, testing and finalisation of new curriculum content, practice models and achievement standards with kaiako, teachers, leaders, experts and researchers, whānau, hapū, iwi and communities.</li> <li>Curricula content and practices models available for schools and kura to begin using.</li> <li>ETA Regulations reflect Boards' obligations for curriculum, monitoring and reporting.</li> </ul>	<ul style="list-style-type: none"> <li><b>New schooling curricula expectations in place in phases from 2025 to 2027, including expectations for assessment and aromatawai.</b></li> <li>Changed requirements for NCEA in place in phases from 2024 to 2027.</li> <li><b>Practice models (including assessment and aromatawai expectations) become formal part of curricula in 2027 (to be confirmed).</b></li> </ul>	<ul style="list-style-type: none"> <li>Regular cycle of review and strategic evolution of expectations in response to system insights, feedback loops, and growing evidence-base.</li> </ul>	<b>Clear expectations</b>
	<ul style="list-style-type: none"> <li>Voices of leaders informing the direction of changes to content and implementation supports.</li> <li>Leaders provided with tools to help them reflect on what changes their school or kura needs to make and beginning their journey.</li> </ul>	<ul style="list-style-type: none"> <li>Leaders championing the changes in their schools and feeding back to Te Poutāhū.</li> <li>Leaders continuing to reflect and take action with their communities to improve how their school or kura is realising the changes.</li> </ul>	<ul style="list-style-type: none"> <li>Leaders exploring and evaluating innovative approaches and feeding learning back into system for ongoing evolution of national expectations and supports.</li> </ul>	<b>Empowered leadership</b>
	<ul style="list-style-type: none"> <li>Access to a growing range of professional learning through a new delivery model designed to better meet people's needs, including leaders.</li> <li>Work with providers to align centrally funded services to expectations of changes.</li> </ul>	<ul style="list-style-type: none"> <li>Feedback and insights on impact and areas of need shaping the delivery model and offering, including for leaders.</li> <li>Monitoring of the quality of centrally funded professional learning services.</li> </ul>	<ul style="list-style-type: none"> <li>Established operating model for flowing future curriculum, assessment and aromatawai changes through the professional learning service offering and ongoing quality assurance.</li> </ul>	<b>Capable workforce</b>
	<ul style="list-style-type: none"> <li>Drawing on networks to inform and test proposed changes.</li> <li>Identifying and supporting network leaders to champion changes and align peer-to-peer support with the direction of travel.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthening networks infrastructure to improve connections, coherency, and system learning.</li> <li>Networks responding to the needs of their members and sharing insights with each other and Te Poutāhū.</li> </ul>	<ul style="list-style-type: none"> <li>Networks visibly leading in areas of expertise, driving innovation and improvements in practice.</li> <li>Established operating model for supporting and learning from networks.</li> </ul>	<b>Networks support collective efficacy</b>
	<ul style="list-style-type: none"> <li>New online curriculum hub (Tāhūrangi) so that supports are easy to access and use.</li> <li>Release of new and updated resources to support delivery of the updated curricula.</li> <li>Beginning development of new and updated assessment and aromatawai tools including standardised tools.</li> </ul>	<ul style="list-style-type: none"> <li>Feedback and insights on impact and areas of need shaping the development of further resources and tools.</li> <li>New and updated assessment and aromatawai tools progressively available aligned to the refreshed curricula.</li> </ul>	<ul style="list-style-type: none"> <li>Established operating model for strategic investment in ongoing improvement to curricula resources and tools, including flowing future curricula, assessment and aromatawai changes through to existing resources and tools.</li> </ul>	<b>Tools and resources</b>
	<ul style="list-style-type: none"> <li>Supporting schools and kura to plan and progress their shift to monitoring against the refreshed and redesigned curricula.</li> <li>Put in place evaluation approach for implementation of the changes.</li> <li>New Curriculum Insights and Progress study (CI&amp;PS) replaces NMSSA for refreshed NZC.</li> <li>Development of approach to Tīrewa Matai (national monitoring) for redesigned TMoA.</li> <li>CI&amp;PS supports improvements through timely and rich insights into learning progress &amp; teaching practice.</li> </ul>	<ul style="list-style-type: none"> <li>Schools and kura getting used to using the refreshed and redesigned curricula as the basis for monitoring learning outcomes and understanding the effectiveness of their practices.</li> <li>ERO, Te Mahau and professional learning provider feedback loops, national studies and evaluation activities informing design and targeting of implementation supports to increase impact.</li> </ul>	<ul style="list-style-type: none"> <li>Kura and schools strategically using assessment and aromatawai information and other insights to evaluate and evolve the impact of their local curricula and marau ā-kura.</li> <li>Established operating model for flowing monitoring, evaluation and insights through to improvements to the national curriculum and/or implementation supports.</li> </ul>	<b>Monitoring, evaluation and insights</b>
	<ul style="list-style-type: none"> <li>ERO supports improvements through its work with schools and kura, including the use of external and internal evaluation insights.</li> <li>Te Mahau connecting people with support aligned to their needs.</li> </ul>	<ul style="list-style-type: none"> <li>ERO reviewing against requirements as they come into effect, and reinforcing expectations of progress towards implementation of upcoming requirements</li> <li>Te Mahau providing more responsive and targeted support where people are struggling to identify and realise necessary changes.</li> </ul>	<ul style="list-style-type: none"> <li>Use of intervention frameworks with those unwilling or unable to make the expected shifts in curriculum or practice.</li> </ul>	<b>Targeted support for improvement</b>

Consider changes to regulatory framework to strengthen its contribution to quality outcomes and the success of change programme



## Education Report: Practice models implementation timing

<b>To:</b>	Hon Jan Tinetti, Minister of Education		
<b>Cc:</b>	Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
<b>Date:</b>	8 June 2023	<b>Priority:</b>	High
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1312167
<b>Drafter:</b>	Anya Pollock	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Pauline Cleaver	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	N/A	<b>Round Robin:</b>	No

### Purpose of Report

1. Following discussion at your Agency meeting on 6 June, the purpose of this paper is to provide you with options for the timing of the practice models for literacy & communication and maths (the Common Practice Model), te reo matatini and pāngarau (the Ako Framework) becoming required.

### Recommended Actions

The Ministry of Education recommends you:

- a. **note** that, following a strategic discussion with you in April 2023, you have indicated your intention to reduce variation in teaching through higher levels of expectation set nationally and that this included a phased approach to implementation of the Common Practice Model for literacy & communication and maths and Ako Framework for te reo matatini and pāngarau (the practice models);
- b. **note** that since then, the Government has adjusted the implementation timeline for the updated curricula and changes to NCEA, including deferring implementation of all change excepts for the Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas to 2027;
- c. **note** that following discussion at your Agency meeting on 6 June, you have asked for further advice on options for the timing of the practice models given the Government's priority focus on literacy and maths, te reo matatini and pāngarau;

Noted

Noted

Noted

d. **agree in principle** that the practice models should become part of curriculum regulatory requirements for Schools Boards from:

i. Option A: 1 January 2025

Approved / ☒ Not approved

OR

ii. Option B: 1 January 2026

☒ Approved / Not approved

OR

iii. Option C: 1 January 2027 [recommended]

Approved / ☒ Not approved

e. **note** that the practice models are still in development and have not yet been tested or consulted on, so a review will be needed before final decisions on specific requirements and timing is made;

☒ Noted

f. **note** that the Education Review Office has been consulted in the preparation of this advice;

☒ Noted

g. **note** that, following Cabinet decisions, the Ministry of Education will work with groups with responsibilities in the kaupapa Māori education pathway to advise you on any bespoke requirements needed to avoid limiting their kaupapa 9(2)(f)(iv)

☒ Noted

h. **agree** that the Ministry of Education release this briefing once it has been considered by you, noting that the release won't occur until after Cabinet decisions have been made and announced.

☒ Agree / Disagree

Ellen MacGregor-Reid  
Hautū | Deputy Secretary  
Te Poutāhū | Curriculum Centre

08/06/2023



Hon Jan Tinetti  
Minister of Education

14/06/2023

## Background

---

1. Following a strategic discussion with you in April 2023 [METIS 1307635 refers], you have indicated your intention to reduce variation in teaching through higher levels of expectation set nationally. This included a phased approach to implementation of the Common Practice Model for literacy & communication and maths and Ako Framework for te reo matatini and pāngarau (the practice models) [METIS 1308328 refers]. The phased approach involved moving from Option 2 to Option 3 in our original advice over time. This would give two steps:
  - a. Position Common Practice Model or Ako Model as the way schools and kura are expected to meet regulated curriculum obligations
  - b. Issue Common Practice Model or Ako Model as a regulatory requirement.
2. Decisions have also been made recently to prioritise implementation of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of our national schooling curricula. Following Cabinet discussions in April 2023, you and Rt Hon Chris Hipkins, Prime Minister agreed to extend the requirement for schools and kura to implement the other areas by one year (except for Aotearoa New Zealand Histories and Te Takanga o Te Wā, which are already required) [METIS 1308525 refers].
3. You are planning an update to Cabinet on your approach to stepping towards the practice models becoming regulatory requirements for school boards, including the timeline for regulating the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau areas of our national schooling curricula [METIS 1309510 refers].
4. We understand that your intent is to require the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas from the beginning of 2025 as recommended. Following discussion with you at your Agency meeting on 6 June, you have asked for further advice on options for the timing of the practice models given the Government's priority focus on literacy and maths, te reo matatini and pāngarau.
5. Requiring the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas will itself have an impact on the teaching and learning of literacy, maths, te reo matatini and pāngarau. In particular, the progress steps, progress outcomes and toho ako<sup>1</sup> will make clear what needs to be taught. Prior experience with the Learning Progressions Frameworks indicates that once schools are focussed on the progression they can identify gaps in their curriculum, and once they fill the gaps (ie teach what they've been missing) then students learn it. This should stimulate early demand for the practice models as they will provide the 'how' to go with the 'what'.

## Options for the timing for requiring use of the practice models

---

6. Literacy and numeracy<sup>2</sup>, te reo matatini and pāngarau are being woven through the updated curricula and do not sit in any one area. For this reason Option 2 was originally connected to the gazettal of the updated foundational curriculum policies, in particular for pedagogy, which apply across the curricula rather than to any specific curriculum area (which are gazetted as national curriculum statements).

---

<sup>2</sup> Numeracy is used to describe the maths that is being woven across the NZC. This encompasses the foundational knowledge, skills and behaviours that are needed to be able use maths purposefully in a wide range of situations including real-life contexts.

7. Given the Government's subsequent decision to require the updated curricula in stages rather than all at once as originally intended, we have interpreted Option 2 as now being connected the gazettal of the updated Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas<sup>3</sup>. Literacy and numeracy, te reo matatini and pāngarau progress expectations are foregrounded in these areas so they provide a substantive regulatory hook for the use of the practice models. In line with this and the Government's priorities, we have not included an option past 2027 for the practice models (when the rest of the curricula is planned to become required).
8. Under all options Government Expectations for Good Regulatory Practice<sup>4</sup> need to be met. When considering the different options it is particularly important to take into account expectations that:
  - a. Affected and interested parties are provided with appropriate opportunities to comment throughout the process and, in the right circumstances, to participate directly in the regulatory design process.
  - b. Regulated parties are allowed reasonable time to get familiar with new requirements before the change comes into force (unless this would compromise the outcome sought) key operational processes required to implement the change are tested.
  - c. The possibility of unintended consequences or the potential need for contingency measures are anticipated and planned for.
  - d. Appropriate changes to system monitoring arrangements are provided for.
9. It is important to note that the curricula, assessment and aromatawai changes as a whole demand a substantial shift in the practice and beliefs related to effective teaching of many teachers and kaiako. This needs to be accounted for in the implementation approach and the time provided for people to be ready for the changes before they come into force, including how we step people through the changes.
10. As previously advised [METIS 1289173 refers], the shift to a progression-based curriculum is itself a significant change for many teachers. Lessons from Wales's shift to a progression-based curriculum have highlighted the criticality of teachers needing to deeply understand progression and what it means for learning design to reap the benefits for learners as a foundational capability. These lessons have informed our proposed change and implementation approach for the refreshed New Zealand Curriculum, which is initially focussed on supporting leaders and teachers to understand the new content model.
11. Across all options there is a risk of push back from the sector, parents and wider community (including educational experts and commentators and suppliers of resources and professional learning) at the time of announcement post-Cabinet as no one will have seen the full practice models. These risks are most heightened with Option A as it does not provide much time for people to become familiar with the models and may be seen as providing insufficient time for testing and review before they become required.'

---

<sup>3</sup> Note that the practice models are directly focussed on foundational skills for literacy and numeracy, te reo matatini and pāngarau across the curricula and do not provide direction for teaching the whole of the Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas.

<sup>4</sup> The Treasury. [Government expectations for good regulatory practice](#). April 2017.



Option	Benefits	Risks
A: Require practice models in 2025	<ul style="list-style-type: none"> <li>• Able to state that all schools and kura<sup>5</sup> will be required to use them in a short space of time.</li> <li>• May get faster shifts from those teachers and kaiako that are well placed to quickly adjust their practices (if they are not already using them).</li> <li>• Parts of sector and community may be pleased that there is going to be definitive direction in a short space of time BUT that will be cautious and subject to seeing the practice models and the plan for change and implementation supports.</li> </ul>	<ul style="list-style-type: none"> <li>• Will highly constrain the level of testing and review that can be achieved before regulating. Provides very little time for people to become familiar with the requirements.</li> <li>• Reaching all schools and kura, teachers and kaiako during 2024 for at least some level of professional learning will be a significant challenge, including within fiscal constraints. Careful design will be needed to support professional learning through the testing and review period and mitigate the risk that people do not engage until the practice models are finalised.</li> <li>• Significant constraints on what aligned resources and professional learning supports will be available, including for assessment and aromatawai tools<sup>6</sup>. Note that these may need updating after testing and review of the practice models, which will create additional challenges in the timeline.</li> <li>• Perceived undermining of the approach of weaving literacy and numeracy, te reo matatini and pāngarau across the curricula to avoid these foundational skills being taught in silos or in ways that narrow the curriculum.</li> <li>• Perceived undermining of the practice models being connected to both the curriculum frameworks and the learning areas. This has been an area of concern for the Curriculum Voices Group in regards to the Common Practice Model and its relationship to Te Mātaiaho, particularly Te Mātairea (which includes the holistic progression and essential pedagogies).</li> <li>• Push back from the sector regarding pace of change. May not be perceived to be a phased approach, particularly as this is the first time there will have been this much direction regarding classroom practices.</li> <li>• Schools may manage time constraints by only focussing on the practice models, and not the other changes to curricula and NCEA that they need to plan for.</li> <li>• Criticism for moving to regulation with insufficient ability to monitor and respond, or sufficient support in the system for schools and kura to make the changes in time.</li> </ul>
B: Require practice models in 2026	<ul style="list-style-type: none"> <li>• Aligns with original <b>non-regulated</b> timing for when practice models would be expected to be in use.</li> <li>• Provides more time for testing and review, which may provide more confidence that the practice models will be fit-for-purpose at the point they become required.</li> <li>• Provides more time for people to become familiar with the requirements, but this is still relatively constrained.</li> <li>• More time for supports and resources to be aligned so that a more comprehensive package is in place at the time of requirements. Provides more time for these to be updated after testing and review of the practice models, and for people to engage in professional learning after the practice models are finalised.</li> <li>• Provides more time to align approaches for monitoring and responding to implementation of the practice models, although this will still be constrained as the shift to regulation of practice will require us to think differently about Te Mahau and ERO operating models.</li> </ul>	<ul style="list-style-type: none"> <li>• Time for people to become familiar with the requirements is relatively constrained.</li> <li>• Careful design will be needed to support professional learning through the testing and review period and mitigate the risk that people do not engage until the practice models are finalised.</li> <li>• Some constraints (including fiscal) on what aligned resources will be available, particularly for assessment and aromatawai tools. Note that these may need updating after testing and review of the practice models.</li> <li>• Perceived undermining of the approach of weaving literacy and numeracy, te reo matatini and pāngarau across the curricula to avoid these foundational skills being taught in silos or in ways that narrow the curriculum.</li> <li>• Perceived undermining of the practice models being connected to both the curriculum frameworks and the learning areas.</li> <li>• Some risk that schools may manage time constraints by only focussing on the practice models, and not the other changes to curricula and NCEA that they need to plan for.</li> </ul>
C: Require practice models in 2027 – <i>recommended</i>	<ul style="list-style-type: none"> <li>• Aligns with timing of the rest of the curricula being required, better reflecting that the practice models connect with the curriculum frameworks and support literacy and numeracy, te reo matatini and pāngarau across the curriculum.</li> <li>• Provides more reasonable time for testing and review, for people to become familiar with requirements and access professional learning, to align resources and supports, and to align approaches for monitoring and responding to implementation of the practice models. 9(2)(f)(iv)</li> </ul>	<ul style="list-style-type: none"> <li>• May be perceived as not taking action fast enough, with some students and families continuing to miss out on effective practices and the learning and wellbeing they enable in their school programmes.</li> </ul>

<sup>5</sup> Subject to any bespoke arrangements made for kaupapa Māori pathways.

<sup>6</sup> 9(2)(f)(iv)



12. The Ministry and ERO are working together on an evaluation of the refresh of the New Zealand Curriculum. This will allow for fast feedback loops in respect of how well the curriculum changes are being implemented, whether they are meeting their design aims, and the impacts they are having on learners and teachers. With the later options for requiring the practice models, there is more opportunity to use insights from the evaluation to adapt approaches before requirements come into force.
13. As per our prior advice, bespoke arrangements may be needed for kaupapa Māori pathways. These may take time to work through. 9(2)(g)(i)

### Wider expectations in place to strengthen teaching and learning of literacy, maths, te reo matatini and pāngarau

---

14. Beyond curriculum requirements, there are wider expectations in the system that should also have an impact on schools and kura lifting the quality of teaching practice, including through adoption of the practice models, are:
  - a. The introduction of the literacy and numeracy, te reo matatini and pāngarau co-requisites for NCEA.
  - b. Existing requirements for reporting to students and parents on individual learner progress and achievement to include literacy and mathematics or te reo matatini and pāngarau.
  - c. Requirements for School Planning and Reporting which are being put in place shortly. These will expect schools to have a particular emphasis on literacy and mathematics or te reo matatini and pāngarau in their annual implementation plans. This will also influence their evaluation and reporting practices.
  - d. The National Education and Learning Priorities, in particular the need to 'Ensure every learner/ ākonga gains sound foundation skills, including language, literacy and numeracy.

### Financial Implications

---

15. Work is being progressed through the Ministry's baseline funding, alongside significant additional investment in curriculum, assessment and aromatawai through Budget initiatives in 2021 and 2022. Further investment to help to address professional learning cost pressures was made in 2023. 9(2)(f)(iv)

### Proactive Release

---

16. It is recommended that this Education Report is proactively released after Cabinet decisions have been made and announced, with any information needing to be withheld done so in line with the provisions of the Official Information Act 1982.

## Briefing Note: Further advice on practice models implementation timing

<b>To:</b>	Hon Jan Tinetti, Minister of Education		
<b>Cc:</b>	Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
<b>Date:</b>	20 June 2023	<b>Priority:</b>	High
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1312746
<b>Drafter:</b>	Anya Pollock	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Ellen McGregor-Reid	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	N/A	<b>Round Robin:</b>	No

### Purpose of Report

The purpose of this paper is to provide you with further advice to inform decisions on the timing for requiring the practice models for literacy & communication and maths (the Common Practice Model), te reo matatini and pāngarau (the Ako Framework).

### Summary

1. You are currently considering the timeline you will indicate for when the practice models will become part of curriculum regulatory requirements of schools and kura. We recently provided you with advice on three options ranging from 1 January 2025 to 1 January 2027. A timeline of 1 January 2027 was recommended [METIS 1312167 refers].
2. Your office has indicated that you are likely to prefer the middle option of 1 January 2026 but has requested more information to inform your decision. This briefing provides information on:
  - a. how we will know the practice models are being implemented and what enforcement might look like
  - b. which subjects the practice models relate to
  - c. appropriate transition time
  - d. providing certainty that students are experiencing quality practices
  - e. communicating available supports.

## Proactive Release

---

- a. **Agree** that the Ministry of Education release this briefing once it has been considered by you, noting that the release won't occur until after Cabinet decisions have been made and announced.

☒ **Agree** ☐ **Disagree**



Ellen MacGregor-Reid  
**Hautū | Deputy Secretary**  
**Te Poutāhū | Curriculum Centre**

20/06/2023



Hon Jan Tinetti  
**Minister of Education**

24/06/2023

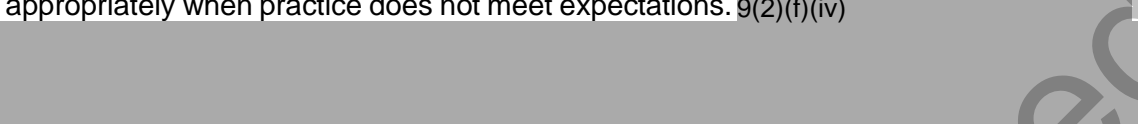

## Background

---

1. You are currently considering the timeline you will indicate for when the practice models for literacy & communication and maths (the Common Practice Model), te reo matatini and pāngarau (the Ako Framework) will become part of curriculum regulatory requirements of schools and kura.
2. This is to be included in a planned update to Cabinet on your approach to setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau. The purpose of this update to Cabinet is to seek agreement to you communicating:
  - a. your decision on the timeline for requiring implementation of the Mathematics & Statistics and English, te reo Māori and pāngarau areas of the updated curricula [METIS 1309510 refers]
  - b. your intent that the practice models will become part of school and kura curriculum requirements, so that there is clarity about the status the practice models are intended to have when they are released later in 2023.
3. We recently provided you with advice on three options, ranging from 1 January 2025 to 1 January 2027, for when the practice models could become part of curriculum regulatory requirements for school boards [METIS 1312167 refers]. A timeline of 1 January 2027 was recommended to provide reasonable time for:
  - a. consultation on, and testing of, the practice models and making any changes needed before making mandatory
  - b. development and alignment of resources and supports, including for professional learning, assessment and aromatawai
  - c. people to understand the implications for their practice, curriculum design and programme planning, identify their professional learning needs, access support, and embed changes
  - d. alignment of Ministry and Education Review Office (ERO) operating models, noting there may be funding and resourcing implications
  - e. considering bespoke solutions for kaupapa Māori education pathways
  - f. alignment with timeline for wider curriculum changes for regulatory coherency and coherent school curriculum and marau ā-kura, noting that the updated policy statements (curriculum frameworks) and most curriculum areas are planned to be required from 2027.
4. While we had originally been working to a full implementation date of the beginning of 2026, this was based on the practice models not being a regulatory requirement. It was also aligned to the originally planned timing for implementation of the fully updated national curricula, which has now been deferred to the beginning of 2027, except for the Mathematics & Statistics and English, Te Reo Māori and Pāngarau curriculum areas.
5. Your office has indicated that you are likely to prefer the middle option of 1 January 2026 for requiring the practice models but has requested more information to inform your decision.

## How we will know the practice models are being implemented and what enforcement might look like

---

6. Your office has asked a range of questions about how we can know if the practice models are being used from 2025 if regulation does not come in until 2027.
7. Good regulatory practice includes being in a position to monitor compliance with regulated requirements and have systems and processes in place to respond appropriately when practice does not meet expectations. 9(2)(f)(iv)  

8. Neither the Ministry nor the ERO are funded and resourced to operate a monitoring process which gets inside of every school or every classroom in 2025 so there will be a reliance on self-reporting and studies. Our monitoring approach will include:
  - a. Insights from ERO review visits and bespoke evaluative activities for the wider refresh of the New Zealand Curriculum.
  - b. Insights from what schools and kura put in their strategic planning and reporting documents. Note that the regulatory requirements for these include requirements to have a particular emphasis on literacy and mathematics or te reo matatini and pāngarau in their annual implementation plans. This will also influence their evaluation and reporting practices. Implementation supports can provide guidance and exemplars that this includes information on the progress made implementing and using the practice models.
  - c. Baseline information on teacher capability and student experiences in the context of Mathematics & Statistics and English learning areas from the new Curriculum Insights & Progress Study for 2024. We will also get annualised information on student outcomes in numeracy and literacy from this study, and some insights on whether there is an impact on capabilities and experiences for literacy and numeracy through the context of other learning areas noting that the required implementation of those isn't until 2027.
9. Currently, the Ministry does not have a mechanism for gathering information on kaiako capability and ākonga learning outcomes other than NCEA. Through the development of the Ako Framework we will include a process for gathering insights into application of the Ako Framework in everyday learning and teaching.
10. 9(2)(f)(iv)  

11. We will also have insights from our frontline staff and professional learning providers in their day-to-day interactions with schools and kura, including curriculum leads and leadership advisors. This provides a fast feedback loop to help us improve our services and supports, complementing more rigorous monitoring in national level studies. It would be risky, however, to position them as part of a monitoring process that could ultimately lead to an intervention. Curriculum leads and leadership advisors need to be a trusted

support service for teachers, kaiako and leaders that they are comfortable reaching out to on a day-to-day basis. Formal monitoring at a school or kura level is better left to the accountability mechanisms in place through ERO reviews and School Planning and Reporting, which provide regular visibility and reporting to inform the Ministry's functions as a regulator.

12. 9(2)(f)(iv)

13.

14.

15. The Ministry and ERO being much more focussed on curriculum implementation in the context of the formal monitoring and intervention system will be experienced as quite a shift by the sector. This shift will feel even more significant in the context of the move to practice expectations being part of regulated requirements. While this is appropriate to provide trust and confidence that students are getting the quality of teaching and learning we expect (particularly given that the tolerance of poor practice is one of the problems we are trying to solve through this and the wider curriculum regulatory system work), there will be resourcing and funding implications. This will also require a thoughtful communications approach emphasising the intent is to strengthen how the support needs of schools and kura are noticed, recognised and responded to so that they are not left struggling to meet the needs of their students and their families.

16. Good regulatory practice requires a reasonable and fair approach to enforcement, which is why there is a graduated range of interventions in the Education and Training Act 2020. As with the implementation of Aotearoa New Zealand's histories and Te Takanga o Te Wā, our approach would recognise that schools and kura are still in the process of implementing the changes in the first year or so after the requirement comes into effect.

9(2)(f)(iv)

17. The change and implementation approach for the curriculum, assessment and aromatawai work programme has been designed to facilitate willing adoption of changes, but we anticipate that there will be schools and kura with contexts that mean this is not enough. Therefore there is a need for a regulatory safety net as is intended to be provided by all sections of the updated curricula documents being part of the required curricula (rather than the mix of guidance and requirements that currently exists) and including the new practice models as part of curriculum regulatory requirements.
18. Decisions about the timeline for requiring the practice models may impact on how willingly people adopt the changes. A timeline that is perceived to be too short and/or accompanied by insufficient supports has the potential to undermine the goodwill and momentum that has been created through the collaborative profession-led approach that has been taken to the curriculum and assessment work programme since the formation of the Curriculum, Progress and Achievement Ministerial Advisory Group (CPA MAG). Beyond the potential trust implications, which was a focus area for the CPA MAG, the impact of this may also be an increased dependence on statutory interventions.

#### Which subjects the practice models relate to

---

19. Your office has asked for more clarity on subjects being regulated.
20. The practice models are for literacy & communication and maths, te reo matatini and pāngarau. These are not subjects and they are not stand-alone learning areas or tīrewa ako in the New Zealand Curriculum or Te Marautanga o Aotearoa. Through the refresh and redesign of our national curricula for schooling, this important foundational learning is being woven across all learning areas and tīrewa ako, recognising the importance of growing and applying these skills in different and meaningful contexts. This also responds to the concerns the Government had when it removed National Standards and Ngā Whanaketanga Rumaki Māori, which included that they had narrowed the curriculum and created a siloed approach to learning that did not work for learners or educators.
21. The weaving of this learning across the curricula means that all the relevant progress outcomes, steps and tohu ako<sup>1</sup> will not be required until all the learning areas and tīrewa ako are required. Based on our understanding of your intentions, this means that in 2025 it would only be the progress outcomes and steps in the Mathematics & Statistics, English, Te Reo Māori and Pāngarau curriculum areas that will be required. The practice models hook to the progress outcomes, steps and tohu ako, so for some aspects of these we'd be referring to progress outcomes, steps and tohu ako that were not yet required.
22. Requiring implementation of these areas earlier is an appropriate approach to prioritising literacy & communication and maths, te reo matatini and pāngarau while providing more time overall for the curricula and NCEA changes [METIS 1308525 refers] as these foundational skills are most strongly foregrounded in these curriculum areas. Note that, as with all the curricula changes, the phased approach being taken to the updates means that there will need to be some changes for overall alignment once we have the full content refreshed and redesigned.
23. There is pedagogical, assessment and practice guidance in the refreshed and redesigned curricula frameworks that will apply across all learning areas when the full curricula are issued as requirements as per your intentions [METIS 1308328 refers]. The

---

<sup>1</sup> Learning that cannot be left to chance,



practice models align to, and expand on, this. As discussed further below, these wider changes are important for bringing about transformative change in the day-to-day teaching and learning experiences of students.

24. The connections and alignment with the wider curricula are important for fully realising the intent of the strategies, including the intended benefits of weaving literacy, numeracy, te reo matatini and pāngarau across the curriculum. The practice models can, however, be required on a different timeline to the wider curricula changes if you wish. Impacts on regulatory, school curriculum and marau ā-kura coherency would need to be attended to in implementation supports and communications to maintain the overall integrity and momentum of the full suite of curriculum, assessment and aromatawai changes.

### Appropriate transition time

25. Your office has asked why more than a year is needed as transition time.
26. As good regulators, we need to both consult on a draft of the regulatory proposal and provide sufficient time to prepare. We cannot start this part of the process until the end of 2023, so the 'year' (for a 2025 requirement) is for both consultation and preparation time. We can consider the consultation period part of preparation time, but there are risks that people won't engage until the proposed practice models are final. In addition, this means changes may be needed to our aligned resources and capability supports, and there is a balance to be met between early supports and needing to rework or update them (and people needing to access them again). The testing and quality assurance built into the drafting period helps mitigate the risk of substantive change, but the practice models are also a new approach for New Zealand. As we found for Te Mātaiaho (the refreshed New Zealand curriculum), there has been some quite significant feedback that we have had to respond to and allowing sufficient time for this process has been important for sustaining sector trust and understanding.
27. It is not just time to get used to the practice models that people will need, it is also time to access professional learning supports noting that what we can provide is constrained by available funding, as well as the logistical challenges of producing and contracting supports to bring about this level of change in relation to something that is still in development. We also need to train our teacher education workforce (eg curriculum leads and professional learning providers) so that they are then able to provide aligned support to teachers and leaders. We will do our best within whatever timeline is decided upon, but there will be limitations associated with trying to create change at scale at the pace set by the shorter timeline options, which may frustrate the sector and create push back. The practice models also need to be embedded into Initial Teacher Education (ITE), which is dependent on the Teaching Council and ITE providers.
28. The table on the next page provides comparative information on changes to curriculum requirements in New Zealand.

*Table: Comparative timelines for changes to curriculum requirements in New Zealand*

	Intent	Draft available	Final Available	Legally required
Current New Zealand Curriculum (NZC)	2002	2006	2007	February 2010
Current Te Marautanga o Aotearoa	2002	2007	2008	February 2011
National Standards and Ngā Whanaketanga Rumaki Māori	Policy of incoming Government in 2008 Enabling legislation December 2008	May 2009	October 2009	2010 and 2011 respectively with reporting to Ministry from 2012
Digital technologies and Hangarau Matihiko	Review initiated July 2014 Intent to add confirmed July 2016	July 2017	December 2017	January 2020
Aotearoa New Zealand's histories and Te Takanga o Te Wā	September 2019	January 2021	March 2022	January 2023
Mathematics & Statistics and English learning areas As part of the full refresh of the NZC	Review for scope of changes to initiated September 2019 Confirmation that changes would be made February 2021	September 2022 (partial) March 2023 (with all progress steps)	May 2023	January 2025 (subject to ministerial confirmation)
Te reo Māori and Pāngarau tīrewa ako As part of the full redesign of TMOA				
Common Practice Model	Intent to require communicated July 2023 (subject to ministerial confirmation)	Phase 1: March 2023 9(2)(f)(iv)	Subject to ministerial decisions on timeline	Subject to ministerial decisions on timeline
Ako Framework				

### Providing certainty that students are experiencing quality practices

29. Your office has asked how, without regulation sooner, certainty can be given about children and young people getting the benefits.
30. Noting the challenges of achieving certainty in our devolved education system, 2027 is recommended as the required implementation date for the practice models as it provides reasonable time for consultation/testing and reasonable time to prepare for changes, including accessing aligned supports. Even with this timeline, providing the level of support that may be needed in the time available will be challenging within funding constraints but it enables greater reach before the point that requirements would come into effect. In addition, as previously advised [METIS 1312167 refers] there are

implications for the operating models of the Ministry and ERO, as well as Te Tiriti o Waitangi considerations.

31. The potential of the practice models to make a difference inside of classrooms for students and their families is significant and, given our system context, regulation is an appropriate lever to include as part of a wider suite of responses. Regulation provides status and signals the importance to boards and can support the case for the system to prioritise supporting the change required, including funding. It is, however, not the main lever for change – it's the wider support systems, tools and resources for teachers and kaiako that will make the difference.
32. That said, regulation is an important lever particularly where there may be reluctance to change, and our system's current tolerance of ineffective or non-inclusive practices is not meeting the needs of students and their families. It is important we land this well – if we get push back from those that would otherwise be with us because of an accelerated timeframe for implementation then we may not realise the full potential of the practice models for those students and families who are currently being let down by the lack of a sufficient regulatory safety net for quality practice.
33. Our recommendation to provide reasonable transition time before requiring the practice models reflects change management principles as well as good regulatory practice principles, balanced with the urgency of the need for changes for the benefit of students and their families. We want to achieve quality implementation of the practice models that maintains the fidelity of their intent and increases the likelihood of consistent and sustained lifts in quality practice. To support the students, we need to support the educators.
34. The need for implementation with fidelity and what it takes to achieve it is a focus of Russell Bishop's new book *Leading to the North-East*.<sup>2</sup> Achieving fidelity requires leaders and teachers to understand what is essential to achieve the full success of the practice models and they will need to adhere to this over time in their implementation, so that the integrity of the practice models are maintained, and the benefits maximised. Secondly, implementation with fidelity over time will require modification (and in some schools, significant modification or change) to the systems, processes, structures and cultures of their schools.<sup>3</sup> This includes 'de-implementing' some practices that have become normalised and are now known to be less effective, such as harmful streaming.
35. The practice models are an important part of the curriculum, assessment and aromatawai work programme but it is the cumulative impact of the whole of the work programme, implemented with fidelity, that will lift the day-to-day experiences of students so that they are present, participating and progressing in their learning. There are foundational changes in the refresh of the New Zealand Curriculum, redesign of Te Marautanga o Aotearoa and changes to NCEA that are significant for student and teacher wellbeing, inclusion, giving practical effect to Te Tiriti o Waitangi, and realising the opportunities of indigenous pathways.
36. Changing practice in a sustainable way, will require that schools start with the practices, and modify school structures to accommodate to the practice models. If the school organisation and grammar of schooling<sup>4</sup> does not support what is being implemented, then the implementation will falter. Other aspects of the changes to the national curricula

---

<sup>2</sup> Bishop. R. 2023. *Leading from the North-East*. NZCER: Wellington

<sup>3</sup> Petersen, P., McCarthy, S., & Elmore, R. (1996). Learning from School Restructuring. *American Educational Research Journal*, 33, 119-153.

<sup>4</sup> The organisational and pedagogical forms of schooling that shape the structure of teaching and learning.

play a key role in helping to shift the grammar of schooling for inclusion, equity and excellence. Coherence and alignment in the grammar of schooling also needs to be reflected more broadly at a system-level to make sure that national and regional systems, structures, processes and practices are modified to fully support successful implementation. Hence why the strategies set out a suite of coherent and aligned changes across a range of levers and supports. This includes, for example, alignment of assessment and aromatawai tools and curriculum resources used within the classroom as well as alignment of professional learning and initial teacher education.

37. It is appropriate to prioritise the foundational skills of literacy & communication and maths, te reo matatini and pāngarau and we can use these as a context for growing capabilities with the key underlying shifts (such as the progression-based approach), but we do need to stay mindful of the full change programme and scale of change teachers and kaiako need to work through over the next few years and sustain into the future.

### Communicating available supports

---

38. Your office has asked for clarity to be given now on supports that will be made available.
39. We are in the process of high-level planning and service design of implementation supports to maximise the impact of available funding and resourcing, which is constrained. As noted above, for the common practice model we are also exploring a survey tool to better understand the nature and scale of need amongst the workforce. We should be in a place to describe the type of supports that are planned alongside a July announcement, but we won't have completed the detailed analysis and design work to create a plan with the level of clarity people would like. For example, what specific professional learning will be available, how much and when. We will be able to provide more detail by the end of 2023.
40. At this point we are having to work within existing funding, which means that we will need to reprioritise and redirect our investments. To achieve this at scale and at pace we may need to exit from existing arrangements, which will itself take time and may create levels of discord with teachers, leaders and professional learning providers. There are already a number of pressures on professional learning investments, so it may also mean some hard decisions between competing priorities for capability growth. As previously advised [METIS 1309510 and 1312167 refer], while there have been additional investments in curriculum, assessment and aromatawai in recent Budgets full implementation of the Literacy & Communication and Maths Strategy and Hei Raukura Mō te Mokopuna remains partially funded.

41. 9(2)(g)(i)
- 

### Next Steps

---

42. As previously advised, we will undertake departmental consultation in parallel with ministerial consultation on the draft Cabinet paper. The timelines for this, and planned lodgement, need to be confirmed with your office.

## Proactive Release

---

43. It is recommended that this Briefing Note is proactively released after Cabinet decisions have been made and announced, with any information needing to be withheld done so in line with the provisions of the Official Information Act 1982.

Proactively Released



## **Briefing Note: Literacy and maths at Cabinet Business Committee meeting on 7 August 2023**

<b>To:</b>	Hon Jan Tinetti, Minister of Education		
<b>Cc:</b>	Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
<b>Date:</b>	3 August 2023	<b>Priority:</b>	High
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1314982
<b>Drafter:</b>	Campbell Birch	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Ellen MacGregor-Reid	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	N/A	<b>Round Robin:</b>	No

### **Purpose of Report**

This paper provides you with talking points for your item *Setting clear expectations for quality teaching of literacy and maths* at Cabinet Business Committee (CBC) on Monday 7 August 2023.

### **Summary**

1. At CBC on Monday 7 August you are seeking agreement to a regulatory approach to lifting literacy and maths, te reo matatini and pāngarau teaching and learning in all schools and kura. This includes seeking approval from Cabinet to communicate the planned timeline for requiring the implementation of:
  - a. the updated English, Mathematics & Statistics, Te Reo Māori and Pāngarau **curriculum areas** of the national curricula for schooling; and
  - b. the **practice models** for literacy & communication and maths (Common Practice Model), and te reo matatini and pāngarau (Ako Framework).
2. Talking points to support you with this item are attached as Annex 1.

## Proactive Release

---

**Agree** that the Ministry of Education proactively release this briefing as part of communications activities following Cabinet decisions. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

**Agree / Disagree**



Ellen MacGregor-Reid  
**Hautū | Deputy Secretary**  
**Te Poutāhū | Curriculum Centre**

03/08/2023



Hon Jan Tinetti  
**Minister of Education**

07/09/2023

Proactively Released

## Annex 1: Talking points – Setting clear expectations for quality teaching of literacy and maths

---

**Work is underway to address variable teaching and learning outcomes in our education system and lift attainment in literacy and maths, te reo matatini and pāngarau.**

- There has been widespread agreement across the education sector that system-wide action is needed to improve literacy and maths, te reo matatini and pāngarau teaching and learning – better supporting equitable and excellent outcomes for all learners.
- I am concerned that teachers have not had sufficient direction about what they need to teach and what effective practice looks like, particularly in literacy and maths. This creates unnecessary workload pressures for them and impacts the ability of our education system to consistently deliver great outcomes for each learner.
- Learners, along with their whānau and employers, should be confident that their education is supporting them to develop the literacy and maths, te reo matatini and pāngarau skills and knowledge needed to thrive throughout their learning journeys – as well as in wider life.
- To achieve this, we are making clear:
  - **‘what’ must be taught and the important literacy, maths, te reo matatini and pāngarau learning all students need at different ages and stages of schooling** through the updating of the national curricula; and
  - **‘how’ literacy and maths, te reo matatini and pāngarau are taught through the development of practice models that provide teachers with practical direction** as they plan and deliver their day-to-day, week-to-week teaching and learning programmes.
- I have heard clearly from teachers that they are seeking more clarity and support on how best to teach and assess literacy and maths, te reo matatini and pāngarau.
- The practice models respond to this by setting out the effective, evidence-based teaching and assessment practices that teachers will be expected to use for literacy & communication and maths, te reo matatini and pāngarau.
- The practice models are being developed collaboratively with the sector and other education experts. They will provide teachers, leaders and boards with the clarity they have called for and enable better supports that are aligned around a common set of approaches reflecting the range of current evidence.

**I seek your agreement to take a regulatory approach to lifting literacy and maths, te reo matatini and pāngarau teaching and learning in all schools and kura, including approval to communicate updated implementation timelines to the sector and wider public.**

- Following discussion at Cabinet in April 2023, I announced the Government’s decisions to prioritise the implementation of the updated English, Mathematics & Statistics, Te Reo Māori and Pāngarau areas of the national curricula for schooling, and to extend the requirement for implementation of the rest of the updated curricula until 2027.<sup>1</sup>

---

<sup>1</sup> This excluded Aotearoa New Zealand’s histories and Te Takanga o Te Wā, which became a requirement at the beginning of this year.



- These timeline adjustments have helped to ease the pressure on the education workforce and provided the sector with the bandwidth needed to focus their attention on literacy and maths, te reo matatini and pāngarau teaching and learning.
- My focus now is on making clear the nature and intended timeline for changes to curriculum regulation. This is in response to calls for clarity from the sector.
- **I seek your agreement to require, through regulation, implementation of the updated English and Mathematics & Statistics, Te Reo Māori and Pāngarau curriculum areas from the beginning of 2025.** This is one year earlier than previously planned and two years earlier than the rest of the updated curricula.
- I also consider the time is right to signal my intention to set stronger expectations about 'how' this foundational learning is taught by making use of the **practice models** a requirement for schools and kura. It is important that people have clarity about what the changes will mean for them over time.
- **I seek your agreement to take a phased approach to implementing the practice models, which includes introducing them for use in 2024 and signalling my intention to require their use, through regulation, from 2026.** I plan to confirm this timeline in early 2025, following a review of insights on the use of the practice models and implementation activities during 2024.
- Should you agree to this proposed regulatory approach, **I seek your approval to communicate it to the sector and wider public, including the planned timelines for requiring schools and kura to implement these changes.**

**The curriculum regulatory approach that I am proposing aims to balance what is manageable for the sector with the need to take urgent action.**

- I did give consideration to bringing the regulatory requirements for both the updated curriculum areas and the practice models further forward. However, I believe that such an accelerated timeline would place unreasonable pressures on the sector and risk compromising the intended benefits. It is important that we learn from previous experiences of implementing curriculum changes at scale and pace.
- While final drafts of the refreshed English and Mathematics & Statistics learning areas were released in March this year following wide testing with the sector, the redesigned Te Reo Māori and Pāngarau curriculum areas are still to be tested.
- The 2025 implementation timeline for these curriculum areas will better provide schools and kura with the time needed to build their understanding of the new content, plan their implementation of the changes and access professional learning supports if needed.
- Although the formal implementation of these **curriculum areas** will be required from the beginning of 2025, **schools and kura will be encouraged and supported to begin using the updated content during 2024.**
- Similarly, while it is my intention that the **practice models** will be required from the beginning of 2026, **schools and kura will be strongly encouraged to use them during 2024** as they implement the updated curriculum areas.
- The practice models span both schooling and early learning, but at this stage **I have no intention for them to become regulated requirements in early learning.** This is due

to other changes to the early learning curriculum framework (including for ngā kōhanga reo) which have just been introduced.

**These changes provide an opportunity to consider how to better meet the needs of kaupapa Māori education pathways.**

- It is likely that these curriculum requirements will be seen as limiting the kaupapa of some groups, noting that some already hold these concerns in relation to existing curriculum requirements.
- Through this work there is an opportunity to consider developing bespoke solutions <sup>9(2)(f)(iv)</sup> if necessary. The Ministry of Education will work with groups with responsibilities in the kaupapa Māori education pathway to advise me on this.
- I seek your agreement that, in discussion with the Associate Minister of Education (Māori Education), I **communicate this to Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa and other iwi and Māori groups as appropriate.**

**With the right settings and level of support, these changes will lift the quality of teaching and provide teachers, learners and whānau with a stronger understanding of each child's learning progress.**

- I am confident that the introduction of the practice models and my decision to require their use is a step in the right direction and will contribute to positive changes to teaching practice and better outcomes for every learner.
- The updated curricula and the practice models will be underpinned by a suite of supports for leaders, teachers and School Boards over time. This includes frontline support as well as guidance and access to professional learning, implementation planning and readiness tools, resources that support teaching and learning, and aligned assessment tools that provide a common basis for reporting to parents and caregivers.
- In the classroom, curriculum resources and supports will provide teachers with trusted, effective tools that enhance their lesson planning, teaching and assessment for literacy and maths, te reo matatini and pāngarau.
- As part of implementation, the Ministry is working in partnership with Initial Teacher Education providers, the Teaching Council and the Education Review Office to support the shifts in teacher practice. Robust mechanisms for monitoring and responding to school and kura use of the updated curricula and practice models will also be important for safeguarding their successful implementation.
- **This work is being progressed through the Ministry's baseline funding, alongside additional investment in curriculum through Budget initiatives in 2021 and 2022.**  
<sup>9(2)(f)(iv)</sup>
- <sup>9(2)(f)(iv)</sup>




## Briefing Note: Setting expectations for the use of the practice models in early learning

<b>To:</b>	Hon Jo Luxton, Associate Minister of Education		
<b>Cc:</b>	Hon Jan Tinetti, Minister of Education Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
<b>Date:</b>	19 May 2023	<b>Priority:</b>	Medium
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1309735
<b>Drafter:</b>	Anya Pollock	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Pauline Cleaver	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	N/A	<b>Round Robin:</b>	No

### Proactive Release

1. **agree** that this briefing is not published at this time as it provides free and frank advice to inform future decisions, noting that its release will need to be considered as part of future communications once decisions have been made.

**Agree / Disagree**

  
Ellen MacGregor-Reid  
**Hautū | Deputy Secretary**  
**Te Poutāhū | Curriculum Centre**

19/05/2023

Hon Jo Luxton  
**Associate Minister of Education**

\_\_\_/\_\_\_/\_\_\_

## Purpose of Report

---

The purpose of this paper is to provide information on possibilities for reducing variation in relation to teaching practice in **early learning** through higher levels of expectation set nationally. It follows a strategic discussion on 6 April 2023 and will inform your input to Hon Jan Tinetti's planned updated to Cabinet on the **Common Practice Model** for literacy & communication and maths and the **Ako Framework** for te reo matatini and pāngarau (*the practice models*).

## Summary

---

1. Following a strategic discussion led by Hon Jan Tinetti on 6 April 2023, which you attended, further advice was requested on reducing variation in relation to teaching practice in early learning through higher levels of expectation set nationally.
2. The practice models are intended to produce transformational shifts in teaching and learning of literacy & communication and maths, te reo matatini and pāngarau in early learning and schooling. Given that the practice models apply across the full learning pathway, we anticipate that questions will be asked about their intended status in early learning. However, there are some key differences between early learning and schooling that mean a different approach to strengthening curriculum expectations may be required.
3. This paper provides you with a brief overview of the regulatory context for early learning and presents possibilities for the status that the practice models could have in early learning. While you could choose to take a phased approach to requiring the practice models in early learning (similar to the approach being taken in schooling), given that the curricular regulatory requirements are already planned to change for early learning services from 1 May 2024 we would not advise further changes at this point.
4. You are receiving a copy of a companion paper being provided to Hon Jan Tinetti alongside this paper, which provides her with a draft Cabinet paper on setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau [METIS 1309510 refers]. In relation to early learning, this has been drafted to reflect the advice in this briefing.
5. If you wish to take a different approach following consideration of this briefing and discussion with your colleagues, the Cabinet paper will be updated accordingly. We have asked that any feedback on the Cabinet paper is provided by Wednesday 24 May 2023 to enable us to provide Hon Jan Tinetti's office with a revised draft Cabinet paper on 29 May for Ministerial consultation.

## Background

---

1. In March 2023, we provided Hon Jan Tinetti with advice on reducing variation in relation to teaching practice through higher levels of expectation set nationally, as part of work exploring a potential regulatory framework for the ongoing stewardship of curriculum [METIS 1307635 refers]. You received a copy of this briefing.
2. Following a strategic discussion led by Hon Jan Tinetti on this topic on 6 April 2023, which you attended, we provided her with an update setting out our understanding of her intentions and the next steps [METIS 1308328 refers]. This includes updating Cabinet on the planned status of the Common Practice Model and Ako Framework (the practice models).
3. To inform the planned update to Cabinet, more information on possibilities for early learning was requested. This paper provides further advice on this topic.

## The Early Learning Action Plan

---

4. The Early Learning Action Plan 2019–2029 (ELAP) includes a range of actions to help to support high quality early learning. This includes changes to structural settings as well as to curricula expectations and support.
5. Actions being progressed to improve structural settings for quality include:
  - a. Incentivise for 100 percent and regulate for 80 percent qualified teachers in teacher-led centres, leading to regulation for 100 percent. (3.1)
  - b. Raise the levels of home-based educators' qualifications. (3.2)
  - c. Support services to undertake robust internal evaluation that strengthens implementation of *Te Whāriki* and ensures ongoing improvement. (4.3)
6. Action 3.2 has been progressed through changes to the Regulations. A paper will shortly be taken to Cabinet seeking agreement to slow down regulating for 80% qualified teachers in teacher-led centres until the next term of Government [METIS 1307705 and 1303337 refer]. This responds to concerns from the sector that too many changes were being made, too quickly in an environment that is already challenging due to teacher supply issues, and recovery from extreme weather events and COVID-19.
7. Actions being progressed for early learning as part of the curriculum, assessment and aromatawai work programme include:
  - a. Develop a sustained and planned approach to professional learning and development. (3.6)
  - b. Support the workforce to integrate te reo Māori into all early learning services. (3.9)

- c. Gazette the curriculum framework, *Te Whāriki*, to support engagement with the principles, strands, goals and outcomes when designing local curricula. (4.1)
  - d. Co-construct a range of valid, reliable, culturally and linguistically appropriate tools to support formative assessment and teaching practice. (4.2)
8. Action 4.2 is being progressed through the development of Kōwhiri Whakapae | practice and progress tools [METIS 1289174 and 1292156 refer]. These are also part of the Literacy & Communication and Maths Strategy: the social emotional learning, oral language & literacy and maths tools will provide the early learning component of the Common Practice Model, the collaborative development of which is an initial priority for the Strategy. As part of Hei Raukura Mō te Mokopuna (strategy for te reo matatini and pāngarau), the development of the Ako Framework will support kaiako teaching through te reo Māori.

### Early learning regulatory context

---

- 9. Unlike schools, early learning is not compulsory, and it is provided by a complex and diverse market of private providers. The Government funds some of the cost of provision and is responsible for the three layers of rules that govern early childhood education: (1) The Education and Training Act 2020 (the Act); (2) The Regulations; (3) The Criteria.
- 10. The Regulations are based on the Act and are different for early learning services and playgroups. These set out the licensing and certification processes and standards for services and playgroups, including curriculum standards. The criteria are based on the Regulations and are the day-to-day standards that services must follow to retain their licence or certificate.
- 11. In the Gazette notice previously in effect, the Minister has prescribed the principles and strands of *Te Whāriki* as the curriculum framework for all licensed and certified early learning services. From 1 May 2024, the regulated curriculum framework is being expanded [METIS 1289655 refers], progressing Action 4.1 of the ELAP. This change means that services other than those affiliated to Te Kōhanga Reo National Trust (TKRNT) must implement the principles, strands, goals and learning outcomes of *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa Early childhood curriculum*. A new te ao Māori interpretation of the full framework has been developed in te reo Māori and English to provide a curriculum pathway for Māori medium services not affiliated with TKRNT and those wishing to grow their bicultural competence.
- 12. For ngā kōhanga reo, the curriculum framework is being expanded to now include Te Taura Whāriki | Te Katoa o te Mokopuna, a component of the framework specific to *Te Whāriki a te Kōhanga Reo*. This component positions mokopuna as a whāriki (woven mat) woven with the strands and the Māori dimensions of wairua (spirituality), tinana (physicality), hinengaro (cognition) and whatumanawa (emotion), making visible the mana of mokopuna.

## Possibilities for the status of the practice models for literacy & communication and maths, te reo matatini and pāngarau

---

13. The early learning component of the Common Practice Model consists of practice and progress tools aligned to *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa Early childhood curriculum*. These will help kaiako in early learning services not affiliated to TKRNT to notice, recognise, and respond to patterns in children's progress, so that they can provide quality learning experiences that support children's growth and development. These tools are being developed in phases. To date, a professional learning supported trial of the framework and social-emotional learning tool has been completed and initial content for the oral language and literacy (SEL) tool has been developed. The iterated framework and SEL tool will be available in September 2023.
14. TKRNT has developed Te Aho Poutama to capture the progress and achievement of mokopuna who attend kōhanga reo that base their learning programmes on *Te Whāriki a Te Kōhanga Reo*. TKRNT has looked at Hei Raukura Mō te Mokopuna and sees te reo matatini and pāngarau as potentially aligned and connected with *Te Whāriki a Te Kōhanga Reo* and the pathways their mokopuna will follow. We plan to progress discussions with TKRNT on building coherence between Te Aho Poutama and the Ako Framework.
15. As a result of the strategic discussion on 6 April 2023, we note that Hon Jan Tinetti's intent is to take a phased approach to implementing the practice models in schooling. This approach will see them move over time from having a status of guidance for implementing the national curricula to becoming a formal part of the curriculum regulatory requirements School Boards need to meet. Hon Jan Tinetti is planning to seek Cabinet agreement to communicate this intent publicly and to the sector, as captured in the draft Cabinet paper that is provided with the companion paper you are receiving a copy of alongside this briefing [METIS 1309510 refers]. Given that the practice models apply from early learning through schooling, we anticipate that questions will be asked about their intended status in early learning.
16. As signalled in the previous briefings [METIS 1307635 and 1308328 refer], the choices for early learning are similar to schooling:
  - a. Position Common Practice Model and Ako Framework as guidance. (Option 1)
  - b. Position Common Practice Model and Ako Framework as the way early learning services are expected to meet regulated curriculum obligations. (Option 2)
  - c. Issue Common Practice Model and Ako Framework as a regulatory requirement. (Option 3)

*Note that these options refer to those which are captured in more detail (for schooling) in Table 1 on pg. 9 of METIS 1307635.*

17. Given that the curricular regulatory requirements for early learning services are already planned to change in May 2024 [METIS 1289655 refers], we would not advise further changes at this point. 9(2)(g)(i)

18. While you could choose to take a phased approach to requiring the practice models in early learning (as you have indicated you wish to do with schooling, following our recent strategic discussion with you), we would not advise that at this point, given some key differences in the context.
19. Broadly speaking, changes to regulated curriculum requirements from 1 May 2024 will move early learning to a level of regulation that has existed in schooling for some time, i.e., that there are requirements relating to high level principles and what children are expected to learn. Regulating other parts of *Te Whāriki* (such as the sections on 'Underpinning theories and approaches' or 'Assessment, planning and evaluation') to provide a stronger regulatory basis for encouraging use of the practice models (option 2) in the near term may be too fast a pace of change for the sector. There are similar pace and volume of change issues with signalling an intent to move to option 3.
20. In addition, development of Kōwhiri Whakapae | practice and progress tools has been deliberately positioned as support for the implementation of *Te Whāriki*, with commitments that these tools will be guidance not requirements. A change of intent now would impact on trust with the sector, whether that be through pressure to adopt them from Te Mahau and the Education Review Office (option 2) or regulation (option 3).
21. It is likely that the recent gazettal of the principles, strands, goals and learning outcomes of *Te Whāriki* will drive uptake as people look for practical supports to meet the new requirements. The Education Review Office are monitoring the implementation of the ELAP, and these insights will help us understand impacts on the quality of teaching and learning from the combined actions across the ELAP. This will help us understand whether the current approach to embedding the practice models in early learning will need additional strengthening in the future. As part of this work, we will also ensure coherence between Kōwhiri Whakapae and the Ako Framework for Puna Reo early learning services.
22. As in schooling, there are a range of dependencies which could impact on the level and pace of change which can be achieved. These are similar in early learning and reflected in the ELAP. In relation to curriculum, assessment and aromatawai there are some important differences in the context of these dependencies, including significantly less dedicated investment in professional learning and curricula resources.
23. Action 3.6 of ELAP sets out a strategic action to 'develop a sustained and planned approach' to early learning PLD. This includes introducing national programmes of PLD to strengthen implementation of *Te Whāriki* and pedagogical leadership in early learning. An update on this work was provided in June 2021 [METIS 1263492 refers]. As part of progressing ELAP action 3.6, we reviewed centrally funded early learning PLD in 2021. Overall, the review found a lack of coordination, and inconsistent and inequitable coverage with existing early learning PLD provision. The review also found that a lack of non-contact time for many early learning kaiako is a barrier to engaging in PLD.
24. In response, we made cost-neutral adjustments to Strengthening Early Learning Opportunities (SELO – the main form of early learning PLD funding) to support greater national coherence, cultural responsiveness, and equity, including for Māori medium and Pacific Services. We have also refreshed the SELO provider panel for the next three financial years.



25. With the exception of the national contracts with Playcentre Aotearoa New Zealand and TKRNT, we have combined the previous 'SELO 2' and 'SELO 3' programmes into regionally allocated PLD to provide flexible and targeted support to services to meet the National Education and Learning Priorities, which includes links to curriculum. Services are still able to access in-depth PLD through SELO to help them meet licensing requirements related to governance and management where required, and we have not reduced the scope or reach of funding for this purpose.
26. As part of strengthening professional learning support for kaiako and leaders to implement curriculum, assessment and aromatawai changes in 2023 and beyond [METIS 1266721 refers], we are aiming to take a full learner pathway approach where possible, from early learning through to senior secondary. Doing so will help further progress ELAP actions, however we may not be able to fully realise their intent within current investment levels or allocation settings for early learning professional learning supports.
27. While these adjustments are making progress in strengthening professional learning support for early learning kaiako, they may not be perceived as sufficient to deliver on ELAP action 3.6.

## Funding implications

---

28. Kōwhiri Whakapae are being developed using time limited funding, with no ongoing dedicated funding to support their implementation or further development, and limited opportunities for reprioritisation within the Ministry's baseline funding. SELO funding for professional learning is also limited. This means that there will be significant constraints on the level of implementation support that will be able to be provided for these tools, which may impact on the pace and spread of change.

## Next steps

---

29. The draft Cabinet paper we have provided to Hon Jan Tinetti on setting clear expectations for quality teaching of literacy and maths, te reo matatini and pāngarau [refer to the companion paper METIS 1309735 Annex 1] reflects our advice in this paper. If you would prefer to take a different approach following consideration of this briefing and discussion with your colleagues, the Cabinet paper will be updated accordingly.
30. We ask that any feedback on the Cabinet paper be provided by Wednesday 24 May 2023 to enable us to provide Hon Jan Tinetti's office with a revised draft Cabinet paper on 29 May for Ministerial consultation.