MINISTRY OF EDUCATION
TE TĀHUHU O TE MĀTAURANGA

Briefing Note: Update on a rich record of learning for all ākonga

To:	Hon Jan Tinetti, Associate Minister of Education		
Cc:	Hon Chris Hipkins, Minister of Education Hon Kelvin Davis, Associate Minister of Education		
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Purpose of Report

The purpose of this paper is for you to:

- **Note** the approach we are taking to enable ākonga to journey through the education system with a record of their learning.

- **Agree** that this Briefing will be proactively released.

Agree / Disagree

Summary

1. The development of a common approach to records of learning was one of the initial actions agreed by Cabinet in response to the advice of the Curriculum, Progress and Achievement Ministerial Advisory Group [SWC-19-MIN-0101 refers]. The record of learning will include a curriculum progress map for each ākonga which makes visible their individual progress across the national curriculum. Subject to data protection and use, including upholding the principles of Māori data sovereignty, this will help fill gaps in information available for an effective 'system that learns'.

2. Implementation of the record of learning is dependent on Te Rito as the technical platform. Te Rito will enable integration with management systems used by schools and kura, ensure protection and security, and enable records of learning to follow ākonga as they move between settings and pathways.

3. In Māori medium pathways, 'He Ara Kōkiri' has been adopted as a distinct identity for records of learning. This depicts the ākonga journey of learning, and relates to He Tamaiti Hei Raukura (which underpins the refresh of *Te Marautanga o Aotearoa*). Records of learning (including He Ara Kōkiri) are focused on the ākonga, as they travel

through the system, and therefore will be developed to reflect their learning progress no matter where in the system they are.

4. The Ministerial Advisory Group stressed the criticality of rebuilding and sustaining trust in relation to the collection and use of information on ākonga learning progress post the removal of National Standards and Ngā Whanaketanga Rumaki Māori. Progressing this work collaboratively in a way that is genuinely 'done with' not 'done to' is key, as is listening carefully to concerns and ensuring that risks to learning are minimised.

5. We are currently in the Discovery Phase of the project, which involves the collaborative development of design and implementation requirements for the digital Record of Learning and He Ara Kōkiri. Testing in 2021 will be on the basis of paper prototypes as part of a user-centred design approach.

6. Following the Discovery Phase we will complete the design and conduct a request for proposal (RFP) process to engage a vendor to build the technical solution for digital records of learning. The final build of this solution will interface to the Te Rito platform, which is the learner data repository and a user access method. No learner data will be stored in the Record of Learning application, rather users will use the application to enter learner data to, and extract it from, the Te Rito platform.

7. Our user-centred collaborative approach will continue throughout all phases, with the digital record piloted and refined before phased implementation begins within the context of the overall change and implementation approach of the curriculum refresh.

8. Alongside the design and build of Record of Learning and He Ara Kōkiri, there are a number of areas for further work in order to harness the full benefits for ākonga, whānau, teachers and kaiako. This includes digital equity, expectations around use of the record, alignment with the standardised Learning Support Register, integration with other information systems, mechanisms for ensuring information quality, and linkages through to early learning.

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Deputy Secretary
Early Learning and Student Achievement

06/05/2021

Hon Jan Tinetti
Associate Minister of Education

09/05/2021

Background

9. In response to the advice of the Curriculum, Progress and Achievement Ministerial Advisory Group, in August 2019 Cabinet directed the Ministry to work in collaboration with Māori, Pacific, the sector, students, parents and whānau on the following initial actions [SWC-19-MIN-0101 refers]:

   a. establishing an agreed process for updating *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*, including roles and responsibilities

   b. developing a curriculum progress map that enables individual students' strengths and needs to be easily identified and responded to, with the intent that it will be ready for use by schools and kura

   c. developing a common approach to records of learning so that students, parents and whānau and teachers have the information they need to understand and support students' progress

   d. appropriately sharing learner progress information across the education system so that we know what works, what needs to be improved, and where to allocate resources to better support students.

10. The original intention was to have records of learning, including a curriculum progress map, ready for implementation in 2021. Collaborative work has made clear the importance of taking the time for a more iterative process with people, so that we get the design and implementation supports right. We also need to ensure the work is undertaken in a way that creates trusted conditions for data protection and use, and which upholds Māori data sovereignty.

11. The record of learning, and in particular the curriculum progress map element of it, needs to align to the national curriculum documents. Now that there is greater clarity about the process for updating *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* we can better plan for the development, implementation and enhancement of the record of learning. In January 2021, Cabinet noted the revised timelines which will see:

   a. initial iterations of a record of learning for *Te Marautanga o Aotearoa* and *The New Zealand Curriculum* ready for testing in 2021

   b. each learner's record of learning capturing, at a minimum, progress in literacy, te reo matatini, numeracy, pāngarau, and social-emotional learning[1];

   c. each learner's record enabling a holistic picture of learner strengths, aspirations and needs to be collaboratively generated by learners, families and teachers.

12. Note that implementation of the record of learning is dependent on Te Rito as the technical platform. Te Rito will enable integration with management systems used by schools and kura, ensure protection and security, and enable records of learning to follow ākonga as they move between settings and pathways. If for some reason Te Rito is unable to be used, then an alternative data repository (with integration to school systems) and mechanism for data governance will be needed.

13. This briefing provides an update on the benefits of records of learning, the approach we are taking (including progress to date and next steps), and connections to the wider work programme. In Māori medium pathways, 'He Ara Kōkiri' has been adopted as a distinct identity for records of learning. This depicts the ākonga journey of learning, and relates

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[1] Unpacking the 'managing self' and 'relating to others' key competencies for *The New Zealand Curriculum* and through He Tamaiti Hei Raukura for *Te Marautanga o Aotearoa*).

to He Tamaiti Hei Raukura (which underpins the refresh of *Te Marautanga o Aotearoa*). Further consideration is being given to a distinct identity in English medium pathways.

Benefits of records of learning and He Ara Kōkiri

14. Records of learning (including He Ara Kōkiri) are focused on the ākonga, as they travel through the system, and therefore will be developed to reflect their learning progress no matter where in the system they are.

15. Collaborative work to inform the design of records of learning and He Ara Kōkiri has been undertaken separately for English and Māori medium pathways to create space for any unique needs and contexts to be considered. Across both pathways, similar benefits are sought:

    a. Ākonga having a holistic and strengths-based record that recognises their unique identity, reflects their aspirations, celebrates their achievement and tracks their progress and needs across a range of knowledge, skills, and capabilities in ways that value diversity and are inclusive of all learners. In Māori medium pathways this includes valuing the centrality of te reo, tikanga and mātauranga Māori.

    b. Contributes to and enhances positive and reciprocal learning relationships between kaiako, teachers, ākonga and their whānau though open communication and real time information sharing. Reporting will no longer be a two-yearly summative event, and records will include whānau contributions on learning that occurs in family settings, and community.

    c. Helping kaiako and teachers understand ākonga and what they do and contribute to the learning process. It will assist kaiako to learn about the strengths, needs and what works for individuals.

    d. Supporting teachers to more easily respond to the learning needs of new ākonga and to keep learning momentum going. This includes reducing the need for reassessment, and over-assessment, by ensuring a more efficient, timely information processes to be used.

    e. Efficiencies in the collection, use and sharing of information. Integration with assessment and aromatawai tools and existing management systems will assist in this efficiency.

    f. Integration with local curriculum and marau ā-kura, so schools and kura will be able to deliberately monitor and report against any local graduate profile as well as expectations in the national curriculum.

    g. Richer information being available for an effective 'system that learns' reflecting the holistic nature of our national curriculum which values more than just literacy, mathematics and science. This includes filling critical gaps, such as the lack of timely system-level information for years 1 to 4 and for ākonga with disabilities and learning support needs. For Māori medium pathways, this will be worked through with the Māori medium sector as part of a high trust partnership model of information sharing.

    h. Ability to aggregate and analyse common elements of records of learning and He Ara Kōkiri to understand what is happening for ākonga learning progress across places of learning, clusters or regions, nationally and for particular groups so that we know how well the system is supporting all learners and can work with whānau, teachers, schools and kura to respond effectively to ākonga learning needs.

i. Ensure information is kept secure and appropriately protected, and that the principles of Māori data sovereignty are upheld.

16. In addition, for ākonga who transition from Māori medium to other contexts, He Ara Kōkiri allows ākonga to carry their unique te ao Māori journey into other contexts. Schools will have a rich picture of what ākonga bring with them to help inform specific planning for successful transitions.

17. Records of Learning and He Ara Kōkiri are an important part of work underway to support successful transitions to school and kura (integrating with the school entry kete), and to support early identification of learner needs. Critical to this is the 'curriculum progress map', which will be based on clear markers of learning progress from the national curriculum (or supporting progression tools), so that there is a common way for understanding where learners are at and what their needs are. Progress against these markers will meet information needs for a variety of purposes, including integrating with the learning support register to support the identification of learning support needs. They could also form the basis for implementing systemic "safety nets" for every learner at key points that trigger allocation of targeted and individualised support, as is being explored through the literacy, mathematics, te reo matatini and pāngarau strategies.

Approach to developing record of learning and He Ara Kōkiri

18. The Ministerial Advisory Group stressed the criticality of rebuilding and sustaining trust in relation to the collection and use of information on ākonga learning progress post the removal of National Standards and Ngā Whanaketanga Rumaki Māori. Progressing this work collaboratively in a way that is genuinely 'done with' not 'done to' is key, as is listening carefully to concerns and ensuring that risks to learning are minimised.

19. For Māori medium pathways, design of He Ara Kōkiri has been included in the Māori centred design approach being developed for the refresh of *Te Marautanga o Aotearoa* to preserve and build trust, coherence and equity within the Māori medium sector. The alignment with Māori centred design under the refresh of *Te Marautanga o Aotearoa* is essential as the changes to the curriculum are expected to be significant.

20. In English medium pathways, the user centred design approach includes engagements with school leaders, teachers, peak bodies, agencies, whānau groups, other organisations and experts commenced in 2020 and continue to date within the context of the engagement model for *The NZC* work programme and curriculum refresh. This is providing strong voices on the design function and purpose of a record of learning, and ensures that it is seen as part of a wider system change rather than an isolated initiative.

21. We also commissioned the Stonefields Collaborative Trust to develop and run a trial of their *SchoolTalk* platform with 12 schools across Terms Two to Four in 2020. This has given us insights in to how 'a' record of learning can be used, by teachers, learners and whānau. It has also highlighted key questions that need to be addressed as part of a wide scale rollout (such as how to ensure equitable digital access). These insights from the trial will inform our final design and implementation approaches.

22. Across the dual pathway, we do not want to rush too soon to a digital build. Testing in 2021 will be on the basis of paper prototypes as part of a user-centred design approach. This will enable further discovery work with ākonga, whānau, kaiako, teachers, tumuaki, principals and boards to understand their information goals and needs. It is also important to clearly understand the needs of ākonga transitioning between different schools and kura, including between Māori and English medium pathways.

23. Draft wireframes are available for the initial paper-based prototypes for English medium pathways. As well as showing a possible design for records of learning, these draft

wireframes demonstrate how learners could "check in" on their social-emotional learning and link to their learning experiences [METIS 1251127 refers].

24. Engagement during the testing phase is likely to include several formats in order to reach the desired voices. This will include online, face-to-face meetings, as well as using online surveys and interactive website. Key questions include 'How does this support effective learning partnerships between ākonga, whānau and kaiako?', 'How does this help me understand what is working for ākonga and what needs to happen next?' and 'How is this inclusive of the needs of all ākonga?'. From an implementation perspective, it also includes addressing questions of 'What does this replace?' 'Have you added to my workload?' and 'Does this assist my practice?'.

25. Discovery work to date does not pre-suppose a particular design and build solution but rather will be informed by the user requirements, testing, analysis, dependencies, and viability. Following testing, we will move to final design for the digital build, including the interface with the Te Rito platform and the standardised Learning Support Register. The final build of this solution will interface to the Te Rito platform, which is the learner data repository and a user access method. No learner data will be stored in the Record of Learning application, rather users will use the application to enter learner data to, and extract it from, the Te Rito platform.

26. Our user-centred collaborative approach will continue throughout all phases. Following the end of the discovery and design phases in 2021, we will move to:

    a. **Build.** A Request for proposal process will be conducted to engage our technology developers. Final build will include integration to the Te Rito platform and an extensive test cycle. Alongside this we will develop user materials and capability supports.

    b. **Pilot.** We will pilot Records of Learning and He Ara Kōkiri with a select and representative number of ākonga, schools and kura (across the range of different types of provision, including specialist schools) and whānau to ensure it meets the needs of all stakeholders. This will enable iterative refinement of the final products.

    c. **Implement.** We will support implementation through a phased roll-out with comprehensive supports to help ākonga, schools, kura and whānau make the most of Records of Learning and He Ara Kōkiri. This will be integrated with the overall change and implementation approach for the curriculum refresh.

    d. **Ongoing enhancement:** In subsequent years enhancements will be made to the platform/s as curriculum refresh activity continues and user feedback informs new functionality requirements, as well as the addition of further capability. This may include extension into early learning.

27. Timelines for the build and pilot phases set out above will be informed by the requirements of the design. Implementation timing will be aligned with change and implementation for the curriculum refresh over the next four years, but may also need to reflect any decisions on mandating any elements of the records. As Records of Learning and He Ara Kōkiri are evolved alongside the curriculum refreshes, consideration will need to be given to what learning forms part of the curriculum progress map beyond the minimum of literacy, te reo matatini, numeracy, pāngarau, and social-emotional learning[2] already indicated to Cabinet.

28. Assurance on the protection of data must be agreed and accepted, including by Māori, ahead of implementation. This includes governance, management and decision making on who can access what data and for what purpose. The record of learning and He Ara

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[2] Unpacking the 'managing self' and 'relating to others' key competencies for *The New Zealand Curriculum* and through He Tamaiti Hei Raukura for *Te Marautanga o Aotearoa*).

Kōkiri will be developed to align with the principles of Māori Data Sovereignty (acknowledging that Māori data exists in both Māori and English medium settings). This includes application of these principles to the Te Rito as the data repository.

29. Using Records of Learning and He Ara Kōkiri in a way that maximises the benefits to teaching and learning will require a shift in teaching practice, so that use of Records of Learning and He Ara Kōkiri is reciprocal, strengths based and upholds the aspirations of the learner, whānau, iwi and hapū. Guidance and supports such as PLD linked to the 'assessment for learning' and 'aromatawai' priorities are available to schools and kura wishing to improve their existing practices and tools in ways that align with the direction of travel.

30. The need for further support for teaching practice shifts associated with Records of Learning and He Ara Kōkiri will be considered as part of change and implementation supports. Development of strategies for literacy and mathematics, Te Reo Matatini and Pāngarau, will help inform whether further tools are needed to better understand learner progress in these areas and capture reliable information within Records of Learning and He Ara Kōkiri

Harnessing the full benefits of Records of Learning and He Ara Kōkiri

31. To realise the full benefits of Records of Learning and He Ara Kōkiri there are a number of matters that will need to be considered as part of the work ahead. This includes:

    a. How to address digital inequities in order to ensure equitable access by ākonga and whānau to the benefits of Records of Learning and He Ara Kōkiri. This will need to be an important consideration for next steps in the Digital Strategy.

    b. How to best ensure ākonga coverage and sufficient completion of information in the record to fully realise the benefits within 'a system that learns'. This could mean incentivising or mandating the use of Records of Learning and He Ara Kōkiri and the inclusion of some information.

    c. How records of learning will work in the context of the overall system structures for identifying and meeting learning needs, including at school entry. For example, acting as a tool to notice potential dyslexia, dyspraxia, giftedness and other learning support needs by using information on learning progress to flag areas of concern that should be further investigated.

    d. How best to ensure the quality of information in the record, which depends on the assessment and aromatawai practices and tools used. There needs to be a fit-for-purpose toolkit available, and consideration may also need to be given to setting expectations about what tools are used when for what purposes at particular points. Note that existing tools (such as e-asTTle) need updating to remain fit-for-purpose and there is a lack of common tools and practices for some aspects of learning across the curriculum.

    e. Integration with other information systems. This includes the NCEA Record of Achievement and tools supporting the new NCEA co-requisites.

    f. The place of records of learning and He Ara Kōkiri in an early learning context. The development of practice and progress tools to support implementation of Te Whāriki could, in time, provide a foundation for including rich information on ākonga progress in the early years.

Financial implications

32. The development and implementation of nationally accessible platforms with third party authentication and collaboration is a significant capital and operational cost. A detailed business case is in development. Funding secured for records of learning He Ara Kōkiri through Budget 2021 assumed that technology costs would largely be met through other initiatives, other than the digital tools needed to enable the record and costs associated with integrating the record into the Ministry's other systems.

33. In particular, Te Rito is the identified learner data repository and will enable integration with school management systems. Sustaining investment in Te Rito is necessary to facilitate implementation of a digitised Record of Learning, and secure mechanisms for sharing learner data across all New Zealand schools and kura. If for some reason Te Rito is unable to be used, then funding may be needed for an alternative data repository (with integration to school systems) and mechanism for data governance will be needed.

Next steps

34. We will keep you updated as key milestones in this work programme are reached and new insights become available.

Proactive Release

35. We recommend that this Briefing is proactively released as per your expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.