

Cabinet Paper material

Proactive release

Minister & portfolio Hon Jan Tinetti, Associate Minister of Education
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Cabinet Paper: Strategies for te reo matatini and pāngarau, literacy and mathematics (including statistics and numeracy)

13 December 2021
Associate Minister of Education

Cabinet Minute: CAB-21-MIN-0525

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Associated Material:

1266696 Briefing Note: Update on the strategies for te reo matatini and pangarau, literacy and mathematics

4 August 2021
Ministry of Education

1271809 Education Report: Draft strategies for Te Reo Matatini and Pāngarau, Literacy and Communication, and Maths

22 October 2021
Ministry of Education

1276586 Briefing Note: Draft Cabinet paper for te reo matatini and pāngarau, literacy and mathematics strategies

11 November 2021
Ministry of Education

1278740 Briefing Note: Strategies for Te Reo Matatini and Pāngarau, Literacy and Mathematics at Cabinet Social Wellbeing Committee on 8 December

3 December 2021
Ministry of Education

1281000 Education Report: Announcement of te reo matatini and pāngarau, literacy & communication and maths strategies

10 February 2022

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

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Budget Sensitive

Office of the Associate Minister of Education

Cabinet Social Wellbeing Committee

Strategies for te reo matatini and pāngarau, literacy and mathematics (including statistics and numeracy)

Proposal

- 1 This paper provides an update on the development of strategies for literacy and mathematics, agreed to by Cabinet as a priority initiative for early learning and schooling in the Education Work Programme 2021 [SWC-21-MIN-0015 refers].
- 2 To meet the unique needs of Māori and English medium education, I am seeking Cabinet agreement to publicly release the following strategies in early 2022:
 - 2.1 ‘Hei Raukura Mō Te Mokopuna’ (Appendix 2), the strategy for te reo matatini and pāngarau; and
 - 2.2 ‘Literacy & Communication and Maths Strategy and Action Plans’ (Appendix 3), the strategy for literacy and mathematics (including statistics and numeracy).¹

Relation to government priorities

- 3 The strategies speak to the Government’s priority of ‘laying the foundations for the future’. The actions they propose will reduce inequities and lift young New Zealanders’ achievement in te reo matatini and pāngarau, literacy and maths.² The strategies also support the vision of the Government’s Child and Youth Wellbeing Strategy ‘that New Zealand be the best place in the world for children and young people’, and particularly the outcome ‘Children and young people are learning and developing’.
- 4 The strategies progress the Government’s commitment to ‘continue to support the revitalisation of te reo Māori’. They also advance obligations set out in Te Tiriti o Waitangi | The Treaty of Waitangi (Te Tiriti | The Treaty) by strengthening the commitment to Māori language education pathways, and by providing teaching and learning experiences that support ākonga Māori to learn and flourish.

Executive Summary

- 5 In March 2021, Cabinet agreed to the development and implementation of strategies to strengthen teaching and learning in literacy and mathematics (including numeracy) during early learning and schooling [SWC-21-MIN-0015 refers]. Two strategies have

¹ Condensed hereafter to ‘Literacy and Maths Strategy’ for clearer reading.

² ‘Maths’ is used as a generic term throughout to refer to the grouping of subject matter, skills, competencies, and understanding that encompass the areas of numeracy and all aspects of Mathematics & Statistics covered in *The New Zealand Curriculum* (NZC).

been developed to meet the unique contexts of Māori and English medium education – one for te reo matatini and pāngarau, and one for literacy and maths. Key changes to system settings will create sustained improvement along the pathway, from early learning to secondary school.

- 6 Too many of our learners/ākonga are not receiving the support they need to succeed in their literacy and maths learning, nor are we meeting the needs of all ākonga equally. This is a persistent pattern in our system, and work is needed to address the decline in student achievement within English medium settings.³ Large numbers of students are also at risk of not obtaining the new NCEA co-requisites in literacy and numeracy, or te reo matatini and pāngarau. This reflects inequities that arise early in the teaching and learning pathway and disproportionately affect particular groups of ākonga.⁴
- 7 We've also heard clearly that educators desire more guidance and support to help them deliver consistent and high-quality teaching and learning experiences to ākonga. This requires us to get the balance right between what is 'tight' and 'loose' in the system. The early learning and schooling system in Aotearoa New Zealand is highly devolved. This level of autonomy can sometimes place additional demands on teachers/kaiako and leaders. Reducing the element of chance by offering more clarity and system stewardship is a key step towards ensuring kaiako, teachers, and leaders can confidently provide ākonga with the teaching and learning they need. At the same time, a degree of flexibility is important at local level, so places of learning can tailor teaching and learning to the specific contexts and needs of their ākonga.
- 8 Te reo matatini and pāngarau, literacy and maths are fundamental skills and knowledge that children need to unlock the wider curriculum and progress and achieve in all learning areas. They also have long-term implications beyond schooling: adults with baseline literacy and maths skills are more likely to gain higher qualifications, be employed, have higher incomes, and report good health. The need for this work has been further heightened by the ongoing impact of COVID-19 disruptions on learning progress.
- 9 The development of the strategy for te reo matatini and pāngarau, 'Hei Raukura Mō Te Mokopuna', seizes an opportunity to better support tamariki to achieve success as Māori within Māori language education pathways, recognising the importance of ensuring all mokopuna get the teaching and learning they need to become confident leaders of tomorrow within te ao Māori and the wider world.

³ 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.

⁴ 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'.

- 10 The strategies set out a course of action designed to transform the status quo and future-proof the early learning and schooling system. If we get this right, our system will better support all children and young people to progress and achieve in te reo matatini and pāngarau, literacy and maths learning that matters for lifelong physical, social, cultural, and spiritual wellbeing, as well as for work, citizenship, and further learning.
- 11 9(2)(f)(iv)
- 12 I am seeking your agreement to the strategy for te reo matatini and pāngarau, ‘Hei Raukura Mō Te Mokopuna’ (Appendix 2). This will guide the development and implementation of actions that:
- 12.1 Reclaim the meaning of te reo matatini to reflect its original intent and clarify its contribution to Te Tamaiti Hei Raukura (kia rangatira te mokopuna);
 - 12.2 Emphasise the importance of te reo matatini for meeting iwi aspirations for language revitalisation and regeneration (kia rangatira te iwi);
 - 12.3 Consider the wāhanga ako (learning areas) of *Te Marautanga o Aotearoa* as tīrewa ako (learning progression frameworks) using understandings gained from the development of tīrewa ako for reo ā-waha, pānui, tuhituhi, and pāngarau (kia rangatira te reo);
 - 12.4 Emphasise the critical role of kaiako, both as learners and teachers of ngā reo matatini, in maximising mokopuna success in the classroom and in their everyday lives (kia rangatira te kaiako);
 - 12.5 Reclaim pāngarau as a distinct and valid body of mātauranga, tikanga, and kaupapa Māori that authentically reflects te ao Māori;
 - 12.6 Promote opportunities for mokopuna to make sense of their experiences and to make connections with their histories, cultures, and communities through increased access and understanding of the role of te reo matatini and pāngarau;
 - 12.7 Propose te reo matatini as an important means of social inclusion and take concrete measures to ensure that everybody has the opportunity to obtain the skills required to participate fully in society; and
 - 12.8 Ensure whānau and kaiako have a primary role in the educational development of mokopuna through te reo matatini and pāngarau, and support services in kura and schools complement the work of the classroom teacher.
- 13 I am also seeking your agreement to the ‘Literacy & Communication and Maths Strategy and Action Plans’ (Appendix 3). The strategy sets out a phased programme of coordinated actions to establish:
- 13.1 Clear expectations for teaching and learning to guide effective practice;
 - 13.2 Capability supports along the career pathway to develop effective teachers who can meet the needs of diverse groups of learners;

- 13.3 Educationally powerful connections between learners, families, iwi, communities, and education settings to enhance learning;
- 13.4 A system of learning supports to respond to the needs of learners; and
- 13.5 System-wide evaluation to support ‘a system that learns’.
- 14 The strategies provide a road map for an ambitious programme of work. Some actions are already underway, including the early literacy approach, and the refresh of the national curriculum for schooling which will ensure it is clearer and easier for teachers to use.⁵ However, further action needs to be taken and sustained to shape a world-class education system. While the strategies will make use of available funding, and build on proven initiatives already underway, the level of change required to create a genuine system shift means some actions are dependent on future policy and/or funding decisions before design or implementation phases can proceed.
- 15 9(2)(g)(i) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED] Without action, the current trajectory of decline in student achievement is very likely to continue, which will have an impact on the ability of our population to contribute globally. We also need to make sure ākonga encountering the new NCEA co-requisites are well-prepared, and that they develop the skills and knowledge they need to succeed in post-school pathways and throughout their lives.
- 16 9(2)(f)(iv) [REDACTED]
[REDACTED]
[REDACTED] I will be agreeing development and implementation plans for different components of the strategies with Te Tāhuhu o te Mātauranga | The Ministry of Education (the Ministry) as funding becomes available and/or at the appropriate time in the phasing of the strategies. An early action under the strategies is to develop monitoring and evaluation plans. This will inform future updates to Cabinet on implementation progress and document the difference the strategies are making.

Background

- 17 Te reo matatini and pāngarau, literacy and maths are foundational areas of learning that enable children and young people to participate in learning across the full curriculum, access great education opportunities, achieve positive health, wellbeing, and employment outcomes, contribute to their communities and country as engaged citizens, and reach their full potential. The ability to gain skills and knowledge in these areas is highly valued by ākonga, whānau, hapū, iwi, and wider society.
- 18 The development of the strategy for literacy and maths (part of the Education Work Programme for 2021 [SWC-21-MIN-0015 refers]) was prompted by persistent inequities and a pattern of long-term decline in student achievement within English

⁵ The national curriculum guides learning and teaching in early learning and schooling and underpins NCEA qualifications. It includes *Te Whāriki a te Kōhanga Reo* and *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa* | *Early childhood curriculum* for early learning, and *Te Marautanga o Aotearoa* (Māori medium education) and *The New Zealand Curriculum* (English medium education) for schooling.

medium settings. The large numbers of students at risk of not obtaining the new NCEA co-requisites in literacy and maths reflects inequities that arise early in the learning pathway and linger. Studies make clear too many ākonga are not consistently getting the literacy and maths teaching, learning, and supports they need during early learning and schooling.⁶

- 19 While comparable data is not available for Māori medium settings, the development of the strategy for te reo matatini and pāngarau, ‘Hei Raukura Mō Te Mokopuna’, seizes an opportunity to better support tamariki achieve success as Māori within Māori language education pathways by establishing systems and processes that will ensure timely targeted support is available when required. ‘Hei Raukura Mō Te Mokopuna’ aims to ensure all mokopuna get the teaching and learning they need in te reo matatini and pāngarau.
- 20 The early learning and schooling system is underperforming for many groups of ākonga but, in the context of Te Tiriti | The Treaty, it is important to specifically note our system has long been underperforming for ākonga Māori and their whānau. This has significant social, cultural, health, and economic impacts for whānau, hapū, iwi, Māori, and Aotearoa New Zealand society more broadly. By taking system-wide action, the strategies promote better outcomes for all ākonga Māori, including those with disabilities, supporting engagement, progress, and achievement at all stages of their learning. While ‘Hei Raukura Mō Te Mokopuna’ will make a difference for ākonga Māori in Māori medium settings, the ‘Literacy and Maths Strategy’ has a deliberate focus on supporting Māori learners in English medium settings.
- 21 Separate strategies have been developed to meet the needs unique to Māori and English medium settings. The strategies draw on a range of research and evidence, alongside conversations with educators and wider communities. Targeted engagements with educators made clear that kaiako, teachers, and leaders are looking for more guidance and support to help them deliver consistent and high-quality teaching and learning experiences to ākonga. Although they are independent, the strategies often identify that action is needed in similar areas. As such, the strategies will be progressed in an aligned way where appropriate, recognising the approach and timing may need to be different to reflect the particular contexts of each medium. Both strategies aim to create excellent and equitable outcomes for all ākonga.
- 22 Transformational shifts in teaching and learning during early learning and schooling are required to prepare children and young people with the critical te reo matatini and pāngarau, literacy and maths skills and knowledge needed to thrive in learning and life. The strategies provide a road map for an ambitious programme of work. ■
9(2)(f)(iv) ■
■
■
- 23 Actions in the strategies align with and advance the Government’s broader work to strengthen the national curriculum for schooling and its delivery (including through the redesign of *Te Marautanga o Aotearoa* and the refresh of *The New Zealand*

⁶ See footnotes 3 and 4 above.

*Curriculum (NZC)*⁷ so that it's inclusive, clearer, and easier for teachers and kaiako to use, and honours Te Tiriti | The Treaty [CBC-21-MIN-004 refers]), as well as the teaching and learning components of 'He taonga te tamaiti – Every child a taonga: Early learning action plan 2019–2029'.

Hei Raukura Mō Te Mokopuna (Te reo matatini and pāngarau strategy)

- 24 Ākonga who engage in the Māori medium education pathway are well-positioned to achieve positive outcomes in terms of attainment, wellbeing, and intergenerational growth that contributes to the aspirations of whānau, hapū, iwi, and Māori communities more generally. Te reo matatini and pāngarau are foundational areas of learning and play an important role in realising these positive outcomes and opening exciting education opportunities and post-school pathways.
- 25 The strategy 'Hei Raukura Mō Te Mokopuna' (Appendix 2) proposes an authentic indigenous framing for these key areas of learning and is informed by advice from Te Rōpū Rautaki (expert working group), consultation work with educators, and review of research.
- 26 There has been a growing misconception in recent decades that te reo matatini is a direct translation of the English term 'literacy' and holds the same meaning. This misconception is also true for pāngarau and 'maths'. Ensuring learning encapsulates indigenous knowledge and te reo Māori alongside te reo matatini and pāngarau will help to reinstate the original intent of these concepts.
- 27 Revitalising the original intent of te reo matatini and pāngarau will support all ākonga to achieve education success as Māori. 'Hei Raukura Mō Te Mokopuna' extends and activates insights generated from earlier work⁸ to achieve a system shift designed to benefit ākonga learning through te reo Māori education pathways.
- 28 'Hei Raukura Mō Te Mokopuna' captures the relation between te reo matatini and pāngarau and their interconnection to te reo Māori. It also describes their alignment with the conceptual framework Te Tamaiti Hei Raukura (the foundation statement for *Te Marautanga o Aotearoa*). The strategy reflects a holistic view of ākonga and recognises mokopuna as 'raukura' (leaders of tomorrow). It privileges a Māori worldview, promoting, uplifting, and valuing the essential place of te reo matatini and pāngarau in education.
- 29 The aim of 'Hei Raukura Mō Te Mokopuna' is to support the development of teaching and learning programmes that will lift ākonga achievement across te reo Māori education pathways. 'Hei Raukura Mō Te Mokopuna' will support the system to achieve excellent outcomes for ākonga by building and strengthening a confident and competent workforce, and contributing to the revitalisation, ongoing development, and sustainability of quality te reo and mātauranga Māori into the future. The strategy also provides opportunities for system monitoring processes to be

⁷ *Te Whāriki* was refreshed in 2017 with work ongoing to provide additional supports to strengthen its implementation. The strategies presented here align with and advance this work.

⁸ For example, the 'Te Reo Matatini Māori Medium Literacy Strategy', developed by the Ministry in 2007, and the draft pāngarau action plan 'Pāngarau Kōkiri Whamua', developed in 2016 with experienced pāngarau educators.

established, which has been a sizeable gap since the establishment of Māori medium pathways.

- 30 The recommendations in the strategy are organised by three guiding principles:
- 30.1 *Ko te mokopuna kei te toi o ngā whakaaro* — Any workstreams and work generated as part of this strategy should be focused on the learning and teaching needs of mokopuna that are compatible with a mokopuna-centric curriculum, as proposed by Te Tamaiti Hei Raukura.
- 30.2 *Te Reo Matatini* — Te Reo Matatini refers to ngā tini mata o te reo (‘the many faces or facets of language’). It takes into account the multitude of ways that language can be linguistically, culturally, socially, spiritually, and academically acquired, represented, and expressed. Indeed, it is far more expansive than the term ‘literacy’ with which it has unintentionally become synonymous. This strategy seeks to position te reo matatini as having an inextricable link across the reo ā-waha, pānui, tuhituhi, and pāngarau tīrewa ako, and in doing so help reclaim its original intent, as well as considering wāhanga ako as tīrewa ako.
- 30.3 *Mātauranga* — Mātauranga is dynamic and fluid. For the purposes of the strategy it is best understood in the context of marau ā-kura (the localised curriculum) where whānau, marae, hapū and iwi have the opportunity to define what mātauranga is to them and determine how this is expressed in the teaching and learning programme. Monitoring the mātauranga experienced throughout the curriculum acknowledges and authenticates its contribution to the learning mokopuna engage with. It is through this principle that we can embed the previous two principles.
- 31 ‘Hei Raukura Mō Te Mokopuna’ advances the ambitions of the redesign of *Te Marautanga o Aotearoa* by more deliberately reflecting te ao Māori approaches to education and the place of mātauranga Māori, as well as taking into account what whānau, hapū, and iwi deem to be important for their children and young people.

32 9(2)(g)(i)

Literacy and Maths Strategy

- 33 The strategy for literacy and maths covers literacy, communication, mathematics and statistics, and numeracy teaching, learning, and assessment along the English medium early learning and schooling pathway. It sets out to shape the early learning and schooling system in a way that delivers equity and excellence in literacy and maths teaching and learning, so every ākonga reaches their potential, secure in their identities, languages, and cultures.
- 34 While there are opportunities and challenges that are specific to literacy and to maths, many of the means for change are common and there are similar issues which must be addressed in a coordinated way to benefit ākonga. Therefore, a joint strategy has been

developed, with separate action plans for each area of learning (see ‘Literacy & Communication and Maths Strategy and Action Plans’, Appendix 3).⁹

- 35 Many factors influence teaching and learning practices. Action is needed to create much more clarity about learning expectations and to provide consistent tools for teachers and whānau to understand ākongā progress. A shift towards more deliberate, evidence-based, and consistent teaching guidance, with aligned services, will better serve and support ākongā and their families, and kaiako and teachers. The strategy draws on findings from recent international and national evidence, including the internal policy paper ‘Shifting the dial on literacy’ and a 2021 Royal Society Te Apārangi convened expert advisory panel report on the Mathematics and Statistics curriculum. It also responds to practitioner insights shared at targeted engagements on literacy and maths, held from March to September 2021.
- 36 The ‘Literacy and Maths Strategy’ is organised around five interconnected focus areas which were strongly affirmed by evidence review, independent advice, and feedback from educators and the wider community:
- 36.1 Clear expectations for teaching and learning to guide effective practice;
 - 36.2 Capability supports along the career pathway to develop effective teachers who can meet the needs of diverse groups of learners;
 - 36.3 Educationally powerful connections between learners, families, iwi, communities and education settings to enhance learning;
 - 36.4 A system of learning supports to respond to the needs of learners; and
 - 36.5 System-wide evaluation to support a ‘system that learns’.
- 37 A coordinated focus on all five areas will be needed if we are to transform the early learning and schooling system and ensure every place of learning provides the vital literacy and maths teaching and learning children and young people need now and into the future.
- 38 Ultimately, the success of this strategy depends on kaiako and teachers feeling confident in their teaching practice and the decisions they make every day in the best interests of ākongā. People have told us that they don’t feel there has been enough leadership, guidance, and support from central government. The introduction of Te Mahau, which includes Te Poutāhū | Curriculum Centre and a curriculum frontline, has already demonstrated our commitment to changing the status quo.
- 39 We know there is variability in practice, differing levels of teacher confidence, and a need for more guidance on evidence-based alternatives to harmful streaming and grouping practices. Through the implementation of this strategy, a common teaching approach is being introduced. This will create greater coherence and consistency in teaching and learning practices for literacy and maths. It will also underpin Initial

⁹ The importance of speaking, listening, viewing, presenting, and digital literacy is indicated by the term ‘communication’.

Teacher Education and be embedded across a range of services provided by Te Poutāhū and through professional development.

- 40 The intention of this strategy is that more ākonga will have more of their needs met ‘as the norm’, as part of an inclusive curriculum. This means recognising and responding to the diverse needs of ākonga and taking into account intersecting needs, for example those of disabled Māori. There will always be some ākonga who need additional support, whether that is one-off or ongoing. The strategy sets out actions to make sure children and young people get the support they need.

Initial priorities in a phased implementation of the strategies

- 41 I recommend that initial priority is given to clarifying expectations for effective teaching and learning through the redesign of *Te Marautanga o Aotearoa* and refresh of the *NZC*. This work was agreed to by Cabinet in January 2021 [CBC-21-MIN-004 refers] and funded through Budget 2021. Creating this clarity is critical for the rest of the system to work effectively.

42 9(2)(f)(iv) [Redacted]

43 9(2)(f)(iv) [Redacted]

44 9(2)(f)(iv) [Redacted]

45 9(2)(f)(iv) [Redacted] This is supported by the ongoing development of an online curriculum hub (funded through Budget 2021) and existing professional learning supports, such as professional learning and development (PLD), the early literacy approach, and investments in te reo Māori capability building across the education system.

46 9(2)(f)(iv) [Redacted]

9(2)(f)(iv)

47 Creating effective and sustained system shifts requires the Ministry to co-design and implement actions with kaiako, teachers, leaders, ākonga, families, whānau, iwi, hapū, and the wider communities. This work will inform detailed development and implementation plans, which I will agree with the Ministry for different components of the strategies as funding becomes available and/or at the appropriate time in the phasing of the strategies. 9(2)(f)(iv)

[Redacted]

48 Over time, implementation of these strategies will put in place a more effective system for additional te reo matatini and pāngarau, literacy and maths support along the learning pathway. This ‘safety net’ will make sure ākonga get the supports they need, and it will be clear to all what services are available and when they should be used.

Monitoring the effectiveness of the strategies

49 9(2)(f)(iv)

50 The redesign of *Te Marautanga o Aotearoa* and refresh of the *NZC* includes a shift to tīrewa ako and progress outcomes which make clear the learning that matters at each phase of schooling. Te reo matatini and pāngarau, literacy and maths are central to these, providing a common framework for understanding impacts on learner progress in evaluative activities across the system as well as monitoring the effectiveness of the strategies.

51 The National Monitoring Study of Student Achievement (NMSSA) measures changes in educational achievement for students over time. It assesses strengths and weaknesses across the *NZC* and explores what happens at school and beyond that influences students’ achievement. NMSSA will be adapted to align to the refreshed *NZC* progress outcomes. This will be one of the key system-level evaluative tools for measuring the effectiveness of the ‘Literacy and Maths Strategy’.

52 National monitoring systems and studies that are authentic for Māori medium education pathways are yet to be established. ‘Hei Raukura Mō Te Mokopuna’ provides an opportunity to build ways and measures for ensuring the system is kept accountable for the investment it makes in te reo Māori education pathways.

53 9(2)(f)(iv)

Financial Implications

54 The strategies have been designed to guide a work programme which is phased over time, with changes designed and implemented at a pace that aligns with, and is manageable alongside, other curriculum and assessment initiatives. 9(2)(f)(iv)

55 The substantial investment made for the curriculum refresh in Budget 2021 provides funding that enables work across the strategies to progress. There is also significant existing investment in roles, PLD, and additional curriculum supports for ākonga. 9(2)(f)(iv)

56 9(2)(f)(iv)

Legislative Implications

57 There are no legislative implications that directly arise from this paper.

Impact Analysis

58 There are no regulatory or climate implications as a direct result of this paper.

Population Implications

59 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 LGBTIA+ communities. Ākonga affected by persistent inequities in the education system are more likely to be Māori, Pacific, disabled, and/or from lower socio-economic communities.¹⁰ This impacts not just on ākonga, but also on their families, their communities, and ultimately Aotearoa New Zealand society as a whole.

60 The strategies recommend actions which will put in place the expectations and system of supports to better enable teaching and learning to meet the needs of each ākonga and their family, with a focus on improving wellbeing, learning, and post-school outcomes for those population groups currently underserved by the education system – particularly ākonga Māori and their whānau, Pacific learners and families, and disabled children and their families. This includes taking into account intersecting needs, for example those of disabled Māori.

¹⁰ See footnote 4 above.

- 61 Progressing these strategies is important for realising the aspirations of other strategies which are working together to positively transform the education system in Aotearoa New Zealand, such as Ka Hikitia, 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 actions to strengthen the teaching and learning of te reo matatini and pāngarau, literacy and maths.

Human Rights

- 62 Implementing the strategies will support New Zealand's human rights obligations, including those articulated in Articles 28 and 29 of the United Nations Convention on the Rights of the Child; Articles 8 and 24 of the United Nations Convention on the Rights of Persons with Disabilities; and Articles 13, 14, and 15 of the United Nations Declaration on the Rights of Indigenous Peoples. This paper is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Consultation

- 63 The following agencies have been advised of this paper and, where feedback was provided, it has been addressed: the Treasury, Department of Prime Minister and Cabinet, Public Service Commission, Education Review Office, New Zealand Qualifications Authority, Teaching Council, Te Puni Kōkiri, Te Arawhiti, Ministry for Pacific Peoples, Office of the Children's Commission, Oranga Tamariki, Ministry for Ethnic Communities, Ministry of Social Development (including the Office for Disability Issues), Ministry of Justice, Ministry of Health, Ministry for Women, Ministry for Youth Development, Tertiary Education Commission, Department of Internal Affairs (including the National Library of New Zealand), and Ministry of Business, Innovation and Employment.
- 64 A collaborative approach has been taken to the development of the strategies to date. Hui and workshops were held from March to September 2021 with kaiako, teachers, and leaders; independent experts and academics; Māori educators and whānau; peak bodies; disabled peoples organisations; PLD providers; and employers and industry leads. The views shared have meaningfully informed the direction of the strategies, and maintaining the connections and trust built through these engagements will be important as we move ahead, as too will be communicating change clearly to the sector and thoughtfully managing the amount of it introduced.
- 65 The phasing of the strategies (see Appendix 1) makes clear that changes are not happening all at once and will occur over time in partnership with the sector. There will be opportunities throughout the planning and implementation of the strategies for actions to be rephased and/or reprioritised if needed.

Communications

- 66 I am seeking your agreement to the strategies for te reo matatini and pāngarau, literacy and maths being publicly released in early 2022. Prompt release of the strategies will provide reassurance to the sector that there is no immediate impact beyond their engagement in elements of the refresh of the national curriculum that has already been communicated.

- 67 My office will work with the Ministry to develop the details of the public release as part of a comprehensive communications package. The nature of the launch will be guided by what is appropriate in the context of COVID-19 and Budget 2022.

Proactive Release

- 68 I intend to proactively release this Cabinet paper alongside the public announcement and release of the strategies. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Recommendations

The Associate Minister of Education recommends that the Committee:

1. **Note** that, in March 2021, Cabinet agreed to the development and implementation of strategies for literacy and mathematics (including numeracy) that meet the unique needs of Māori and English medium education [SWC-21-MIN-0015 refers];
2. **Note** that two strategies have been developed, drawing on the latest evidence about teaching and learning – one for te reo matatini and pāngarau in Māori medium settings, and one for literacy and mathematics (including statistics and numeracy) in English medium settings;
3. **Note** that targeted engagement with educators and other stakeholders took place from March to September 2021 and that the insights from this, alongside evidence review and expert advice, have informed the development of the strategies;
4. **Note** that the strategies align with and support the redesign of *Te Marautanga o Aotearoa*, refresh of *The New Zealand Curriculum*, and changes to NCEA, and that they advance the teaching and learning components of the Early Learning Action Plan;
5. 9(2)(f)(iv) [Redacted]
6. **Note** that the aim of ‘Hei Raukura Mō Te Mokopuna’ is to support the development of teaching and learning programmes that will lift ākonga Māori achievement across te reo Māori education pathways;
7. **Note** that the aim of the ‘Literacy and Maths Strategy’ is to ensure every ākonga reaches their potential, secure in their identities, languages, and cultures;
8. **Agree** to the final te reo matatini and pāngarau, literacy and maths strategies:
 - 8.1. ‘Hei Raukura Mō Te Mokopuna’ (Appendix 2); and
 - 8.2. ‘Literacy & Communication and Maths Strategy and Action Plans’ (Appendix 3);
9. **Note** that initial priorities for progressing the strategies that are already funded are:

- 9.1. Clarifying expectations for effective teaching and learning through the redesign of *Te Marautanga o Aotearoa* and refresh of *The New Zealand Curriculum*; and
- 9.2. Improving online services and supports for kaiako, teachers, and leaders to use the refreshed curriculum and resources through the development of an online curriculum hub.
10. 9(2)(f)(iv) [Redacted]
11. 9(2)(f)(iv) [Redacted]
12. **Agree** to the public release of the strategies in early 2022;
13. **Agree to** delegate authority to the Associate Minister of Education to make any required editorial or technical changes to the Government's response prior to release;
14. **Note** that effective and sustained system shifts require the Ministry to co-design actions implemented as part of the strategies with kaiako, teachers, leaders, ākonga, families, whānau, iwi, hapū, and the wider communities;
15. **Authorise** the Associate Minister of Education to agree development and implementation plans for different components of the strategies with the Ministry as funding becomes available and/or at the appropriate time in the phasing of the strategies;
16. **Direct** the Associate Minister of Education to update Cabinet at appropriate intervals on implementation progress and the difference the strategies are making.

Authorised for lodgement

Hon Jan Tinetti

Associate Minister of Education

Appendices

9(2)(f)(iv) [Redacted]
[Redacted]
[Redacted]
[Redacted]

Proactively Released



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 Social Wellbeing Committee: Period Ended 10 December 2021

On 13 December 2021, Cabinet made the following decisions on the work of the Cabinet Social Wellbeing Committee for the period ended 10 December 2021:

Out of scope

SWC-21-MIN-0211

**Strategies for Te Reo Matatini and Pāngarau,
Literacy and Mathematics**

Portfolio: Associate Education (Hon Jan Tinetti)

CONFIRMED

Out of scope

9(2)(a)



Michael Webster
Secretary of the Cabinet

Proactively Released



Cabinet Social Wellbeing Committee

Minute of Decision

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Strategies for Te Reo Matatini and Pāngarau, Literacy and Mathematics

Portfolio Associate Education (Hon Jan Tinetti)

On 8 December 2021, the Cabinet Social Wellbeing Committee (SWC):

- 1 **noted** that, in March 2021, SWC agreed to the development of strategies for literacy and mathematics (including numeracy) and invited the Minister of Education to report back on the strategies by October 2021 [SWC-21-MIN-0015];
- 2 **noted** that two strategies have been developed to meet the unique needs of Māori and English medium education, drawing on the latest evidence about teaching and learning:
 - 2.1 *Hei Raukura Mō Te Mokopuna* for te reo matatini and pāngarau in Māori medium settings;
 - 2.2 *Literacy & Communication and Maths Strategy* (including statistics and numeracy) in English medium settings;
- 3 **noted** that targeted engagement with educators and other stakeholders took place from March to September 2021 and that the insights from this, alongside evidence review and expert advice, have informed the development of the above strategies;
- 4 **noted** that the strategies align with and support the redesign of *Te Marautanga o Aotearoa*, refresh of *The New Zealand Curriculum*, and changes to NCEA, and that they advance the teaching and learning components of the Early Learning Action Plan;
- 5 9(2)(f)(iv) [REDACTED]
- 6 **noted** that the aim of *Hei Raukura Mō Te Mokopuna* is to support the development of teaching and learning programmes that will lift ākonga Māori achievement across te reo Māori education pathways;
- 7 **noted** that the aim of the *Literacy & Communication and Maths Strategy* is to ensure every ākonga reaches their potential, secure in their identities, languages, and cultures;
- 8 **approved** the following final strategies attached under SWC-21-SUB-0211:
 - 8.1 *Hei Raukura Mō Te Mokopuna* (Appendix 2);
 - 8.2 *Literacy & Communication and Maths Strategy and Action Plans* (Appendix 3);

- 9 **noted** that initial priorities for progressing parts of the strategies that are already funded are:
- 9.1 clarifying expectations for effective teaching and learning through the redesign of *Te Marautanga o Aotearoa* and refresh of *The New Zealand Curriculum*;
- 9.2 improving online services and supports for kaiako, teachers, and leaders to use the refreshed curriculum and resources through the development of an online curriculum hub;
- 10 9(2)(f)(iv)
- 11 **noted** that Te Tāhuhu o te Mātauranga | The Ministry of Education (the Ministry) will review existing investments in roles, professional learning and development, and additional curriculum supports for learners to inform advice on opportunities to improve the impact of existing investments and whether there may be a need for further investment to deliver the desired system shift;
- 12 **agreed** to the public release of the strategies in early 2022;
- 13 **authorised** the Associate Minister of Education (Hon Jan Tinetti) (the Minister) to make any required editorial or technical changes to the strategies prior to release;
- 14 **noted** that effective and sustained system shifts require the Ministry to co-design actions implemented as part of the strategies with kaiako, teachers, leaders, ākonga, families, whānau, iwi, hapū, and the wider communities;
- 15 **authorised** the Minister to agree development and implementation plans for different components of the strategies with the Ministry as funding becomes available and/or at the appropriate time in the phasing of the strategies;
- 16 **invited** the Minister to report back to SWC at appropriate intervals on implementation progress and the difference the strategies are making.

Rachel Clarke
Committee Secretary

Present:

Rt Hon Jacinda Ardern
Hon Grant Robertson
Hon Kelvin Davis
Hon Dr Megan Woods
Hon Carmel Sepuloni (Chair)
Hon Andrew Little
Hon Poto Williams
Hon Kris Faafoi
Hon Peeni Henare
Hon Willie Jackson
Hon Jan Tinetti
Hon Dr Ayesha Verrall
Hon Aupito William Sio
Hon Meka Whaitiri
Hon Priyanca Radhakrishnan

Officials present from:

Office of the Prime Minister
Office of the Chair
Officials Committee for SWC