



## Education Report: Options to fund transformational curriculum and assessment work programme.

<b>To:</b>	Hon Chris Hipkins, Minister of Education		
<b>Date:</b>	31 July 2020	<b>Priority:</b>	High
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1236732
<b>Drafter:</b>	Alex White	<b>DDI:</b>	§ 9(2)(a)
<b>Key Contact:</b>	Ellen MacGregor-Reid	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	Yes / No

### Purpose of Report

- The purpose of this paper is to provide you with reprioritisation options for partly funding the transformational curriculum and assessment work programme in the 2020/21 financial year, including the National Certificate for Educational Achievement (NCEA) Change Programme, Aotearoa New Zealand Histories, Curriculum, Progress and Achievement and contribute to the start of the curriculum centre through the Te Kete Ipurangi Replacement.
- This paper does not address funding beyond 2020/21 § 9(2)(f)(iv)

### Summary

- The core purpose of the Ministry's curriculum and assessment work programme is to ensure that early learning services, ngā kōhanga reo, schools and kura have the curriculum clarity, guidance, tools, capabilities and resources they need to bring *The National Curriculum*<sup>1</sup> to life in their teaching and learning programmes.
- Baseline funding for supporting *The National Curriculum* has been under pressure for some time. In order to progress the unfunded transformational curriculum and assessment work programme that needs to proceed including the NCEA Change Programme, Aotearoa New Zealand Histories, Curriculum, Progress and Achievement and contribute to the start of the curriculum centre through the Te Kete Ipurangi Replacement) reprioritisation decisions are required from you.
- This paper provides options for reprioritising existing funding to partly offset the fiscal pressure associated with these change projects. These options mean that some of the Ministry's usual curriculum support to the sector will be reduced in some areas

<sup>1</sup> *The National Curriculum* includes Te Marautanga o Aotearoa, The New Zealand Curriculum, Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa and Te Whāriki a te Kōhanga Reo.

(particularly digital technologies and mathematics) but will allow us to progress with work to provide a stronger foundation for curriculum teaching, learning and assessment.

- The Ministry is doing wider work to identify opportunities to reprioritise funding in other areas. In addition, we anticipate the confirmation of in-principle transfers shortly after the October Baseline Update. If additional funding is made available in these ways, we will be able to reinstate funding for activities impacted by the recommended reprioritisation in this report. We will provide you with a further paper to identify your priorities for reinstating funding should additional funding become available.

## Recommended Actions

The Ministry of Education recommends you:

- (a) **Note** that new funding has not been provided for the following work programmes and that reprioritisation decisions are required from you to continue these through 2020/21:

Programme	Costs (\$m)
NCEA Change Programme	s 9(2)(f)(iv)
Aotearoa New Zealand Histories	
Te Kete Ipurangi Replacement	
Curriculum, Progress and Achievement	
<b>Total</b>	

Noted

- (b) s 9(2)(f)(iv)

Noted

- (c)

Noted

- (d) **Approve** the following fiscally neutral adjustment to provide for Te Kete Ipurangi Replacement and Aotearoa New Zealand Histories and support for Curriculum, Progress and Achievement, and the NCEA Change Programme, with no impact on the operating balance and/or net core Crown debt:

	\$m – increase/(decrease)				
Vote Education Minister of Education	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
<b>Multi-Category Expenses and Capital Expenditure:</b> Improved Quality Teaching and Learning MCA					
<b>Non-departmental Output Expenses:</b> Professional Development and Support	§ 9(2)(f)(iv)	-	-	-	-
Curriculum Support		-	-	-	-
<b>Departmental Output Expense:</b> Support for Resources and Teachers (funded by revenue Crown)		-	-	-	-

**Approved** / Not approved

- (e) **Agree** that the proposed changes to appropriations for 2020/21 above be included in the 2020/21 Supplementary Estimates and that, in the interim, the increases be met from Imprest Supply;

**Agree** Disagree

- (f) **Note** that the Prime Ministers Education Excellence Awards are well-regarded by the education workforce, but sector engagement has been steadily declining over the past four years;

**Noted**

- (g) **Agree** that the Ministry prepare a briefing note for you to forward to the Prime Minister seeking to either:

- i. defer the 2021 Prime Ministers Education Excellence Awards at a saving of § 9(2)(f)(iv) in 2020/21; **OR**

**Agree** / **Disagree**

- ii. defer the 2021 Prime Ministers Education Excellence Awards to November 2021 at a saving of § 9(2)(f)(iv) in 2020/21.

**Agree** / **Disagree**

- (h) **Note** that no funding has been secured through Budget 2020 to support further development of the School Leavers' Toolkit in 2020/21;

**Noted**

- (i) **Agree** to defer further development of the School Leavers' Toolkit and reduce activity to maintenance only at a saving of § 9(2)(f)(iv) in 2020/21;

**Agree** Disagree

- (j) s 9(2)(f)(iv) [Redacted]  
[Redacted]
- i. [Redacted]  
[Redacted]
- Agree ☒ Disagree
- ii. [Redacted]  
[Redacted]
- Agree ☒ Disagree
- iii. [Redacted]  
[Redacted]
- Agree ☒ Disagree
- iv. [Redacted]
- Agree ☒ Disagree
- v. [Redacted]
- Agree ☒ Disagree
- vi. Remove maintenance support for the Local Curriculum Design Tool (\$0.08 million).
- Agree ☒ Disagree
- (k) **Note** that, if agreed, associated savings from recommendations (g), (i) and (j) will be reprioritised across the breadth of the transformational curriculum and assessment work programme but all within the departmental output expense Support for Resources and Teachers (Improved Quality Teaching and Learning MCA) baseline;
- Noted**
- (l) **Note** that the Ministry is doing wider work to identify opportunities to reprioritise funding across the education work programme for 2020/21 and is awaiting confirmation of in-principle transfers shortly after the October Baseline Update which may further free up funding, and
- Noted**
- (m) **Note** that, if funding becomes available through these processes (refer recommendation (l)), we will be able to reinstate funding for activities impacted by the recommended reprioritisation and that the Ministry will provide you with a further paper to identify your priorities so that the Ministry can reinstate any suitable funding which may become available accordingly;
- Noted**
- (n) **Note** there are potential risks associated with these options, including the reduction in the level of support our stakeholders (particularly teachers and leaders) are used to receiving but equally there is risk to not proceeding with the transformational curriculum and assessment work programme;
- Noted**

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

Noted

(p) **Agree** to proactively release this report with any appropriate redactions.

☒ **Agree** ☐ **Disagree**



Ellen MacGregor-Reid  
Deputy Secretary  
**Early Learning and Student Achievement**

31/07/2020



Hon Chris Hipkins  
**Minister of Education**

2 / 8 / 2020

Proactively Released

## Background

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1. You agreed to progress the unfunded transformational curriculum and assessment work programme (including the NCEA Change Programme, Aotearoa New Zealand Histories, Curriculum, Progress and Achievement and contribute to the start of the curriculum centre through the Te Kete Ipurangi Replacement) in order to 'shift the dial' on learning and wellbeing outcomes through strong foundational curriculum teaching and learning.
2. As baseline funding for supporting *The National Curriculum* has been under pressure for some time, reprioritisation decisions are required from you to enable the transformational curriculum and assessment work to progress in the 2020/21 financial year.

### Why the transformational curriculum and assessment work matters

3. Although we provide a wide range of supports and services across the curriculum that are relied on and used by schools, kura, early learning services as well as learners and their whānau, a range of reviews and strategies across the education work programme have called out the need for a stronger focus on curriculum leadership and on-the-ground support to the sector and communities. The NCEA Review also identified a range of changes to strengthen the qualification and ensure that the curriculum, rather than assessment, drives learning, pathways and coherence.
4. Transformational change is needed to create the conditions in our curriculum and assessment system for more inclusive, equitable, connected and future focussed learning. The transformational curriculum work programme intends to address critical weaknesses in our existing provision, particularly:
  - insufficient clarity in *The National Curriculum* about the learning that is too important to leave to chance;
  - insufficient clarity about what learning progress looks like across most of the curriculum, and tools for teachers to understand and respond to that progress; and
  - limitations on information about learner progress available to inform evaluative activities and the targeting of supports and resources.
5. The unfunded transformational curriculum and assessment work programme includes:
  - NCEA Change Programme:
  - Aotearoa New Zealand Histories,
  - Te Kete Ipurangi Replacement; and
  - Curriculum, Progress and Achievement (including the initial stages of the curriculum centre).
6. The Ministry's distance learning response to COVID-19, particularly within Alert Levels 3-4, reinforced the need for high-quality supports and resources for curriculum teaching, learning and assessment. As we continue to establish a 'new normal', our lessons-learned provide a strong impetus for investment in transformational curriculum initiatives to provide the clarity, guidance, tools, capabilities and resources our stakeholders need to ensure access to quality curriculum teaching and learning isn't left to chance.

## Closing the funding gap

7. The Ministry is seeking your agreement to a series of tactical actions which will facilitate the continuation of these work programmes through 2020/21. Rationale and impact descriptions for each of these recommended actions is outlined below. Our approach is to reprioritise within existing Vote Education appropriations to partially fund Aotearoa New Zealand Histories, TKI Replacement and the NCEA Change Programme through fiscally neutral adjustments.

### *Redirecting Professional Learning and Development funding to delivery on priority curriculum initiatives*

8. **s 9(2)(f)(iv)**
- [REDACTED]

9. Accordingly, it is proposed that **s 9(2)(f)(iv)** be transferred from existing non-departmental funding for professional learning and development (PLD) to partly fund Aotearoa New Zealand Histories and TKI Replacement (refer recommendation (b)). This transfer fits well with the single overarching purpose of the relevant multi-category appropriation<sup>2</sup> as well as the scopes of the affected categories for the following reasons:<sup>3</sup>

- The Aotearoa New Zealand Histories work programme will update the National Curriculum to make explicit the expectation that Aotearoa New Zealand's histories are part of the local curriculum in every school and kura. Supports currently available to teachers and kaiako are insufficient to ensure that every student learns and understands New Zealand's histories. A significant component of this work is working with teachers and kaiako to build their capability to teach the new content within their classroom.
- The replacement of TKI will support all stakeholders to have a common understanding of curriculum. This is particularly critical for teachers and kaiako who will have ease of access to quality curricula and learning resources that build their capability, as well as enhanced tools to localise the curricula, share resources, collaborate, comment on and contribute to curricula and learning resource creation. Carrying out this project is a critical lever for enhancing the professional effectiveness of our education workforce.

10. While this is making use of a predicted underspend, the impact is that there may be less flexibility in the PLD offerings available to schools and kura and/or that we reach fewer schools and kura than we might have been able to through tightening our processes to reduce the underspend. This impact is tolerable because Aotearoa New Zealand Histories

<sup>2</sup> **Improved Quality Teaching and Learning MCA:** "The single overarching purpose of this appropriation is to improve the quality of teaching and learning for children and young people aged 0-18 years." **Intention:** "to achieve improved professional development of the workforce and enhanced learning for age 0 to 18 years".

<sup>3</sup> **Professional Development and Support** (non-departmental output expense category): **Scope:** "delivery of professional development and advisory support to early childhood education services and schools to support effective teaching and enhance self-management."

**Support and Resource for Teachers** (departmental output expense category): **Scope:** "policies and services focused on supporting the work and enhancing the capability of teachers."

**Curriculum Support** (non-departmental output expense category): **Scope:** "the purchase of supplementary educational programmes for schools and communities to ensure wider access to these opportunities."

and TKI Replacement are fundamental to the Ministry's provision of PLD support to the education workforce. It is expected that moving this work forward through a one-off FNA will put in place sustainable infrastructure and content, benefits we expect our education workforce to realise across the breadth of their teaching practice.

*Redirecting Curriculum Support funding to delivery on priority curriculum initiatives*

11. s 9(2)(f)(iv) [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

12. Accordingly, it is proposed that a further s 9(2)(f)(iv) be transferred from existing non-departmental funding for curriculum support to partly fund the Curriculum, Progress and Achievement and NCEA Change programmes. It is our advice that this transfer also fits well with the overarching purpose of the relevant multi-category appropriation because:

- The Curriculum, Progress and Achievement has a considerable focus on teacher and kaiako capability. Schools and kura have requested more support to implement New Zealand Curriculum and Te Marautanga o Aotearoa, and to monitor and report progress across the curriculum. They are requesting information, guidance, and support to build their capability to deliver the curriculum to their students.
- NCEA Change Programme: the seven key changes of the NCEA Change Programme aim to embed the objectives of the wider curriculum work programme in senior secondary education and teaching, and support our wider objectives across the pathway by driving shifts across the education system and achieving better outcomes for all New Zealanders.

13. If agreed, the transfers proposed above provide s 9(2)(f)(iv) towards these key change programmes. However, in order to close the remaining funding gap, we need to pause and defer a number of other curriculum stewardship activities as follows:

*Deferring Prime Minister's Education Excellence Awards*

14. s 9(2)(g)(i) [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

15. s 9(2)(g)(i) [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

16. s 9(2)(g)(i) [REDACTED]  
[REDACTED]  
[REDACTED]

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<sup>4</sup> A total of 142 entries (per individual award category) in 2017, 127 in 2018, and 112 in 2019. In 2020, only 18 entries were received by the closing date but we expect this is closely related to COVID-19 related disruption.

s 9(2)(g)(i)

17. s 9(2)(g)(i)

18. s 9(2)(g)(i)

*No further investment in School Leavers' Toolkit*

19. The School Leavers' Toolkit ('the Toolkit') is a Government commitment to provide school students with opportunities to develop the knowledge, skills and capabilities they need to transition successfully into further education, training or employment. The Toolkit ensures students have access to foundational knowledge in civics education, financial literacy and key workplace competencies from Year 7, before they begin more specialised programmes of study that are aligned to their personal pathway in senior secondary.

20. The Toolkit has previously been funded through Budgets 2018 and 2019 (Phases 1 and 2, respectively) and we completed delivery of 'Phase 2' in 2019/20 (accounting for COVID-19 disruption). Currently available are online resources, guidance and training and support for educators, as well as a comprehensive digital platform for students to access high quality advice and resources across all aspects of the transition from school.

21. Further investment was planned to further develop a digital badging platform for learners to credential learning and signal their work and life readiness to employers. In total, this represents a s 9(2)(f)(iv) million programme of work.

22. While we are committed to maintaining the platform, no funding has been secured to support further development of the Toolkit through Budget 2020. As no further baseline funding is available to be reprioritised (due to the broad pressures outlined above), we do not have capacity to move forward with further development.

23. As a result, it is recommended that this activity be deferred s 9(2)(f)(iv)

*Pause and defer business-as-usual curriculum resources and support*

24. Finally, we propose to pause and defer a number of our business-as-usual curriculum supports and resources to provide up to s 9(2)(f)(iv). This decision will reduce our capacity to update or provide new curriculum support and resources across much of the curriculum, including for science, mathematics, the arts, literacy, and digital technologies for 12 months. It will also mean some teachers and students no longer having access to some tools, resources and services that they have been using to support teaching and learning.

25. Key areas of sector-wide impact include:

- s 9(2)(f)(iv)

- s 9(2)(f)(iv)
- - 
  -

## Financial Implications

26. Moving forward with the priority transformational curriculum and assessment work programme creates an overall burden of s 9(2)(f)(iv) as illustrated below.

Programme	Costs (\$m)
NCEA Change Programme	s 9(2)(f)(iv)
Aotearoa New Zealand Histories	
Te Kete Ipurangi Replacement	
Curriculum, Progress and Achievement	
<b>Total</b>	

27. This cannot be met within existing Ministry baselines and the actions and transfers proposed in this paper seek to address this. These comprise:

28. Fiscally neutral adjustments within Improved Quality Teaching and Learning MCA - from non-departmental baselines (Professional Development and Support and Curriculum Support categories) to Ministry outputs (Support and Resources for Teachers), including:

- Reprioritising s 9(2)(f)(iv) from professional learning and development for teachers and kaiako provision to fund Replacement of Te Kete Ipurangi and Aotearoa New Zealand Histories.
- Reprioritising s 9(2)(f)(iv) from Curriculum Support to fund Curriculum, Progress and Achievement and NCEA Change Programme.

29. In addition it is proposed to pause and defer other planned curriculum stewardship activities (including s 9(2)(f)(iv) and School Leavers' Toolkit) to find savings of up to in 2020/21 within existing Ministry baselines under the same Support and Resources for Teachers category.

## Risks

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30. There is risk associated with not progressing the transformational work programme. As described above, transformational change is needed to create the conditions in our curriculum and assessment system for more inclusive, equitable, connected and future focussed learning and, if we are unable to reprioritise existing funding to do this work, we will instead maintain the status quo. There are high expectations from the sector as well as our wider stakeholders to enact these changes and we expect delays would create significant disappointment. As the changes proposed through the Curriculum, Progress and Achievement work programme (particularly the development of a curriculum centre) have been supported by the Review of Tomorrow's Schools and are fundamental to the early establishment of curriculum leadership and on-the-ground support to the sector and communities, taking no action will have significant impact on our ability to progress this also.
31. It is expected that proceeding with the above actions will create some disruption. There are no easy solutions available to us which do not, in some way, reduce our current provision of curriculum supports and resources.
32. s 9(2)(f)(iv) [REDACTED]
33. These risks should be considered in light of the Ministry's wider work to identify opportunities to reprioritise funding across the education work programme for 2020/21. In addition, we anticipate the confirmation of in-principle transfers shortly after the October Baseline Update which may free up-funding similarly. If funding is made available in these ways, we will be able to reinstate funding for activities impacted by the recommended reprioritisation.

## Proactive Release

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34. 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.