

In Confidence

Office of the Minister of Education

Chair, Cabinet Business Committee

Education Portfolio Work Programme: Purpose, Objectives and Overview

Proposal

- 1 This paper seeks Cabinet's agreement to the purpose and objectives of the education portfolio work programme over the next three years that will champion a high quality public education system for all New Zealanders, including an Education Summit as the key vehicle to refine and enable shared ownership of this Government's vision for the education portfolio, and the following main components:
 - 1.1 An early learning strategic plan and a review of home-based early childhood education;
 - 1.2 A review of Tomorrow's Schools;
 - 1.3 Developing a future-focused Education Workforce Strategy;
 - 1.4 An action plan for learning support;
 - 1.5 A comprehensive reform of school property;
 - 1.6 A programme of change for the institute of technology and polytechnic (ITP) subsector and for vocational education more generally;
 - 1.7 Supporting strong research that delivers outcomes for all New Zealanders;
 - 1.8 The NCEA review, a new approach to measuring learners' progress against the curricula, a long-term approach to the fees-free tertiary education and revision and development of the Statement of National Education and Learning Priorities, the Tertiary Education Strategy and the International Education Strategy (already signalled); and
 - 1.9 A continuous focus on raising achievement for Māori learners through:
 - 1.9.1 work on Ka Hikitia
 - 1.9.2 development of a strategic pathway for Māori-medium education
 - 1.9.3 providing long term solutions for the supply of Maori language teachers
 - 1.9.4 improving transition from school to the work force and/or further education and training

- 1.10 A continued focus on raising achievement for Pasifika learners through work on the Pasifika Education Plan. .

Executive Summary

- 2 New Zealand has an education system to be proud of, but it needs to change to meet the needs of the 21st century. Over the next three years, we can make significant progress in changing our education system to provide for all New Zealanders.
- 3 I propose to focus my work programme for 2018 on refining, articulating and getting shared ownership of a vision for the education system, reviewing some key aspects of the system and refreshing the strategies for the education portfolio. A whole-of-portfolio Education Summit process will be the key vehicle to refine and enable shared ownership of this vision, and will inform the development of strategies in support.
- 4 Each of the general work streams below need to include explicit consideration of the impact for Māori and Pasifika students, supporting provision through Māori medium and students who require additional learning support.
- 5 The main components of the 2018 work programme are:
 - 5.1 An early learning strategic plan and a review of home-based early childhood education
 - 5.2 A review of Tomorrow's Schools
 - 5.3 Developing a future-focused Education Workforce Strategy
 - 5.4 An action plan for learning support
 - 5.5 A comprehensive reform of school property
 - 5.6 A programme of change for the institute of technology and polytechnic (ITP) subsector and for vocational education more generally
 - 5.7 Supporting strong research that delivers outcomes for all New Zealanders
 - 5.8 The NCEA review, a new approach to measuring learners' progress against the curricula, a long-term approach to the fees-free tertiary education and revision and development of the Statement of National Education and Learning Priorities, the Tertiary Education Strategy and the International Education Strategy (already signalled);
 - 5.9 A continuous focus on raising achievement for Māori learners through:
 - 5.9.1 work on Ka Hikitia
 - 5.9.2 development of a strategic pathway for Māori-medium education
 - 5.9.3 providing long term solutions for the supply of Maori language teachers
 - 5.9.4 improving transition from school to the work force and/or further education and training
 - 5.10 A continued focus on raising achievement for Pasifika learners through work on the Pasifika Education Plan.
- 6 Other relevant work programme items include policy work and decisions confirming, or amending, decisions by the previous Government on funding, amending the Communities

of Online Learning (COOL) legislation, removing the partnership school kura hourua model (also known as charter schools) from the education system and the repeal of associated legislation, a New Zealand Qualifications Authority (NZQA) review of the qualifications framework, and undertaking collaborative work with the Investing in Educational Success Advisory Group to make the current Communities of Learning | Kāhui Ako model more collaborative, responsive and empowering.

Education portfolio work programme – vision, objectives and overview

Our vision for the education portfolio

- 7 This Government will champion a high quality inclusive public education system that provides all New Zealanders with learning opportunities so that they can discover and develop their full potential throughout their lives, engage fully in society, and lead rewarding and fulfilling lives.
- 8 We believe in an education system that brings out the very best in everyone and that means our educational offerings need to be as diverse as the learners we cater for.
- 9 We believe in an education system that is inclusive where disabled students and other students with additional learning support needs are welcome and where their achievement, progress, wellbeing and participation is valued and supported.
- 10 We need an education system that can adapt to the needs of the modern world. We need our people to be resilient, creative, and adaptable, with great communication and interpersonal skills, and prepared to work collaboratively as well as independently. That will require a much more personalised learning experience, one that brings out the best in each and every individual.
- 11 Our system needs to be fair and unbiased in its delivery – and engage every learner through dynamic and engaging learning, that recognises and draws on the unique identities, languages and cultures of every child. Education requires teachers who value, respect and can develop a relationship focused on supporting learning and achievement for and with every child and their whānau.
- 12 In order to be effective in meeting these aspirations, our education system needs to change to meet the needs of the 21st century. As the way we live and work continues to change rapidly, so too do the demands we place on our education system.
- 13 Educators can often be heard asking how they can prepare learners today for a world we can't yet even imagine. The answer lies at least in part in equipping them with the attributes of resilience and adaptability. They will need to grow and change, be self-starting, innovative and creative, have great communication and interpersonal skills, and be prepared to work collaboratively as well as independently.
- 14 This means not just ensuring people learn what they need but also ensuring they 'learn to learn' so they can have a secure future. While the specific skills they may require to perform particular employment tasks may change, those basic attributes will not.
- 15 A focus on teaching people to learn from early childhood education through to tertiary is crucial for ensuring that they are resilient and adaptable to changes in the future workforce and society.

- 16 We can't achieve this vision just by dictating what ought to be done. Education is a portfolio where success depends on broad engagement and shared ownership. We will need to work in a way that respects, engages and draws in the teaching profession (across the portfolio), and brings the profession together with parents and whānau, iwi, employers and the wider community.
- 17 This will involve getting broad support about objectives and then setting out clear strategies by the end of 2018 to work towards achieving them. We have therefore agreed in the Labour-New Zealand First Coalition Agreement to develop an enduring 30 year approach to education in New Zealand. This will need to be done on a whole-of-portfolio basis and with a focus on children and young people as well as adults. This 30 year approach also provides an opportunity for the education sector, iwi, parents, employers and whānau, and the wider community to all get involved in influencing education. A key mechanism by which we will seek to engage the wider public in this work will be a whole-of-portfolio Education Summit process.

The current system – strengths and weaknesses

- 18 New Zealand has an education system to be proud of. New Zealand is well represented among the top achievers internationally, our curricula in early learning and schooling are the envy of many other countries, and our model of schooling provides enormous autonomy and flexibility to educators. Our tertiary system is cost-effective by international standards, and New Zealanders have high skill levels and high participation in tertiary education, particularly at older ages.
- 19 However, there are still some major constraints holding us back. Too many of the policy settings for the education portfolio – particularly those focused on accountability and compliance – have been rooted in a 20th century educational mind set.
- 20 The previous Government's focus on standardisation and measurement worked against adapting the education system to the needs of the modern world. Those policies sought to refine a system that was well suited to the last century, but simply won't cut it in the future.
- 21 A focus on qualification attainment has often rubbed against a greater focus on providing each individual with a viable educational pathway that leads to meaningful work or further study. Schools are still encouraged to focus on 'subjects' rather than broadly based learning approaches, and vocational learning is often seen as a fall-back option rather than a primary goal.
- 22 Creativity and innovation have too often been hampered by red tape and compliance requirements. Teachers and educationalists have told me that they are spending so much time testing and filling in forms to satisfy accountability requirements that they don't have enough time to do what they're actually there to do – teach.
- 23 In the context of those constraints, we have concerns in relation to achievement across the board. The National Monitoring Study of Student Achievement (NMSSA) points to students making insufficient year-on-year progress from Year 1 to 8 to enable them to successfully progress across the curriculum from Year 9 to 13.
- 24 International benchmarking studies show declines in school achievement, particularly in mathematics, both compared to other countries and against our own previous results:

- 24.1 The Trends in International Mathematics and Science Study (TIMSS) and Programme for International Student Assessment (PISA) results suggest that the declines have stabilised, and, in the case of Year 5 Science, improved on previous years;
- 24.2 However, the Progress in International Reading Literacy Study (PIRLS) 2016 showed an overall decline in reading comprehension for New Zealand Year 5 students. This is the first time New Zealand has seen a decline in reading performance at the middle primary level.
- 25 Lack of personalised learning can make it hard for some people to participate in the education system. Evidence shows that our education system is not delivering for all learners. It does not cater well either to those with educational disadvantages or for the gifted and talented. There are persistent inequities within our system for Māori and Pasifika, and learners with disabilities and learning support needs, including:
- 25.1 There has been significant growth in early learning participation, particularly for Māori, Pasifika and children from lower socio-economic communities. However, participation rates don't automatically equate to regular attendance, progress or achievement, nor do they take into account the quality of learning opportunities available to children;
- 25.2 In English medium schooling, Māori and Pasifika children have poorer educational outcomes than their peers. Research has confirmed that teacher unconscious bias and low expectations are significant issues in New Zealand for Māori and Pasifika children and young people, and that this has an ongoing negative impact;^[1]
- 25.3 In Māori medium schooling, Māori children and young people are experiencing educational success as Māori. However this pathway requires strengthening to address significant teacher workforce limitations, retention and capacity issues.
- 25.4 Through the Education Act (1989) New Zealand was recognised as an international leader in providing for the right of all children with "special education needs" disabilities to have the same rights of enrolment as all other children in the system.
- 25.5 The students in our system with additional learning needs are a diverse group of students, it includes children with disabilities whose on-going impairments create the need for on-going support and personalised learning, students who need additional support that may not be on-going, and others whose life circumstances mean that additional support is required for them to participate and learn.
- 25.6 However parents and whānau experience challenges in having their child's additional learning needs recognised and supported. Some parents report they have been discouraged from enrolling their child at their local school or early learning service; that their child has not been welcome and/or allowed to attend for full hours; or that their child has been excluded from education opportunities.
- 25.7 In tertiary education, there is a need for significant improvement to ensure that learners of all social, economic, cultural and ethnic backgrounds or with disabilities

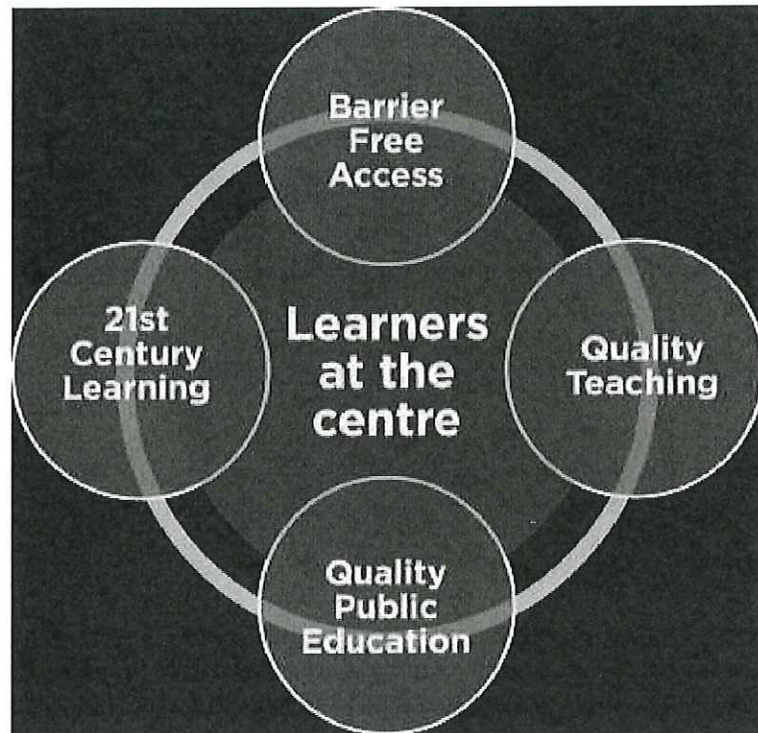
^[1] Blank, Anton., Houkamau, Dr Carla., and Dr Hautahi Kingi. 2016. *Unconscious Bias and Education: A comparative study of Māori and African American students*. Oranui;

are benefiting, and that foundation and vocational education provides meaningful, relevant, and marketable skills for learners.

- 26 This Government has already taken action to respond to concerns from teachers and principals about teacher workload and raising the status of the profession. Schools and kura are no longer compelled to report annually on National Standards and Ngā Whanaketanga Rumaki Māori. This change enables teachers to focus on the progress and achievement of all children across the curriculum.
- 27 We have also begun the work to review NCEA with a group of innovative thinkers recently announced for the Ministerial Advisory Group. At the top of the list of issues the group will consider are the overassessment of students and teacher workload to ensure that more emphasis and time is available for actual teaching.
- 28 This Government also has a drive to raise the status of the teaching profession and restore their trust and confidence. An important first step has been taken with the proposal in the Education (Teaching Council of Aotearoa) Amendment Bill which gives teachers back the right to elect representatives to their own professional body.

Objectives of the work programme

- 29 Over the next three years, we can make significant progress in changing our education system to provide for all New Zealanders.
- 30 This needs to be done on a whole-of-portfolio basis. Learning, and the educators and organisations that support it, should be seen as a 'cradle to grave' project, rather than locked into discrete silos. Each of the education sectors – early learning, schooling and tertiary education – have much to contribute to, and learn from, each other.
- 31 We need to rebuild an educational environment that is characterised by:
 - 31.1 A more personalised learning experience, one that brings out the best in each and every individual;
 - 31.2 High levels of trust;
 - 31.3 Ongoing opportunities for professionals working within the system to engage in professional development and access the kind of support they need to thrive; and
 - 31.4 A much closer connection between the education system and the other social services that impact on citizens' ability to participate in it.



32 I propose that the work programme for the education portfolio in this term of Government be organised around five main objectives (see diagram above):

32.1 *Learners at the Centre*: Placing learners at the centre of the education system with a much greater focus on personalised learning, strong foundations and lifelong learning, the recognition and celebration of diversity, and a focus on learning environments that are culturally and socially responsive;

32.2 *Barrier-Free Access*: Breaking down the barriers to participation at all levels, with a particular focus on breaking down financial barriers by returning to the principle of a free public education that is available to all New Zealanders throughout their lives – this has already begun with the 1 January 2018 introduction of a year of fees-free tertiary education. Barrier-free access is not just about breaking down barriers, but also about actively giving all learners the same opportunities to succeed regardless of their socio-economic background;

32.3 *Quality Teaching*: Championing quality teaching and the importance of a respected and supported teaching profession at all levels of the system;

32.4 *Quality Inclusive Public Education*: Investing in and backing our world-class, public education system for all students; and

32.5 *21st Century Learning*: Focusing on learning that is relevant to the lives that New Zealanders are living today, the technology they will interact with, and the types of skills that will provide them with the opportunities to thrive in all aspects of their lives. We also need to reconsider whether there are practical life skills that aren't currently being taught within schools but should be.

Three-year overview of the work programme

- 33 I therefore propose to focus my work programme for the bulk of 2018 on refining, articulating and getting shared ownership of a vision for the education system, reviewing a number of aspects of the system and refreshing the strategies for the portfolio.
- 34 Effective systems have alignment and coherence across the system so that effort is directed at the same objectives. This work programme provides an opportunity to ensure all our system settings are well aligned.
- 35 Many aspects of the reform will also require legislative change. I intend to introduce two Education Amendment Bills in 2018, one at the beginning of the year to make simple changes, and then some more complex changes later in the year. A new Education Act, which will be simpler, more modern and less prescriptive, will also be developed by 2020.
- 36 A number of other activities that I will seek to progress in the education portfolio are largely fiscal initiatives. Some of these may connect to components of this work programme, but these initiatives will be considered through the Budget process.

The Education Summit

- 37 I want to work with the education system and all its participants (including parents, employers and communities) in a more collaborative way to set the direction of travel and agree shared priorities for education. I seek a whole of system strategic conversation to map out the big challenges and opportunities we face collaboratively, from early learning, schooling, and tertiary through to lifelong learning.
- 38 I want to use a Summit to kick off a broad system strategic conversation about the value of education and the future challenges and opportunities in the education system. This will aim to refine, articulate and get shared ownership of the vision articulated in this Cabinet paper, which can then be used to progress the individual work streams discussed above. I anticipate the Summit conversations will act as the 'blue skies' thinking that applies to all of our strategic work – enabling each piece to be progressed more quickly and coherently after the Summit.
- 39 The Summit will be the keystone of a national strategic conversation that enables children and young people, their parents, whānau, communities and iwi, teachers and education leaders at all levels, disability organisations and employers and industry to participate. I want to seek international perspectives and input from disruptive thinkers and provocateurs on the education system.
- 40 The May Summit, held in Auckland and Christchurch with 500-800 attendees at each event, will be the keystone of a broader engagement process in mid-2018 involving regional meetings, hui and fono and more organic conversations held in schools and communities. A touchstone group will support the coherence of these conversations and ensure that the values, vision and principles arising from them are honoured throughout the strategic reform programme.
- 41 I will consider ways to enable wider participation through other channels, e.g. online, through social media, and by sharing 'conversation-starter' resources that are used in the Summit. This will support all New Zealanders to participate in the conversation, rather than only those who choose to attend a national-level event. The Ministry will develop and seek a suite of inputs during the lead up to the Summit, providing opportunities for views and information from a range of sources, including experts, to be used as conversation starters.

- 42 There is also an opportunity to partner with other organisations and parts of the system to seek their contribution and leadership of some conversation. In this way, we can ensure disruptive thinkers, provocateurs and new voices all contribute to the objectives of the system.
- 43 Importantly, the Education Summit provides an opportunity to continue to build relationships with Māori in education, to discuss how our system needs to be more equitable for Māori children and young people, and the role of the education system in protecting Te Reo Māori and fostering identity, language and culture.
- 44 I intend to seek input on the design of the Education Summit from the teaching profession and the education sector, through the Youth Advisory Group, from iwi and Pāsifikā organisations and to have them represented on the touchstone group.
- 45 I will report back to Cabinet in July 2018 with an initial report on the Summit, and its progress and conclusions to date.

Components of the 2018 Work Programme

- 46 Set out below are short descriptions of the main components in the 2018 work programme. These are:
- 46.1 An early learning strategic plan and a review of home-based early childhood education
- 46.2 A review of Tomorrow's Schools
- 46.3 Developing a future-focused Education Workforce Strategy
- 46.4 An action plan for learning support
- 46.5 A comprehensive reform of school property
- 46.6 A programme of change for the institute of technology and polytechnic (ITP) subsector and for vocational education more generally
- 46.7 Supporting strong research that delivers outcomes for all New Zealanders
- 46.8 The NCEA review, a new approach to measuring learners' progress against the curricula, a long-term approach to the fees-free tertiary education and revision and development of the Statement of National Education and Learning Priorities, the Tertiary Education Strategy and the International Education Strategy (already signalled);
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- 46.10 A continued focus on raising achievement for Pasifika learners through work on the Pasifika Education Plan.

- 47 Other relevant work programme items include policy work and decisions confirming, or amending, decisions by the previous Government on funding, amending the Communities of Online Learning (COOL) legislation, removing the partnership school kura hourua model (also known as charter schools) from the education system and the repeal of associated legislation, a New Zealand Qualifications Authority (NZQA) review of the qualifications framework, and undertaking collaborative work with the Investing in Educational Success Advisory Group to make the current Communities of Learning | Kāhui Ako model more collaborative, responsive and empowering. These are discussed briefly in paragraphs 97 to 101.
- 48 The conversation we have with the education system and all its participants (including parents, employers and communities) at and around the Summit will be a core part of all of these pieces of work, as depicted in the A3 at Annex One.

Early learning strategic plan, and review of home-based early childhood education

- 49 Quality early learning has an important role in providing children with a strong foundation for future learning. However, I am not convinced current policy settings are adequate to ensure quality education outcomes for children. Decisions by the previous Government have also undermined the shift towards a more qualified workforce.
- 50 I propose to work with parents, teachers, and stakeholders, including kōhanga reo whānau, to build on the previous version of *Nga Huarahi Arataki – Pathways to the Future*, the ten-year strategic plan for early childhood education that commenced in 2002 but was effectively discontinued by the previous Government in 2009.
- 51 *Pathways to the Future* had three overarching goals:
- 50.1 To promote participation in good quality early childhood education;
 - 50.2 To improve the quality of early childhood education; and
 - 50.3 To enhance collaborative relationships between early childhood education services, parent support and development, schools, health and social services.
- 52 Four supporting strategies underpinned these goals: to review regulations; review the funding system; undertake ongoing research; and involve the sector in early childhood education policy development.
- 53 I envisage that an important component of the new strategic plan will be creating a shared vision for what early learning should achieve for children and exploring what settings best support these outcomes. This includes the nature of the early childhood education market, along with the network which underpins it and the role of government in managing provision.
- 54 This previous strategic plan process began with the formation of a strategic planning working group. I propose to establish a similar working group and will report back to Cabinet in March 2018 with proposed membership and terms of reference.

- 55 I also propose to undertake a review of home-based early childhood education, including investigating the introduction of minimum qualification levels for all home-based educators. I will report to Cabinet with proposed terms of reference in March 2018.

Review of Tomorrow's Schools

- 56 I propose to establish an independent taskforce to review thirty years of Tomorrow's Schools.
- 57 Tomorrow's Schools is the underpinning governance and regulatory framework for the New Zealand school system. It was introduced by the Fourth Labour Government in the 1980s and its initial purpose reflected a recognition that the system was not responding to the broader changes happening in the economy.
- 58 To encourage greater responsiveness by the education system, Tomorrow's Schools shifted governance to local communities in what was initially a community responsiveness model. However, in keeping with the opening up of the New Zealand economy at the time, this community responsiveness model then rapidly shifted to a competitive model with schools envisaged as independent businesses competing in a market.
- 59 While this produced some level of diversity of approaches and did strengthen local community influence on schools, the competition was for students rather than improved education results.
- 60 The benefits from this change have run their course, and we need to take a fundamental look at the system.
- 61 Significant changes have already been made to the Tomorrow's Schools model, but they have been incremental. If we want to get the best out of what we have now, and address the weaknesses we now know exist, we need to create space for an open, inclusive discussion and debate.
- 62 I want to review Tomorrow's Schools in a way that ensures any change is constructive, based on sound evidence, and done in such a way that schools and communities feel empowered.
- 63 For this reason, I propose that the independent taskforce should be supported and informed by a designated cross-sector advisory panel.
- 64 I will report back to Cabinet by the end of February 2018 with proposed membership and terms of reference for the Tomorrow's School review taskforce. I propose that the taskforce would report to me by the end of 2018.

Developing a future-focused Education Workforce Strategy

- 65 The quality of teaching is the single most important in-school factor in raising achievement. To meet our goal of delivering personalised education in our schools, we need highly skilled and motivated teachers, leaders and specialist and support staff
- 66 To achieve our vision of a high quality, high trust, and respected teaching profession, the education sector and the Government need to work together in partnership.
- 67 I propose to develop, in partnership with the sector, a comprehensive education workforce strategy that will lead to the development of the education workforce New Zealand needs

now and for the future. The strategy will focus on attracting, recruiting and retaining a high quality education workforce and leaders to ensure that every learner achieves education success within the public system, including long term supply solutions for Māori language teachers. Furthermore, I expect the integration of the Māori language and culturally responsive teaching and learning practice across the whole education system to provide significant leverage for addressing system inequity.

- 68 I have already undertaken to report to Cabinet later in the year with proposals for establishing a comprehensive Education Advisory Service and College of Educational Leadership [CAB 18-0008]. This will form an important part of the education workforce.
- 69 I have also initiated changes to the name and governance of the Education Council, reflecting my view that the Council's name should reflect the central role of teaching in a quality education; and that teachers should have a direct say in the body that sets the standards for the profession. I see these changes as the start of building a stronger partnership with teachers to achieve our vision for quality teaching and leadership.
- 70 I also propose to establish a joint taskforce with the teaching profession to reduce the amount of compliance-focused paperwork teachers are required to complete so that they can return their focus to what really matters – teaching and learning.
- 71 I will report back to Cabinet in March 2018 with an approach to developing a future-focused Education Workforce Strategy, which includes an Education Advisory Service and College of Educational Leadership, a taskforce to reduce compliance-focused paperwork and long term supply solutions for Māori language teachers.

Action plan for learning support

- 72 All citizens have the right to be included and learning in the education system and to receive the individual support they require to succeed.
- 73 Hon Tracey Martin, Associate Minister of Education, and I propose to develop a strategic action plan for the learning support system that ensures resources are allocated based on an individual needs assessment for each child and that we understand at a systems level the progress being made by students with additional learning support needs.
- 74 Hon Martin and I will report to Cabinet with an Action Plan for learning support in October 2018.
- 75 This work will be done in parallel with the wider disability system transformation taking place based on the Enabling Good Lives vision and principles, the New Zealand Disability Strategy 2016-2026 outcomes framework, and the cross agency Disability Action Plan initiatives such as the Ministry of Education-led A Good Start in Life and Transitions programmes. These initiatives aim to give disabled people and their family/whānau more options and decision making authority about their supports and lives.

A Comprehensive Reform of School Property

- 76 Too many of our schools are struggling to cope with outdated facilities. I want all schools to provide a learning environment that best supports educational success, and one that students, parents, whānau and communities can take greater pride in.

- 77 I propose to undertake a comprehensive reform of current legislative and policy settings for school property. This work will clearly define roles and responsibilities for school property in line with the 2017 recommendations made by the Office of the Auditor General, and inform the development of a long-term plan to protect the condition, quality and value of the Crown's \$30 billion school network.
- 78 This will form the basis of a plan for re-building out-dated and worn-out school buildings, so that every school has access to modern learning environments by 2030. The plan will include actions designed to optimise the Ministry of Education's contribution to successfully managing, maintaining and improving the presentation of the school estate in the context of the ongoing need for expansion. In line with the stated positions of the Labour, New Zealand First and Green parties, the plan will not involve further use of public private partnerships.
- 79 I will report to Cabinet in March 2018 on my proposed approach to the reform of school property. The Ministry of Education will advise me on options mid-year, and I will present the first iteration of the comprehensive plan for school property to Cabinet in October 2018.

Restoring strong regional provision of vocational education

- 80 Coming into Government, we have been faced with an urgent situation for the country's Institutes of Technology and Polytechnics (ITPs). Some ITPs face immediate viability concerns, and the sustainability of the sub-sector overall is uncertain.
- 81 I consider that strong and deliberate action will be needed during this term of Government. This is to not simply address the immediately presenting problems but also deliver a lasting solution to this long-running issue. I also want to ensure that New Zealand has healthy and effective public regional vocational education provision into the future that can meet the labour market demands (current and future) and skill needs (including trades skills) of our regions. This will include consideration of the relationship between ITPs and Industry Training Organisations (ITOs).
- 82 I will report back to Cabinet in March 2018 with an approach to a programme of change for the ITP subsector and for vocational education more generally. A final report back will follow in December 2018.

Supporting strong research that delivers outcomes for all New Zealanders

- 83 Research across our tertiary system is key to driving innovation and strong outcomes for learners, businesses, communities and New Zealand as a whole.
- 84 As part of our manifesto we committed to undertake a full review of the Performance Based-Research Fund (PBRF), to continuing to support tertiary education research collaboration through the Centres of Research Excellence (CoREs), and to encourage closer association between business and university commercialisation centres so that the benefits of research are shared.
- 85 The next round of the PBRF Quality Evaluation is due to take place this year, as part of a regular six-yearly cycle. This Quality Evaluation is the first since changes introduced in 2012/13. At the same time, the Tertiary Education Commission will be planning for the next CoREs selection process in 2019.

- 86 Hon Jenny Salesa, Associate Minister of Education, and I will report back to Cabinet in August 2018 with a terms of reference for the PBRF review that indicates how the 2018 PBRF Quality Evaluation will be used to inform the development of the PBRF review and its core aims, with policy work to begin from mid-2019 once the results of the Quality Evaluation are available.
- 87 I also plan to work to ensure that the benefits of research are shared across New Zealand and contribute to our broader aims. A review of the PBRF will be an important part of this process, but more is needed to support the research aspirations of our broader tertiary sector, particularly new and emerging institutions.
- 88 For 2018, Hon Kelvin Davis, Associate Minister of Education, Hon Salesa and I will be prioritising working with wānanga to develop solutions to support them to develop their research capacity and capability so that they can realise their research ambitions. This work reflects the shared interest and related responsibilities of wānanga and the Crown in supporting Māori educational outcomes and mātauranga Māori research. I will report back to Cabinet with the progress of this work by December 2018.

Previously signalled work streams

- 89 Cabinet has previously agreed that I will review NCEA over the course of 2018 [CBC 17-Min-0066 refers]. I will report to Cabinet in April 2018, seeking agreement to key discussion document(s), and again in November 2018, outlining recommended actions to strengthen and / or refine NCEA arising out of public consultation.
- 90 Cabinet has also agreed that I work with experts and stakeholders (including students, parents, whānau, iwi and the sector) to design a new approach for understanding progress across the schooling curricula, and contribute to the education system supporting the success of all students, following on from the removal of national standards and Nga Whanaketanga Rumaki Māori [CAB 17-Min-0042 refers]. I will update Cabinet by September 2018 on work to design a new approach, including opportunities to better understand education system performance and monitor equity challenges.
- 91 We have already delivered on our commitment to introduce a year of fees-free tertiary education and training from the beginning of 2018. However, given how much of a shift this entitlement delivers for tertiary education policy in New Zealand, I have advised Cabinet that more work is needed to design a long-term approach to the policy. Future design choices are likely to have broader implications for the future design of current tertiary fee regulations, funding, and information systems, and for student loans and allowances. These will be worked through following implementation of the initial 2018 year of the fees-free policy. I plan to report to Cabinet after initial data is analysed in June 2018 with short-term changes to the fees-free policy to improve delivery, manage any emerging risks, and set a plan for medium-term changes from 2019 [CAB 17-Min-0515 refers].

New system strategies

- 92 A number of education system strategies are due to be developed or replaced during 2018/19 including: the Statement of National Education and Learning Priorities; the Tertiary Education Strategy; Ka Hikitia; Tau Mai Te Reo; the Pasifika Education Plan; and an International Education Strategy.
- 93 These strategies provide an opportunity to begin the 30 year strategic approach to New Zealand education, with the Summit providing a platform for a national strategic

conversation about the direction of education and the high level strategic shifts that are needed.

- 94 *Statement of National Education and Learning Priorities*: amendments to the Education Act 1989 that came into effect last year enable the Minister of Education to issue a Statement of National Education and Learning Priorities (NELP). This sets the Government's priorities for early childhood and compulsory education and is a key tool to drive strategic planning by schools.
- 95 I intend to consult with stakeholders in the early childhood and compulsory education sectors before issuing a NELP, following a Summit conversation on potential priorities. Once Cabinet has approved the NELP, and it is published, it remains in effect for a period of 5 years unless withdrawn or replaced earlier.
- 96 *The Tertiary Education Strategy*: I am also required under the Education Act 1989 to issue a Tertiary Education Strategy (TES) that sets out the Government's long-term strategic direction and current and medium-term priorities for tertiary education and training. It guides government policy and the decisions of providers.
- 97 The current TES was introduced in 2014 and is due to expire in 2019. To inform the tertiary provider investment plans in 2019, we would need to begin work on a new TES in 2018. The Education Summits would provide an opportunity to have a wide-ranging discussion as we start developing the new TES.
- 98 *Ka Hikitia – Accelerating Success, Tau Mai Te Reo and the Pasifika Education Plan*: all of these strategies are due to expire in December 2018. They reflect a system-wide view of education including the role of parents, whānau, communities and iwi. The purpose of these strategies is to address the persistent system inequities for Māori and Pasifika children and young people.
- 99 Ka Hikitia and Tau Mai Te Reo also recognise the unique partnership between Māori and the Government and the importance of identity, language and culture for Māori succeeding as Māori in education. Tau Mai Te Reo specifically considers the dual focus of Māori language education in terms of its contribution towards both education success and Māori language revitalisation.
- 100 These strategies provide anchor points to which education providers and other government and non-government agencies link their Māori and Pasifika development strategies. There is an opportunity to refresh them to deliver the Government's change agenda with specific regard to Māori and Pasifika learners, with a proposed National Māori Education Hui and National Pasifika fono in 2018.
- 101 These strategies will be considered in parallel to the development of the NELP and the TES to maximise the opportunity for leverage.
- 102 *International Education Strategy*: I am planning to launch an international education strategy in June 2018. A draft strategy has already been the subject of extensive consultation, and I will be seeking to reflect sector views within a refreshed strategy. It will aim to ensure international education is based on high quality education provision, robust immigration settings, and good outcomes for students, providers and New Zealand.

Other work programme items in progress

- 103 **Review of funding systems** – I plan to take forward the review of funding arrangements for state and state integrated schools and ECE services and ngā kohanga reo, consistent with the objective of barrier-free access. In particular, further work is required on whether to proceed with the decision made by the previous government to replace the decile system with a new mechanism for targeting funding to support learners from socio-economically disadvantaged backgrounds.
- 104 **Communities of online learning** - Communities of Online Learning (COOL) were introduced by the previous National-led Government to open up online learning to the schooling system, and to reform Te Aho o Te Kura Pounamu, the Correspondence School. The COOL provisions under the Education (Update) Amendment Act 2017 are set to come into force on 31 December 2019. The COOL provisions enables any body corporate, registered school, and tertiary education provider to provide online tuition to any school aged student on a full time or part time basis. COOLs are not required to have registered teachers as part of their teaching staff, and they have flexibility whether to teach the national curricula or not. I intend to amend COOL legislation this year. There is a place within the education system for online learning, but as the COOL provisions currently stand, the risks outweigh the benefits.
- 105 **Partnership Schools** – I will remove the partnership school kura hourua model (also known as charter schools) from the education system and repeal the legislation allowing for these schools. These changes are part of the Education Amendment Bill that has been approved for introduction.
- 106 **Review of the New Zealand Qualifications Framework** - The New Zealand Qualifications Authority (NZQA) is reviewing the New Zealand Qualifications Framework (NZQF) to ensure it remains fit for purpose, flexible and adaptive to the future needs of learners, employers and other stakeholders. The review provides an opportunity to consider whether the current structure of the NZQF and the range of credentials available will give New Zealand business confidence that its staff will be appropriately skilled and upskilled as their needs change rapidly. In particular, a refreshed framework will need to support the introduction of new education products and other innovations. NZQA is currently working towards a timeframe of completing the review by the end of 2018. In the event that any legislative changes are required, the timeframe will extend out to 2019 and beyond.
- 107 **Communities of Learning | Kāhui Ako model** - Communities of Learning | Kāhui Ako focus on lifting the progress, achievement and wellbeing of all children and young people through deliberate collaboration to systematically raise the quality of teaching and leadership. I have asked the Ministry to undertake collaborative work with the Investing in Educational Success Advisory Group during 2018 to make the current Kāhui Ako model more collaborative, more responsive to the needs of local communities and more empowering for educationalists. Any more significant redevelopment of the Kāhui Ako model will be informed by the outcomes of the review of Tomorrow's Schools.

Conclusion

- 108 To achieve the kind of change that the governing parties have signalled in our manifestos and our coalition agreements, we need to work together with the whole education system to meet the needs of the 21st century's children, young people and adult students. We need a genuine partnership with children, young people, their parents, whānau, communities and iwi, teachers, education leaders at all levels, and employers and industry to deliver quality public education at all levels and for all New Zealanders.

- 109 The Education Summit will be an important first step in building trust with the sector and the system, in generating new ideas and in working together to agree shared priorities for future investment. The conversations we have there will form the core of our entire strategic reform programme.

Consultation

- 110 The Treasury, Education Review Office, Ministry for Women, State Services Commission, Ministry for Pacific Peoples, Te Puni Kokiri, Ministry of Health, Ministry for Children Oranga Tamariki, Ministry of Justice, Police, Ministry for Social Development, Ministry of Business, Innovation and Employment, Corrections, NZQA, the Tertiary Education Commission and DPMC.

Financial Implications

- 111 I have instructed the Ministry to prepare a Strategies and Education Summits Budget Bid for consideration in the 2018 Budget process.
- 112 The review of funding systems could have financial implications which will be clarified as the work progresses.

Human Rights

- 113 This proposal is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Disability Perspective

- 114 This programme of work is consistent with the objectives of Article 24 of the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy 2016-2026. In particular, our focus on personalised and lifelong learning, and on enhancing the quality of teaching, will help make the shifts needed to provide education in a way that supports the personal, academic and social development of disabled children and young people and enables them to achieve their potential throughout their lives.
- 115 The disability community will be keen to share its views on the changes to the education system and have, through the New Zealand Disability Strategy, developed a draft set of indicators to report on progress at a systems level for children with disabilities. I will ensure that disabled children and young people and their parents and whānau, and disability organisations are included through the design and implementation of the Education Summit and strategies.

Treaty of Waitangi Implications

- 116 Within this programme of work, I have been deliberate in recognising the urgency of addressing inequity for Māori children and young people. In particular, Hon Kelvin Davis, Associate Minister of Education, and I will ensure that this is a key theme addressed within the Summit and it will be a focus of the Māori education strategies going forward. This will also be supported through our ongoing support for Māori language education and the importance of identity, language and culture in our education system. We are also committed to working in partnership with Māori and are looking at opportunities to do this through the design and implementation of the Education Summit and strategies.

Recommendations

117 The Minister of Education recommends that the Committee:

- 1 **approve** the following as key features of the Government's vision for the education portfolio:
 - 1.1 This Government will champion a high quality public education system that provides all New Zealanders with learning opportunities so that they can discover and develop their full potential throughout their lives, engage fully in society, and lead rewarding and fulfilling lives
 - 1.2 This Government believes in an education system that brings out the very best in everyone and that means our educational offerings need to be as diverse as the learners we cater for
 - 1.3 We need our people to be resilient, creative, and adaptable, with great communication and interpersonal skills, and prepared to work collaboratively as well as independently
 - 1.4 In order to be effective in meeting these aspirations, our education system needs to change to meet the needs of the 21st century
- 2 **approve** the following as objectives for the work programme for the education portfolio over this term of Government:
 - 2.1 Learners at the Centre
 - 2.2 Barrier-Free Access
 - 2.3 Quality Teaching
 - 2.4 Quality Public Education
 - 2.5 21st Century Learning
- 3 **note** that the Government has already undertaken work to respond to sector concerns from teachers and principals about teacher workload and raising the status of the profession
- 4 **note** that I will undertake a collaborative process with the education sector, parents, iwi, employers and wider communities that will involve getting broad support for change
- 5 **agree** that a whole-of-portfolio 'Education Summit' process be used as the key vehicle for the collaborative process in recommendation 3 above, and to refine and enable shared ownership of the vision in recommendation 1 above
- 6 **agree** to delegate to the Minister of Education and Associate Ministers of Education the responsibility for approving content to support discussion at the Education Summit
- 7 **note** the main components of the 2018 education work programme are:

- 7.1 An early learning strategic plan and a review of home-based early childhood education
- 7.2 A review of Tomorrow's Schools
- 7.3 Developing a future-focused Education Workforce Strategy
- 7.4 An action plan for learning support
- 7.5 A comprehensive reform of school property
- 7.6 A programme of change for the institute of technology and polytechnic (ITP) subsector and for vocational education more generally
- 7.7 Supporting strong research that delivers outcomes for all New Zealanders
- 7.8 The NCEA review, a new approach to measuring learners' progress against the curricula, a long-term approach to the fees-free tertiary education and revision and development of the Statement of National Education and Learning Priorities, the Tertiary Education Strategy and the International Education Strategy (already signalled);
- 7.9 A continuous focus on raising achievement for Māori learners through:
 - 7.9.1 work on Ka Hikitia
 - 7.9.2 development of a strategic pathway for Māori-medium education
 - 7.9.3 providing long term solutions for the supply of Maori language teachers
 - 7.9.4 improving transition from school to the work force and/or further education and training
- 7.10 A continued focus on raising achievement for Pasifika learners through work on the Pasifika Education Plan
- 8 **invite** the Minister of Education to report back to Cabinet in February 2018 with the proposed membership and terms of reference for a taskforce to review Tomorrow's Schools
- 9 **invite** the Minister of Education to report back to Cabinet in March 2018 with:
 - 9.1 proposed membership and terms of reference for an early learning strategic planning reference group
 - 9.2 proposed terms of reference for a review of home-based early childhood education, including investigating the introduction of minimum qualification levels for all home-based educators
 - 9.3 an approach to a programme of change for the institute of technology and polytechnic (ITP) subsector and for vocational education more generally
 - 9.4 an approach to developing a future-focused Education Workforce Strategy
 - 9.5 an approach to the reform of school property

- 10 **invite** the Minister of Education to report back to Cabinet in July 2018 with a report back on The Education Summit and progress and conclusions to date
- 11 **invite** the Minister of Education and the Associate Minister of Education, Hon Jenny Salesa, to report back to Cabinet in August 2018 with the terms of reference for a review of the Performance-Based Research Fund
- 12 **note** that Cabinet has already agreed that the Minister of Education will work with stakeholders to design a new approach that is focused on progress across the curricula, with a report back in September 2018
- 13 **invite** the Minister of Education and Associate Minister of Education, Hon Tracey Martin, to report to Cabinet by October 2018 with an action plan for a learning support system that ensures resources are based on individual needs assessments
- 14 **invite** the Minister of Education and Associate Ministers of Education, Hon Kelvin Davis and Hon Jenny Salesa, to report back to Cabinet by December 2018 on the progress of work to support wānanga to develop their research capacity and capability
- 15 **note** that there are also a number of education system strategies due to be developed or replaced during 2018/19 including: the Statement of National Education and Learning Priorities; the Tertiary Education Strategy; Ka Hikitia; Tau Mai Te Reo; the Pasifika Education Plan; and an International Education Strategy.

Authorised for lodgement

Hon Chris Hipkins

Minister of Education

Annex 1: Education conversation overview (attached separately)

Annex 2: Schedule of report-backs

| Date | Topic | Ministers | Purpose |
|-----------------|---|-----------------------|--|
| February 2018 | Review of Tomorrow's Schools | Minister of Education | Proposed membership and terms of reference for a taskforce to review Tomorrow's Schools Taskforce will report back to Minister by the end of 2018 |
| March 2018 | Early learning strategic plan | Minister of Education | Proposed membership and terms of reference for a strategic planning reference group Report to Cabinet in December 2018 |
| March 2018 | Review of home-based early childhood education | Minister of Education | Proposed terms of reference, including investigating the introduction of minimum qualification levels for all home-based educators Report issued in December 2018 |
| March 2018 | Reform of School Property | Minister of Education | Approach to a reform of school property First iteration of comprehensive plan for school property to Cabinet in October 2018 |
| March 2018 | Institute of technology and polytechnics (ITPs) | Minister of Education | Approach to a programme of change for the ITP subsector and for vocational education more generally Report in December 2018 |
| March 2018 | Education Workforce Strategy | Minister of Education | Approach to developing a future-focused Education Workforce Strategy |
| April 2018 | NCEA Review (already scheduled) | Minister of Education | Agreement to key discussion document(s) |
| After June 2018 | Fees-Free Policy | Minister of Education | Report to Cabinet with short-term changes to fees-free policy to improve delivery, manage emerging risks, and |

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|-------------------|--|---|--|
| | | | set a plan for medium-term changes. |
| July 2018 | Education Summit | Minister of Education | Initial report on the Education Summit and progress and conclusions to date |
| August 2018 | Performance-Based Research Fund review | Minister of Education and Hon Jenny Salesa, Associate Minister of Education | Report to Cabinet with terms of reference for the Performance-Based Research Fund review |
| By September 2018 | Design of a new approach for understanding progress across the school curricula | Minister of Education | Update to Cabinet has already agreed that I will report back on work with stakeholders to design a new approach, including opportunities to better understand education system performance and monitor equity challenges that is focused on progress across the curricula. |
| October 2018 | Action Plan for learning support | Minister of Education and Hon Tracey Martin, Associate Minister of Education | Action Plan for learning support |
| November 2018 | NCEA Review (already scheduled) | Minister of Education | Recommended actions to strengthen and / or refine NCEA arising out of public consultation |
| December 2018 | Wananga research capacity and capability | Minister of Education and Associate Ministers of Education, Hon Kelvin Davis and Hon Jenny Salesa | The progress of work to support wānanga to develop their research capacity and capability |
| Late 2018 | Education Advisory Service and College of Educational Leadership (already scheduled) | Minister of Education | Proposals for establishing a comprehensive Education Advisory Service and College of Educational Leadership |