**Education Report**: Approach for development of the Statement of National Education and Learning Priorities

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<th>To:</th>
<th>Hon Chris Hipkins, Minister of Education</th>
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<td>Date:</td>
<td>4 September 2018</td>
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<td>Priority:</td>
<td>Medium</td>
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<td>Security Level:</td>
<td>In Confidence</td>
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<td>METIS No:</td>
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<td>Round robin:</td>
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<td>Messaging seen by Communications team:</td>
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**Purpose of report**

The purpose of this paper is to seek your agreement to our proposed process for developing a Statement of National Education and Learning Priorities, including planned engagement with groups that previous consultation has not reached.

**Summary**

1. Section 1A of the Education Act 1989 gives the Minister of Education the power to issue a statement of National Education and Learning Priorities (NELP) to set out the Government's medium term priorities for early childhood education services me nga kōhanga reo, schools and kura.

2. The NELP is part of the new planning and reporting regime, and one of the key medium term strategies in the Education Work Programme. It is expected that new planning and reporting requirements will be focused on embedding the priorities in the NELP. We anticipate that schools, kura and early childhood education services me nga kōhanga reo will be required to demonstrate how they propose to give effect to the NELP through their strategic and annual plans.

3. The Education Amendment Bill (the Bill) amends the Education Act 1989 to extend the commencement date for the new planning and reporting requirements for schools and kura until 1 January 2020, to ensure there is sufficient time to develop a NELP and new Planning and Reporting regulations.

4. The Education (National Education and Learning Priorities) Amendment Bill amends the Education Act 1989 to require the Minister of Education to make reasonable efforts to consult with children and young people, and national bodies representing interested groups, such as teachers, principals and parents. Our proposed approach to developing the NELP is consistent with this focus.
5. We propose that a NELP should be in place for Term 4 of the 2019 school year, to enable schools to consider in early 2020 how their strategic plans will deliver on the NELP.

6. With the progression of the two amendment bills through the House, we have begun work to plan the NELP development process. We propose a two-phase approach to consultation:
   a. Phase One: Targeted, face-to-face engagement with key groups that have not yet been reached through the education conversation | korero matauranga;
   b. Phase Two: Widespread consultation on a draft Statement of National Education and Learning Priorities in a way that complies with the Bill.

7. Phase One will take place in October and November 2018. This will enable us to ensure that more children have an opportunity to contribute to the wider Education Conversation, as well as informing the development of a NELP.

8. The Phase One engagement, combined with the results from the Korero Matauranga online survey, the Fono, the Wānanga, the NCEA Review Engagement and the Tomorrow's Schools engagement, will inform the development of a draft NELP.

9. Phase Two will involve public consultation on a draft NELP, including with the groups identified in the NELP Amendment Bill. We anticipate that a combination of online feedback and face-to-face meetings will be used to engage with traditional stakeholders and the wider public, in addition to target groups.

10. There is a scheduled strategy session in November to discuss the NELP and the Tertiary Education Strategy. We intend to report back to you in that session about the initial results of engagement. We will formally report to you on the findings of the targeted engagement in early 2019.

11. We recommend that you provide this Briefing to Minister Davis, Minister Salesa and Minister Martin, to inform them of the approach to engagement to develop the NELP.

Recommended Actions

The Ministry of Education recommends you:

a. note that you have the power to issue a statement of National Education and Learning Priorities

b. note that we propose a two-phase approach to consultation to inform the development and finalisation of a NELP

c. note that our proposed approach in Phase One will focus on targeted engagement with groups, including more children, that have not yet been reached through engagements across the Education Work Programme

d. note that our proposed approach in Phase Two will involve public consultation on a draft NELP
e. **agree** to the proposed approach to developing the NELP

*Agree / Disagree*

**Proactive Release Recommendation**

f. **agree** 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 in line with the provisions of the Official Information Act 1982.

*Agree / Disagree*

Dr Andrea Schöllmann  
Deputy Secretary  
Education System Policy  
04 09 2018

Hon Chris Hipkins  
Minister of Education  
9 9 18
Background

What is a statement of National Education and Learning Priorities?

1. The update of the Education Act 1989 gives the Minister of Education the power to issue a statement of National Education and Learning Priorities (NELP), which sets out high level priorities to guide strategic planning for early childhood education services me űkōhanga reo, kūra and schools for a period of up to five years, as part of their planning and reporting requirements.

2. When a NELP is in place, school and kūra boards of trustees will be required to have particular regard to ensuring that the priorities of the NELP are reflected in their strategic plans, while early childhood services and űkōhanga reo will be required to demonstrate how they are contributing to, and implementing, the NELP through their annual plans.

Alignment of NELP with the Education Work Programme

3. The NELP is a key component of the new planning and reporting regime and one of the key medium term strategies in the Education Work Programme. Annex A sets out the linkages between the NELP and other Education Work Programme items.

4. Michael Fullan’s research shows that systems that have succeeded in embedding the features of quality teaching and leadership have a narrow and deep focus on a few evidence-informed priorities for improvement, and align these focus areas with other national goals and strategies, so that there is coherence across the system and effort is directed at the same objectives. The NELP is a key lever to embedding these features in our system.

5. This means that the NELP should be informed by the recommendations of other key workstreams in the Education Work programme, including the Early Learning Strategic Plan, the Review of Tomorrow’s Schools and the Curriculum Progress and Achievement recommendations.

Statutory timeframe for a NELP

6. The Education Amendment Bill (the Bill) amends the Act and the related Education (Update) Amendment Act 2017 to extend the commencement date for the new planning and reporting provisions until 1 January 2020, to ensure there is sufficient time to develop a NELP and the regulations for the new planning and reporting processes. The Bill is due to be reported back from the Education and Workforce Committee on 3 September 2018.

7. The Education (National Education and Learning Priorities) Amendment Bill amends the Act to require the Minister of Education to make reasonable efforts to consult with the following groups before issuing a NELP:

a. Children and young people;

b. National bodies representing the interests of:
   - Teachers
   - Principals
   - Governing bodies of schools
   - Early childhood services
- Parents
- The disability community
- Support staff in schools and early childhood services
- Māori education organisations
- Pacific education organisations
- Proprietors of state integrated schools
- Organisations with a particular role in respect of the character of designated character schools.

Proposed timing for the statement of NELP

8. In 2020, schools will need to develop their strategic plans, to consult with their communities and have their plans approved by the Ministry. This aligns to the school board of trustee election cycle, with elections scheduled for 2019. We propose that a NELP should be in place and published for Term 4 of the 2019 school year, to ensure that schools and kura have sufficient time to engage with the statement’s content before developing and adopting their first strategic plans in 2020.

9. With the progression of the two amendment bills through the House, we have begun work to plan the NELP development process to meet these timeframes. Our proposed timeline for the process is set out below:

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<thead>
<tr>
<th>Table 1: Proposed process for developing NELP</th>
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<tr>
<td>Phase 1 engagement meetings with targeted groups</td>
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<td>Phase 1 engagement meetings with key representative bodies</td>
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<td>Analysis of Phase 1 engagement</td>
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<tr>
<td>Development of draft NELP</td>
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<td>Draft NELP approved by Cabinet</td>
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<td>Phase 2 consultation on draft NELP</td>
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<td>Analysis of Phase 2 consultation</td>
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<tr>
<td>Updating and refining NELP</td>
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<td>Final NELP approved by Cabinet</td>
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<td>Final NELP published</td>
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<td>1 January 2020</td>
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NELP consultation

10. We are proposing a two-phase approach to consultation on a NELP:

a. Phase One: Targeted, face-to-face engagement with children and young people and key representative bodies, with a focus on groups that have not received face to face engagement through other Education Conversation | Korero Matauranga activities;

b. Phase Two: Consultation on a draft Statement of National Education and Learning Priorities.

Approach to developing a NELP

11. We have developed a proposed approach that meets the existing requirement in the Education Act 1989 to consult with stakeholders in the early childhood and compulsory
education sectors before publishing a NELP, as well as those additional groups identified in the Education (National Education and Learning Priorities) Amendment Bill.

Building off engagement to date

12. Much of the feedback we have received through the Education Conversation | Korero Matauranga provides building blocks for developing priorities to include in the NELP. For example, Insights from the Education Summit fall into four broad categories:

a. **Knowledge, competencies and skills**: the importance of a holistic approach to learning that goes beyond knowledge building, redefining what is valued in the education system, and integrating Māori and Pacific values into the curriculum. The need to avoid over-testing was also emphasised.

b. **Ways of teaching and the learning environment**: a learner-centred education system where the unique identity of each participant is valued and there are flexible and individualised life-long learning pathways to reflect learners’ aspirations and needs. The importance of teachers as facilitators in synonymous and reciprocal teaching and learning (the concept of ako), underpinned by quality relationships was also emphasised, as were: the role of whānau in learning; the variety of contexts in which learning occurs; and the need to reflect Kaupapa Māori principles in learning.

c. **Connections and relationships**: whanaungatanga, the importance of connectedness with whānau and the wider community, and of broader community involvement in learning.

d. **Systems and structures**: the importance of equity and valuing all learners, including providing equal opportunities to learn throughout life and using an equitable education system as a means to create an equitable society. The need for resourcing to be flexible to meet diverse needs was emphasised, as were: the importance of education being coherent with wider societal values and concerns; a focus on the early years; and a focus on seamless pathways aligned from early childhood to tertiary education.

13. The further engagement proposed in this report for Phases One and Two is intended to build on the outputs from the Summit and other engagements, including the Fono, Wānanga, the NCEA Review and the Tomorrow’s Schools Review. Online survey feedback will also be an important input to the identification of potential priorities for the NELP.

Phase One engagement

*Phase One focus*

14. We propose that Phase One engagement should focus on engaging and gathering the voices of groups of learners and their whānau and communities who have not been reached through face to face engagement across the Education Work Programme so far.

15. This approach provides us with an opportunity to build and develop genuine relationships with these communities, and to provide them with the same opportunities to contribute to the Education Conversation that other groups have had. For the priorities identified in the NELP to be meaningful and effective, it is crucial that our engagement captures these perspectives.
16. The Office of the Children’s Commissioner has identified that the Ministry needs to engage more with children and young people, particularly with Māori children and young people and Pacific children and young people. While the NCEA review has captured the voice of senior secondary students and some older students have participated in the Summits and Fono, we need to hear more from younger children, as well as those who are underserved by and/or disengaged from the education system. The proposed NELP Phase One engagement provides an opportunity for us to fill this gap.

17. We have identified the following groups of children and young people as groups we have not heard from fully during the consultation:

   a. Māori children and young people
   b. Pacific children and young people
   c. Asian children and young people
   d. Middle Eastern, Latin American and African (MELAA) children and young people
   e. Children and young people in alternative education;
   f. Youth NEETs
   g. Children and young people in the youth justice system;
   h. Children in care and protection
   i. Children in health schools
   j. Children under the age of 5¹
   k. Children with disabilities and learning support needs
   l. LGBTQIA+ children and young people
   m. Children and young people in rural areas
   n. Refugee children and young people
   o. Children and young people with a non-English Speaking Background, including children and young people engaging with English for Speakers of Other Languages (ESOL) services²
   p. Children and young people from digitally excluded communities
   q. Children and young people accessing community and social support

18. We will look to meet with these groups in areas which have not had significant consultation and engagement, and will work to engage with children and young people from all ethnicities and genders.

19. We have discussed our approach to consulting with children and tamariki with the Office of the Children’s Commissioner, who have provided advice and are supportive of the proposed approach. Some of the children and young people come from communities that have also been underrepresented in consultation to date, such as migrant and refugee communities. We propose to frame engagement with children and young people from these groups in such a way as to enable parents, whānau and communities to participate, where appropriate.

20. We also recommend engaging with peak bodies and representative groups as part of the Phase One engagement. This builds off the relationships built through the preliminary discussions, and ensures key stakeholders are involved in the further development of the NELP. A list of the proposed peak bodies is attached in Annex B.

Phase One process

21. We propose that Phase One should take place in October and November 2018. We propose to:

¹ We expect to involve and engage with parents and whānau of children under 5.
² We expect to engage with Māori, Pacific, Asian and Middle Eastern, Latin American and African (MELAA) children and young people, as part of engaging with these groups.
a. Conduct face to face meetings with the identified target groups.
b. Inform and engage with peak bodies and representative bodies, through existing meetings where possible.

22. We have also identified opportunities to engage with and connect to other consultation and engagement events, which are occurring at the same time, such as the Wānanga and the engagement on the Disability and Learning Support Action Plan. We will also investigate ways to connect to other cross-Government work, such as the Child Wellbeing Strategy.

23. Face-to-face engagement is particularly important for groups that are less well served by traditional forms of engagement. We have found that Māori and Pacific communities in particular have not, traditionally, been engaged by surveys and online methods of engagement.

24. We are developing questions to gain insight into different groups’ experiences of the education system, to build our understanding of their key issues and concerns. We are working with the Office of the Children’s Commissioner to refine these questions and make sure they are effective and appropriate for children and young people.

25. We intend to summarise the findings of the engagement process and share these with the groups and communities we have engaged with, to demonstrate our commitment to hearing their voices.

Development of the NELP

26. We have developed six evidence briefs that examine how the education system is performing against the objectives for education set out in the Education Act 1989. We propose that the findings of these briefs, together with the Phase One engagement, our preliminary engagement and other Education Work Programme engagement should inform the development of a draft NELP.

27. We will also ensure that the development of a NELP in early 2019 takes into account the recommendations from the wider Education Work Programme. For example, the recommendations from the Tomorrow’s Schools Taskforce may cover improvements to board of trustees practices, which would have an impact on how the NELP relates to planning and reporting requirements and/or how the NELP is operationalised.

28. The development of Ka Hikitia, the Pacific Education Plan and Tau Mai Te Reo may also have implications for the focus of the NELP. These strategies indicate key priority areas for our education sector, and the NELP will need to be positioned to support the delivery of these strategies.

29. The NELP will also need to align with the intent and positioning of the Early Learning Strategic Plan and the Tertiary Education Strategy. The NELP also has a strong relationship with the 30 year strategic plan for education, and could serve as a medium-term strategy to deliver and embed the intention of this long-term strategy.

30. The focus of the NELP will also reflect recommendations of other key reviews and initiatives, such as the Curriculum, Progress and Achievement review and the NCEA Review.

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3 The evidence briefs were provided to you on 10 July 2018, for proactive release on the Tomorrow’s Schools Review website
31. In order to have a NELP in place within the timeframes outlined above, we propose to develop a draft NELP for your consideration by March 2019.

**Phase Two consultation**

32. In order to meet the requirements of the Education (National Education and Learning Priorities) Amendment Bill, we propose that Phase Two of the NELP consultation process should involve public consultation on a draft NELP. We anticipate that a combination of online feedback and face-to-face meetings will be used. We propose that face-to-face meetings should include traditional stakeholders, in addition to target groups.

33. We propose that the public consultation should take place between May and July 2019, with a final NELP approved by Cabinet and published in October.

**Next Steps**

34. If you agree to the proposed approach to developing a NELP, we will begin planning for Phase One engagement.

35. There is a scheduled strategy session in November to discuss the NELP and the Tertiary Education Strategy. We intend to report back to you in that session about the initial results of engagement. We will formally report to you on the findings of the targeted engagement in early 2019.

36. We recommend that you provide this Briefing to Minister Davis, Minister Salesa and Minister Martin, to inform them of the approach to develop the NELP.

**Proactive Release**

37. It is intended 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.

**Annexes**

Annex A: Work programme map for NELP (*attached separately*)

Annex B: Peak bodies proposed for Phase One engagement
Annex B  Peak bodies proposed for Phase One engagement

1. Sign Language Advisory Group
2. Early Childhood Advisory Committee (ECAC)
3. New Zealand School Trustees Association Te Whakaroputanga Kaitiaki Kura O Aotearoa (NZSTA)
4. New Zealand Pasifika Principals Association (NZPPA)
5. New Zealand Principals’ Federation Ngā Tumuaki o Aotearoa (NZPF)
6. Post Primary Teachers Association Te Wehengarua (PPTA)
7. New Zealand Educational Institute Te Riu Roa (NZEI)
8. Secondary Principals’ Association of New Zealand (SPANZ)
9. Business NZ
10. Council of Trade Unions (CTU)
11. Education Council of New Zealand | Matatū Aotearoa
12. Office of the Children’s Commissioner (OCC)
13. Disabled People’s Organisations (DPO)
14. New Zealand Association of Intermediate and Middle Schools (NZAIMS)
15. Education Subcommittee of the Iwi Leaders Group
16. New Zealand Area Schools Association
17. Association of Proprietors of Integrated Schools
18. Independent Schools of New Zealand
19. Special Education Principals’ Association of New Zealand
20. Te Kōhanga Reo National Trust
21. Te Akatea | New Zealand Māori Principals’ Association
22. Te Rūnanga Nui o Ngā Kura Kaupapa o Aotearoa
23. Ngā Kura a Iwi o Aotearoa