



Education Report: Scope and process for refreshing the national curriculum

To:	Hon Jan Tinetti, Associate Minister of Education		
CC:	Hon Chris Hipkins, Minister of Education Hon Kelvin Davis, Associate Minister of Education Hon Aupito William Sio, Associate Minister of Education		
Date:	9 December 2020	Priority:	High
Security Level:	In Confidence	METIS No:	1246277
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Messaging seen by Communications team:	No	Round Robin:	Yes

Purpose of Report

The purpose of this paper is to seek agreement to the scope and process for refreshing *Te Marautanga o Aotearoa* and *The New Zealand Curriculum*. This will inform drafting of a Cabinet paper for your consideration, to support next steps in the Curriculum, Progress and Achievement work programme including a public announcement.

Summary

- 1 Following discussion of the Curriculum, Progress and Achievement (CPA) work programme [METIS 1245699 refers], you have indicated that you would like to announce the scope and process for the wider refresh of the national curriculum (comprising *Te Marautanga o Aotearoa* in Māori medium kura and *The New Zealand Curriculum* in English medium schools) in tandem with announcement of the draft Aotearoa New Zealand's Histories curriculum content. This will help provide transparency and certainty about the direction of travel for the overall curriculum, which are signalled in the approaches to the draft Aotearoa New Zealand's Histories content.
- 2 Collaborative work with the CPA Ministerial Advisory and curriculum working groups has identified that significant change is needed to both curriculum documents, and that full refreshes are needed to ensure that they are:
 - clear about the learning that cannot be left to chance
 - clear about the characteristics of quality local curriculum and marau ā-kura
 - accessible and easy-to-use.

- 3 For *Te Marautanga o Aotearoa*, we propose shifting to a framing based on Hei Tamaiti Hei Raukura. This is a different organisational structure than the current learning area approach, so the refresh process will look at the whole curriculum at the same time.
- 4 For *The New Zealand Curriculum*, we propose retaining the learning area structure and proceeding with the refresh, starting with social sciences (where the new Aotearoa New Zealand's Histories Curriculum sits). The initial phase will also strengthen the bicultural framing of the curriculum and begin elaboration of the key competencies (including making expectations for numeracy, literacy and social-emotional learning explicit).
- 5 Our national curricula are a taonga for all New Zealanders, that guide and shape our children's learning and our society's present and future. We will continue to progress this work in partnership with Māori, the sector and communities. Alongside this, we will establish an Expert Advisory Group as part of decisions already taken by Cabinet on the establishment of a Curriculum Centre to guide this work [SWC-19-MIN-0153], and a broader engagement group with a wide range of stakeholders.
- 6 As well as an update on the scope and process for updating the national curriculum, Cabinet are expecting an update on the wider Curriculum, Progress and Achievement work programme. Progress on developing a record of learning is an important part of this. As discussed, [METIS 1245699 refers], the record of learning will include a curriculum progress map which evolves over time as we refresh the National Curriculum. We propose that the first iteration of a record of learning include a curriculum progress map for each learner capturing their progress in literacy, te reo matatini, numeracy, pāngarau, and social-emotional learning.
- 7 In order to announce the scope and process for the refresh of the national curriculum in tandem with announcement of the draft Aotearoa New Zealand's Histories curriculum content, you will need to seek Cabinet agreement prior to Waitangi Day. We will provide a draft Cabinet paper for your consideration. The Ministry will provide support for these announcements that are appropriate to the budget context at the time.
- 8 As we refresh the national curriculum, it is critical to have sustained and effective change and implementation, including aligning our resources and capability supports to updated expectations for learning and teaching. The wider curriculum work programme (including the establishment of a Curriculum Centre of Excellence, replacement of TKI, enhancement of Kauwhata Reo, and the introduction of a curriculum frontline in an education services agency) is putting in place the infrastructure to support this.

Recommended Actions

The Ministry of Education recommends you:

a. **Note** that you need agreement from Cabinet to progress work on the scope and process for refreshing the national curriculum. A draft Cabinet Social Wellbeing Committee Paper is attached as Annex 5

b. **Agree** to the scope, process, approach and timeline for curriculum change and implementation for *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*, noting the supporting infrastructure set out in table 1

Agree / Disagree

c. **Agree** to shift in direction to the framing of *Te Marautanga o Aotearoa* toward He Tamaiti Hei Raukura (a holistic, future focussed and ākonga centred approach), which is different in structure to the current focus on learning areas

Agree / Disagree

d. **Note** that the Ministry of Education will work collaboratively with the sector, iwi and communities to prepare draft content for the next phase of updates to *Te Marautanga o Aotearoa* and *The New Zealand Curriculum*

e. **Note** that collaborative work to enable prototypes for English and Māori medium content for a rich record of learning for each learner, including a curriculum progress map, is continuing, enabling a holistic picture of learner strengths, aspirations and needs to be collaboratively generated by learners, families and teachers.

f. **Agree** that records of learning will be tested in 2021, and implemented over the next three years, dependent on budget

Agree / Disagree

g. **Note** that sustained curriculum change will require ongoing commitment from the Ministry of Education, teachers and leaders, whānau, iwi, and communities, so that all young people get the learning they need to succeed and thrive

h. 9(2)(f)(iv)

i. **Agree** that lodgement of the Cabinet Social Wellbeing Committee paper on the refresh of the national curriculum will need to be aligned with lodgement of the Aotearoa New Zealand Histories Cabinet Paper

Agree / Disagree

j. **Note** that communications to update the sector will be developed in collaboration with your office

- k. **Agree** that this Education Report is proactively released as part of communications activities following Cabinet decisions with redactions made for Budget sensitive material

Agree / Disagree

Ellen MacGregor-Reid
Deputy Secretary
Early Learning and Student Achievement

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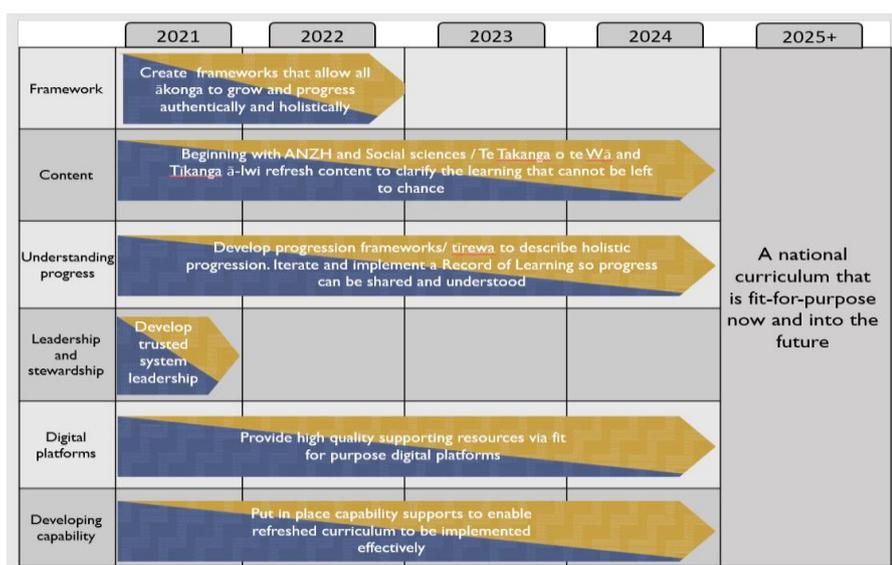
Hon Jan Tinetti
Associate Minister of Education

10/12/20

Background

1. We recently provided you with an overview of the wider curriculum work programme [METIS 1245699 refers] and discussed progress on the initial actions agreed by Cabinet in response to the advice of the Curriculum, Progress and Achievement Ministerial Advisory Group. At our 1 December meeting, we sought your direction on:
 - a. The scope and process for the refreshes of *Te Marautanga o Aotearoa* and *The New Zealand Curriculum*.
 - b. Learning to be included in the first iteration of a curriculum progress map within a rich record of learning for each learner.
 - c. Timing for the next Curriculum, Progress and Achievement update to Cabinet.
2. You indicated your comfort with the high-level direction of travel for the refreshes of *Te Marautanga o Aotearoa* and *The New Zealand Curriculum*, and with the next steps for the record of learning and curriculum progress map.
3. You have signalled that your preference is to announce the scope and process for the refreshes of *Te Marautanga o Aotearoa* and *The New Zealand Curriculum* in tandem with the announcement of the draft Aotearoa New Zealand's Histories curriculum content by Hon Chris Hipkins and Hon Kelvin Davis. We are currently working on the basis that announcements for Aotearoa New Zealand's Histories will occur at Waitangi [METIS 1246266 refers].
4. To enable you to make an announcement in tandem with Aotearoa New Zealand's Histories, your planned update to Cabinet on the Curriculum, Progress and Achievement work programme will need to occur before Waitangi Day.
5. To inform preparation of a draft Cabinet paper for your consideration, this Education Report provides more detail on, and seeks your agreement to, the scope and process for the refreshes of *Te Marautanga o Aotearoa* and *The New Zealand Curriculum*. This includes how we will work collaboratively with the sector and wider community, and our high-level approach to change and implementation.
6. This Education Report also seeks your formal agreement to the learning which should be captured in each learner's curriculum progress map as part of an initial iteration for the record of learning, which we discussed with you at our 1 December meeting.
7. In collaboration with sector working groups we have a proposed approach and timeline for change and implementation to the national curriculum and supporting infrastructure. The table below provides an overview.

Creating the infrastructure for curriculum change and implementation

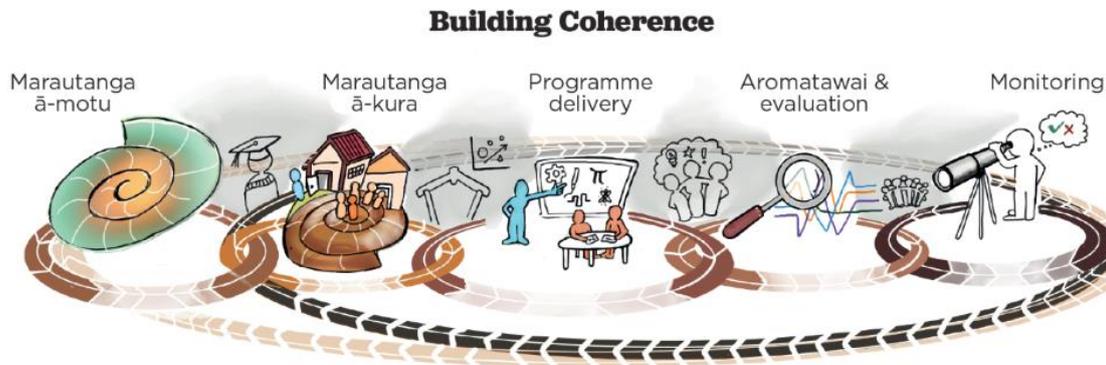


See Annex 1 for more detail.

Refreshing *Te Marautanga o Aotearoa* to an authentic indigenous curriculum

8. Māori medium education settings share a vision with dual outcomes for language revitalisation and education success enabling the aspirations of *Tau Mai Te Reo*.
9. The Advisory Group has identified three focus areas for Māori medium education. Building system leadership in these areas will strengthen curriculum, progress, and achievement in a system that learns. The three focus areas are 'equity', 'trust', and 'coherence'.
10. The most significant shift that we are proposing in *Te Marautanga o Aotearoa* is addressing equity, trust and coherence through an ākonga centred curriculum that is defined by te ao Māori and is future focussed. We have heard from our sector that they desire an ākonga centred curriculum that promotes a holistic view of learning and development, recognises ākonga as members of their whānau, hapū and iwi and promotes te reo and tikanga Māori as fundamental to all learning. An ākonga centred curriculum will prepare ākonga for the future even if the state of that future is currently unknown, by developing the skills and capabilities to operate successfully in the world with a strong and unwavering foundation in their own identity, language and culture.
11. Reviewing *Te Marautanga o Aotearoa* requires the Ministry of Education to work with the Māori-medium sector to define a Māori medium curriculum framework policy that validates mātauranga Māori and promotes an ākonga centred curriculum. The review of *Te Marautanga o Aotearoa* considers new priorities and the unique needs of Level 1 and Level 2 settings.

12. The review of *Te Marautanga o Aotearoa* will align all components of the current work programme, including reviewing *Te Marautanga o Aotearoa* and reframing it as Te Tīrewa Marautanga, Tīrewa Ako, Tīrewa Mātai, Aromatawai and Records of Learning. It will apply an approach that embraces the context of each within the whole system, utilising a te ao Māori approach to engagement, design and delivery.



13. In the review of *Te Marautanga o Aotearoa*, draft content has been developed for Aotearoa New Zealand's Histories and aligns with the refresh of *The New Zealand Curriculum*. Transparency and certainty of next steps in the refresh of *Te Marautanga o Aotearoa* is important in maintaining trust as we are working towards an ākonga centred, holistic and future-focused curriculum.
14. Te Takanga o te Wā (Aotearoa New Zealand's Histories) is the first step in the review of *Te Marautanga o Aotearoa*. Testing and engagement of Te Takanga o te Wā within Tikanga ā-Iwi has been approached conservatively, as the update to *Te Marautanga o Aotearoa* continues to be cultivated.
15. Next steps for a record of learning and information sharing for *Te Marautanga o Aotearoa* and *The New Zealand Curriculum* are outlined below in paragraphs 23-25.

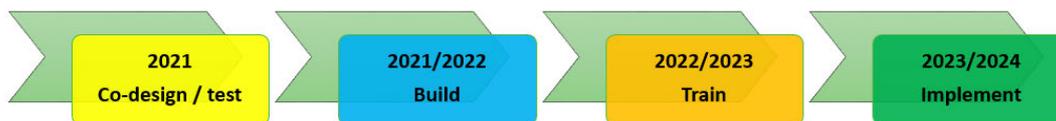
Key drivers for the approach towards building an authentic indigenous curriculum

Design principles

16. The approach to design is in partnership with the sector and external stakeholders. The process will be guided by equity, trust, and coherence for *Te Marautanga o Aotearoa*; and the aspirations of *Tau Mai te Reo*:
- Value the centrality of te reo, tikanga and mātauranga Māori
 - Fit for purpose for te reo Māori pathways, including genuine and authentic co-design by Māori, with Māori, for Māori, from a te ao Māori perspective
 - A coherent structure that is deliberately sequenced to support the goals and aspirations of ākonga, whānau, hapū and iwi for language and cultural revitalisation and education success as Māori
 - Uphold Māori data sovereignty, including governance, data analysis and use, storage and location
 - Support the design, implementation and evaluation of marau ā-kura

Proposed co-design process and structure

17. The process will be a phased approach over three-four years to design, test, build, train and implement all components of the reviewed system.



18. The co-design process is planned to integrate change activities in partnership with the sector and generates high levels of engagement, ownership and sector promotion of the changes. It is expected this model of openness and transparency with sector ownership throughout the design, will increase trust and confidence in the changes (see Annex 2 – *Te Marautanga o Aotearoa co-design process and structure*).
19. As each component is developed, it will undergo a period of training with the sector prior to implementation, which will vary in length.
20. Implementation will occur in four main phases (see Annex 3 – *Māori Medium approach to change: indicative timeframes*):
- Phase 1: Foundational content
 - Phase 2: Curriculum refresh
 - Phase 3: Digital enablement
 - Phase 4: Year one - full system launch and evaluation.

Refreshing *The New Zealand Curriculum* to a bicultural, clear, easy-to-use curriculum

21. *The New Zealand Curriculum* needs to be bicultural, clear and easy to use to deliver inclusive, equitable, connected and future-focused learning. The CPA MAG acknowledged that while the NZC is a taonga that is highly valued, they advised us that *The New Zealand Curriculum (NZC)* framework is not clear enough about the learning that all children and young people have the right to learn. This lack of clarity means some learners may not have the necessary knowledge, skills and capabilities to be successful in their schooling or in their chosen future pathway. It also places too much curriculum responsibility and load on the teaching profession, resulting in high levels of variability in practice.

A bicultural curriculum values the identity, language and culture of all ākonga

22. We propose developing a bicultural curriculum which is a substantial departure from the current curriculum's design. We need to ensure te ao Māori is integral to curriculum, value and incorporate te reo Māori, mātauranga Māori and tikanga Māori, and ensure that the curriculum explicitly values all cultures so that all ākonga are able to feel a sense of belonging and see themselves in their learning experiences.

A clear curriculum enables ākonga, whānau and kaiako to have shared and clear expectations of learning and progress

(See Annex 4 for key shifts in curriculum design)

A sharper focus on embedding progress – next steps for the record of learning, including a curriculum progress map

23. We are continuing to progress collaborative work on a rich record of learning for each learner which enables a holistic picture of learner strengths, that travels with ākonga throughout their schooling. Prototypes for *The New Zealand Curriculum* and *Te*

Marautanga o Aotearoa respectively will be tested in 2021. These enable a holistic picture of learner strengths, aspirations and needs to be collaboratively generated by learners, families and teachers. The pace and sequence for implementation will be different between *Te Marautanga o Aotearoa* and *The New Zealand Curriculum*, recognising readiness of existing tools and the different approaches planned for refreshing the national curriculum documents. [METIS 1245699 refers]

24. A common approach to sharing information means that families and whānau are kept up to date with learner progress information that is clear and easy to understand. The CPA MAG for Māori medium specifically outlined the importance of high trust relationships for information sharing that also align to the vision and goals of the sector. A high trust model requires transparency and is key to ensuring that the Māori medium sector understands what, why and how information is collected and used. A common approach to sharing information also enables that information to be aggregated and analysed for 'system learning', whether that be within a place of learning, across a region or at the national level, with agreed data protocols in place, e.g. as inputs to the learning support register.
25. These types of insights are critical to an effective Curriculum Centre, supporting decision making at both regional and national levels. The role of sampling surveys such as NMSSA prove a feedback loop which enables us to monitor the health of *The NZC*, as does information gained from school-by-school and system-level evaluations undertaken by ERO.

An easy-to-use curriculum retains flexibility but addresses responsibility and enables quality teaching & learning for every ākonga

26. The proposed changes are designed to strengthen the quality of teaching and learning while at the same time retaining curriculum flexibility, which is important in a system that strives to be inclusive and value diversity. The key shifts we propose enable teachers and students to design curriculum for deeper learning.
27. New supports that will help make *The NZC* easy-to-use:
- a digitised curriculum that allows schools, leaders and teachers to access the national curriculum for local curriculum design
 - a new online hub (replacing TKI) provides quality curriculum resources and tools that reduce cognitive load and workload for kaiako.
 - the introduction of new Curriculum lead roles at the Ministry's frontline would support leaders and teachers with new content, local curriculum design and curriculum review processes.
28. These tools would be central to an ecosystem of supports that enable every kaiako to provide quality teaching and learning for every ākonga and help teachers design learning that is rigorous, relevant and connected to place and community.
29. We intend to establish expert advisory groups for both English and Māori medium to provide external critique and rigour of our curriculum design and change.
30. Exploration of a potential regulatory framework for ongoing stewardship of curriculum found there is a need to raise the visibility of *Te Marautanga o Aotearoa* and *The New Zealand Curriculum* so that they are kept up to date and fit for purpose. We will continue to explore options for achieving this and report back in 2021.

Approach for Partnership and Engagement

31. We will establish a broad engagement group with a wide range of stakeholders to ensure changes are successfully embedded. The change process must be designed, tested and iterated with stakeholders to ensure they are fit-for-purpose and inclusive of our diverse learners. The membership of this broader group would reflect and include the diverse peoples and communities of Aotearoa – particularly those who have been under-served and unheard – and consider a more holistic way of working together.
32. The engagement approach with iwi established in the Aotearoa New Zealand's Histories work will continue as our way of working across the whole NZC refresh process.
33. In addition to using existing Ministry channels and forums, we intend to develop new curriculum-focused channels to keep our sector stakeholders updated, work with our partners to utilise their networks, establish feedback loops, and explore new ways to communicate with and engage the people of Aotearoa New Zealand.

Change and implementation approach for *The New Zealand Curriculum*

34. We've heard that realising the benefits of a strengthened *New Zealand Curriculum* depends on the following outcomes. Our approach to change and implementation must create the conditions, build understanding and skills and embed new ways of working that result in:
 - a. **Clear expectations for learning and teaching** – so there is a common understanding of what local curriculum and marau ā-kura need to deliver for learners, and of the effective practices that support learning progress.
 - b. **Common ways to understand and respond to learning progress** – so teaching and learning is calibrated to each learner's needs, so people know when to worry and trigger a response, and to support evaluative practices.
 - c. **People and services with the right skills and knowledges to meet each learner's needs** – so every learner experiences quality learning and teaching every day, with access to targeted or individualised support when they need it.
 - d. **High quality curriculum resources for learning and teaching** – so that it is easy for people to access, share and use our collective knowledge of what we know works, including resources which can be used flexibly to design and deliver curriculum and marau ā-kura.
 - e. **Effective use of technology for learning and teaching** – so learning and teaching is connected and collaborative, provides learners with access to a broad curriculum regardless of where and when they are learning, and to make it some tasks easier for kaiako and teachers.
35. Several activities already underway are likely to be instrumental to successful implementation. These include the new PLD priorities, updated Networks of Expertise, Curriculum Leads, development of a Record of Learning, development of the new TKI, and development of progression frameworks for learners. We will take an integrated approach to implementation to ensure that these resources are available to support schools as soon as possible, and that they are updated as needed to reflect and support the updated curriculum (for timeline and further detail refer to *Annex 1*).

36. The principles identified by the Change Management Accord Sub-Group will guide the co-design of implementation approach that supports the curriculum and practise to evolve over time.

9(2)(f)(iv)

Next steps

38. We have prepared a draft Cabinet paper for consideration. To enable announcement in tandem with Aotearoa New Zealand's Histories, we anticipate working to one of the following timelines for Cabinet decisions:

Option 1 – to Cabinet Business committee this year, followed by Cabinet in the new year (2021)

Feedback on this Education Report	At 15 December agency meeting
Draft Cabinet paper for your consideration and ministerial consultation	Wednesday 9 December
Revised Cabinet paper for lodgement	By 10am Thursday 10 December
CBC Consideration	Wednesday 16 December
Cabinet consideration	Tuesday 26 January

Option 2 – To first Cabinet Business Committee in the new year (2021), followed by Cabinet

Feedback on this Education Report	At 15 December agency meeting
Draft Cabinet paper for your consideration and ministerial consultation	Wednesday 9 December
Feedback on draft paper	By 19 January
Final paper for lodgement for CBC meeting	By 10am Wednesday 20 January
CBC consideration	Tuesday 26 January
Cabinet consideration (by videoconference)	Tuesday 2 February

39. Note that the recommendations we anticipate you making to Cabinet include areas of substance for *Te Marautanga o Aotearoa*, which Hon Kelvin Davis has responsibility for.
40. We will provide you with a communications plan and supporting collateral for communications and engagement activities in January 2021, following Cabinet agreement

to public engagement on the draft curriculum content, that is appropriate to the budget context at the time. This will include advice on the establishment of relevant advisory, and broader, engagement groups as detailed above, for the next stage of collaborative design work.

Proactive Release

41. It is intended that this Education Report is proactively released as part of communications activities following Cabinet decisions. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Annexes

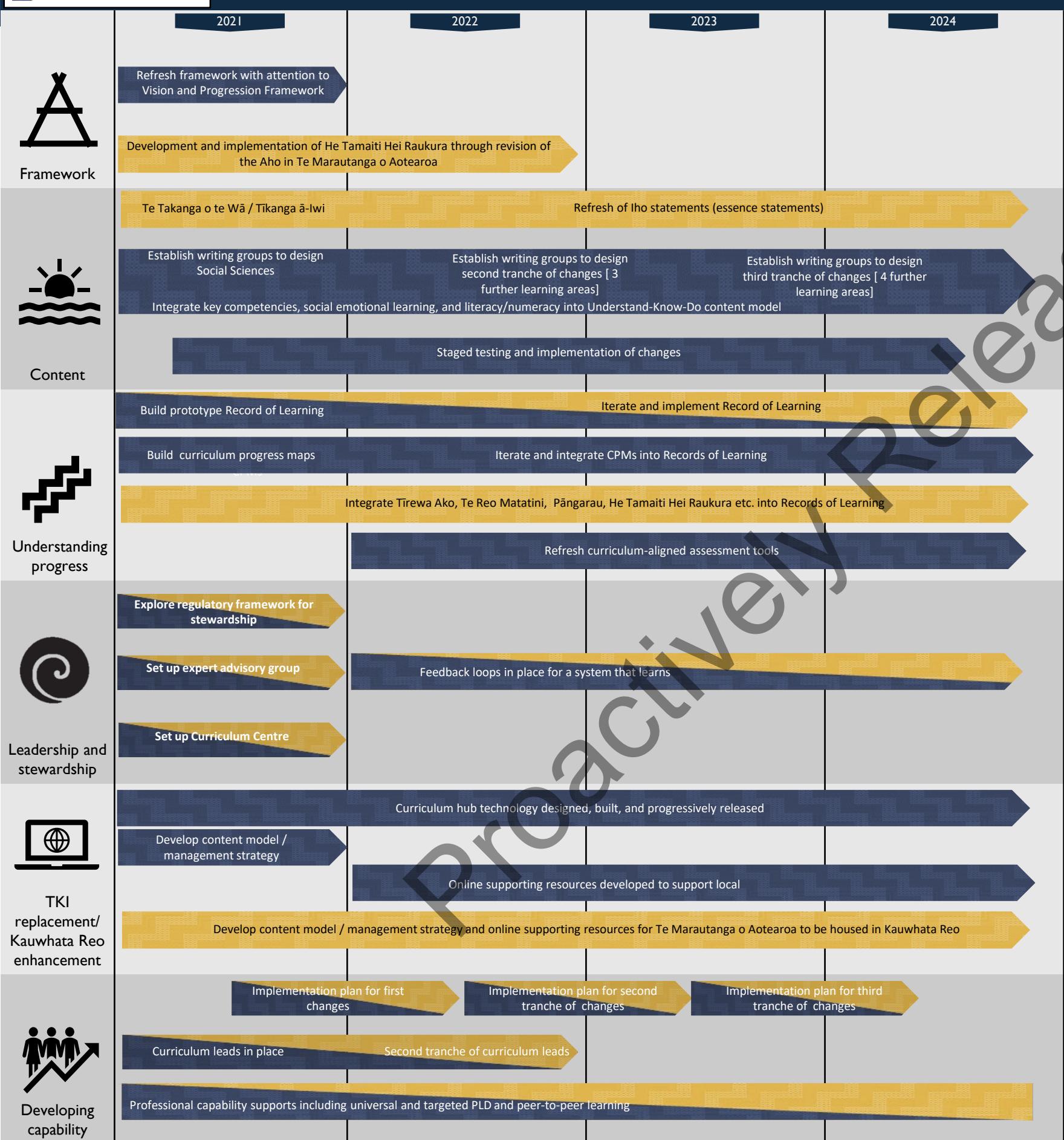
- Annex 1: Creating the infrastructure for ongoing curriculum change and implementation
- Annex 2: *Te Marautanga o Aotearoa* co-design process and structure
- Annex 3: Māori medium approach to change: indicative timeframes
- Annex 4: Key shifts in *The New Zealand Curriculum Refresh*
- Annex 5: Draft Cabinet Social Wellbeing Committee Paper: *Refreshing the national curriculum for schooling and strengthening supports for its delivery*

Proactively Released

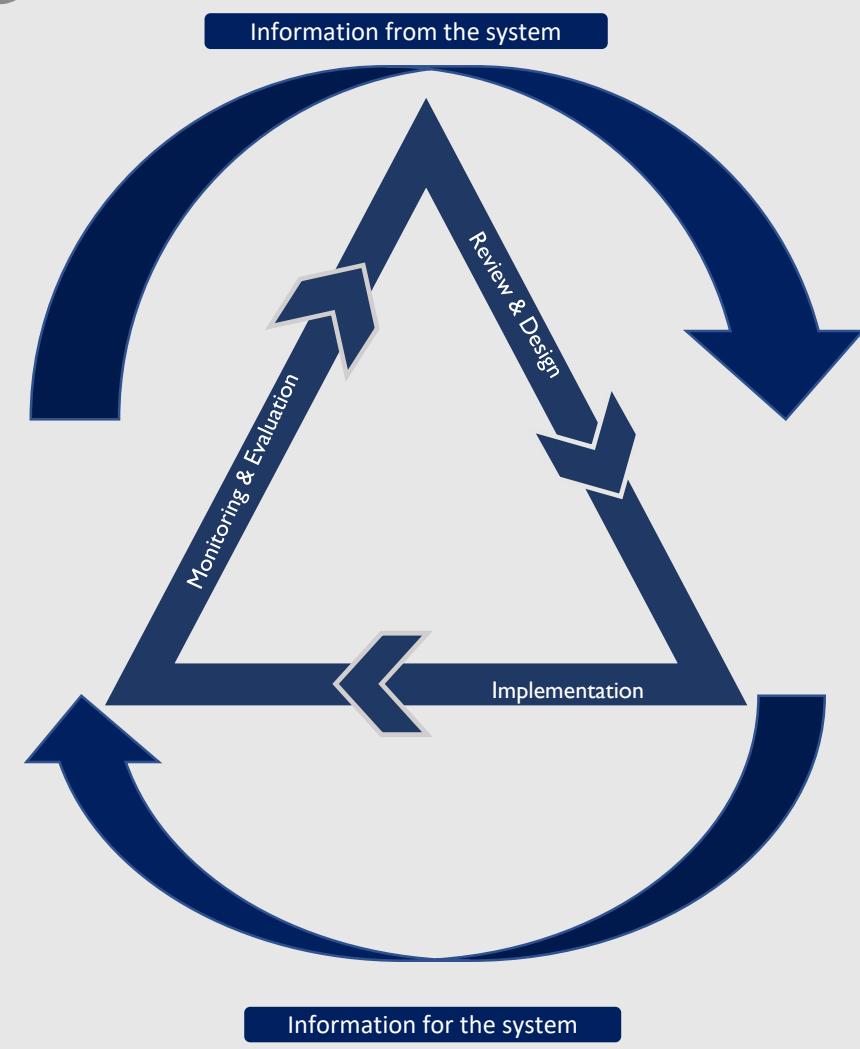
KEY

Te Marautanga o Aotearoa
New Zealand Curriculum
Both curricula

Creating the infrastructure for ongoing curriculum change and implementation



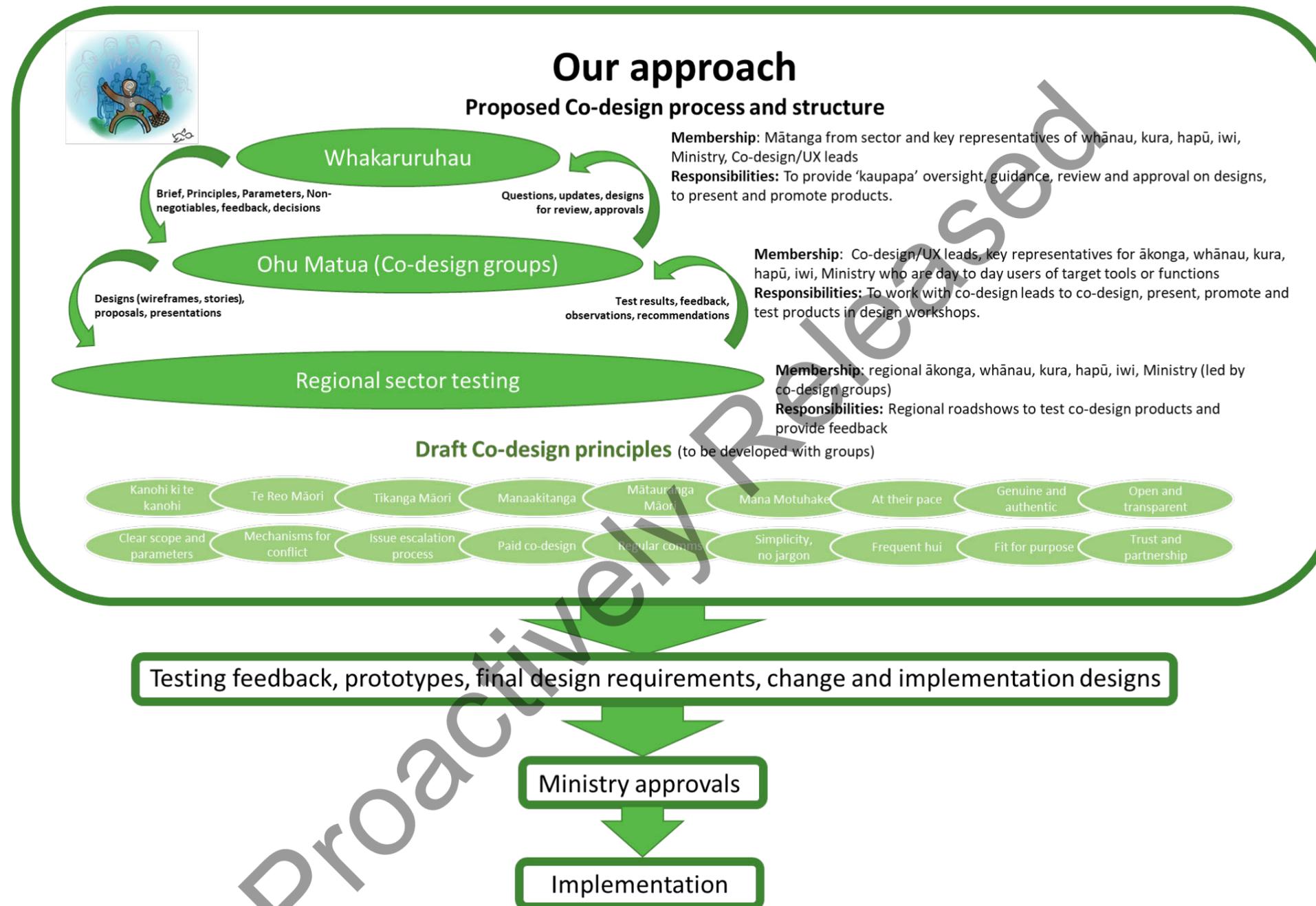
Once the infrastructure is in place, the curriculum will be ready for an ongoing cycle of monitoring, evaluation, design and implementation. This will allow the curriculum and supports to remain up-to-date into the future through a transparent and predictable process reducing the likelihood of ad-hoc or disruptive change



- The process will be informed by trusted system information:
- ERO - School-by-school information
 - NMSSA - System sample information
 - Record of Learning - Child by child information
 - Including teacher / student / whānau voice

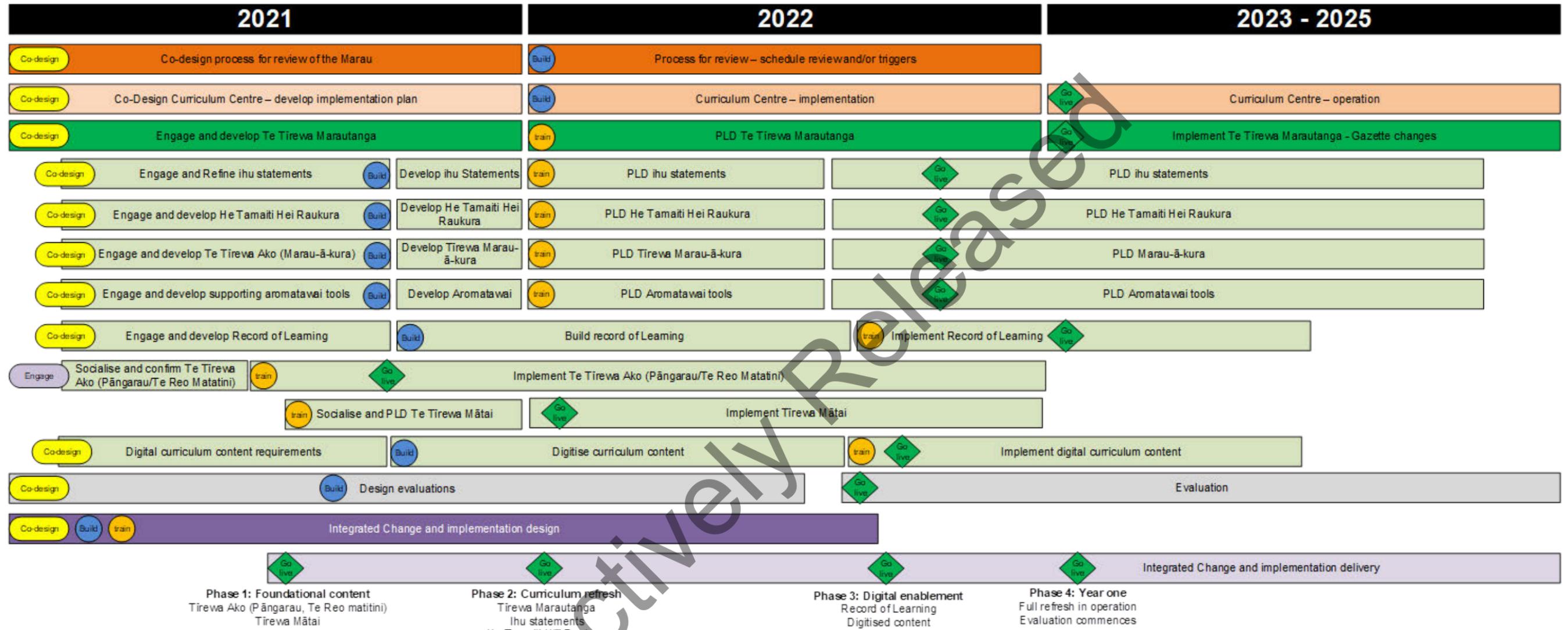
Proactively Released

Annex 2 – Te Marautanga o Aotearoa co-design process and structure



Proactively Released

Annex 3 – (Māori medium) Approach to change: indicative timeframes



Productively Released

Annex 4: Key shifts in NZC design

A clear curriculum enables ākonga, whānau and kaiako to have shared and clear expectations of learning and progress

The development of the ANZ Histories content illustrates the proposed shifts for The NZC that will be further tested and consulted on over the next year. **Four key elements** of the curriculum need to be strengthened within a bicultural framework:

<p>Consistently described Learning Area statements</p>	<ul style="list-style-type: none"> ○ These anchor the learning area to the curriculum vision for ākonga ○ The curriculum model consistently describes the essence of each learning area that is most important for ākonga to learn and develop and cannot be left to chance.
<p>A consistent learning area content model</p>	<ul style="list-style-type: none"> ○ A consistent Understand, Know, Do’ learning area content model replaces strands and inquiry processes which have been inconsistently applied across the current curriculum. The model describes the learning that cannot be left to chance through a clear explanation of what ākonga need to: <ul style="list-style-type: none"> • ‘understand’ (the big ideas and key concepts for each learning area), including mātauranga Māori • ‘know’ (the worthwhile contexts to explore) and • ‘do’ (the inquiry processes and key competencies, including literacy and numeracy). ○ This ‘model would enable more seamless integration, transfer of knowledge and understanding across the curriculum through the weaving of the various curriculum content, and support teachers to enact the national curriculum in their local contexts.
<p>A clear and transparent progression framework</p>	<ul style="list-style-type: none"> ○ The current curriculum levels would be redefined as phases of learning in a progression framework. The progression framework would support an understanding of how a learner grows in their learning and how their learning builds on prior knowledge. This would enable teachers to design learning opportunities that become increasingly complex and rigorous. A progression framework does this by: <ul style="list-style-type: none"> • providing a clear description of the learning over phases of ākonga development to show how learners develop holistically e.g. an emphasis on developing fundamental skills in the first 3 years, shifting towards greater specialisation and more disciplinary knowledge in later years • recognising that for some learners, their progression may be within a foundational phase over a number of years.
<p>Progress Outcomes as clear markers of progress</p>	<ul style="list-style-type: none"> ○ The current Achievement Objectives are inconsistent in their size and importance and are therefore difficult to use when designing local curriculum. These would be replaced by clear markers of progress at each phase of learning called ‘Progress Outcomes’. Moving to ‘Progress Outcomes’ would significantly reduce the current number of Achievement Objectives and sharpen the focus on describing progress. ‘Progress Outcomes’ would: <ul style="list-style-type: none"> • signal the learning required to be successful in each phase of learning, and signal to teachers the areas they need to focus in on if students haven’t mastered this learning • describe learning in learner-friendly language, so that ākonga understand how they have grown holistically • help ākonga, whānau and teachers be clear about the learning that is important and build teacher-learner-whānau partnerships to engage in decisions about learning development and growth.

Proactively Released