

In Confidence

Office of the Minister of Education

Chair, Cabinet Social Wellbeing Committee

Curriculum, Progress and Achievement

Proposal

- 1 This paper provides an update on work on progress across the curricula for years 1-10, following the removal of Ngā Whanaketanga Rumaki Māori and National Standards. It seeks agreement to the terms of reference for a Curriculum, Progress and Achievement Ministerial Advisory Group to inform this work during 2018.

Executive Summary

- 2 In December 2017, Ngā Whanaketanga Rumaki Māori and National Standards were revoked [CBC-17-MIN-0042 refers]. This Government's intention is to ensure that appropriate assessment, aromatawai, and reporting is based on progress across the curricula, including key capabilities for success in life, learning and work. New Zealand has two holistic school curricula: *The New Zealand Curriculum* in English medium schooling; and *Te Marautanga o Aotearoa* in Māori medium.
- 3 I advised Cabinet that work on a progress approach will be undertaken with experts and stakeholders (including students, parents, whānau, iwi, teachers, leaders, boards and the wider education sector) in 2018, and committed to providing an update to Cabinet by September 2018 [CBC-17-MIN-0042 refers].
- 4 Following initial feedback from peak bodies and others in the sector, I do not believe a 'new approach' to assessment, aromatawai and reporting is necessary. What we need to do is strengthen the use of the curricula in understanding and supporting all students' progress and achievement.
- 5 The Curriculum, Progress and Achievement work programme will identify opportunities to strengthen teacher and leader capability to work with their year 1-10 students, parents, whānau and communities to:
 - 5.1 design and deliver local curricula that include learning opportunities that integrate knowledge, skills and key competencies in *The New Zealand Curriculum*, and Māori medium graduate qualities and characteristics in *Te Marautanga o Aotearoa*
 - 5.2 personalise learning opportunities to meet the needs and aspirations of all students and their whānau, within an inclusive and culturally responsive learning environment
 - 5.3 be data literate, understanding and acting on data/evidence for improvement, including making effective and efficient use of information in inquiry, planning and reporting, and sharing meaningful reports with students, parents and whānau.

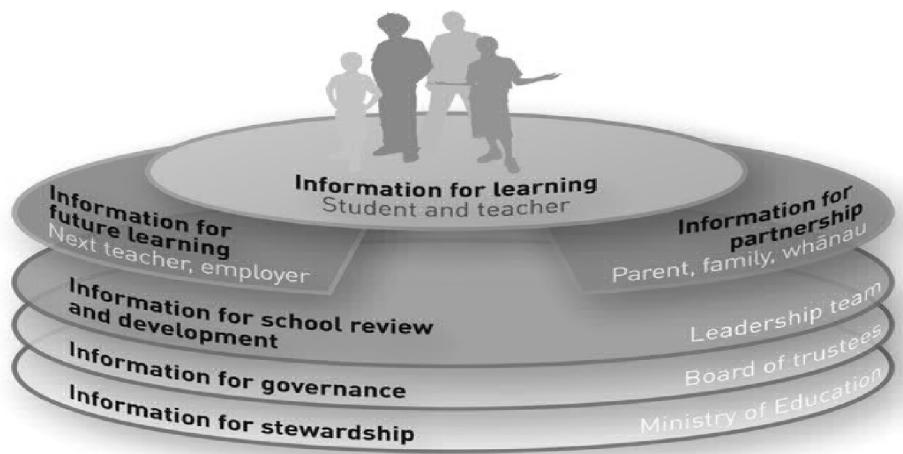
- 6 I intend to convene a Ministerial Advisory Group (MAG) to support this Curriculum, Progress and Achievement work programme, and am seeking your agreement to the proposed terms of reference attached in Annex 1. I will provide an update to Cabinet on this work by the end of September 2018, with any preliminary recommendations for strengthening the use of the curricula to understand and support student progress and achievement in years 1-10. The use of the curricula in senior secondary is being considered through the review of the National Certificates of Educational Achievement (NCEA).
- 7 I am aware that there are varying stakeholder expectations, and some will be looking for something that 'replaces' some or all of the different purposes Ngā Whanaketanga Rumaki Māori and the National Standards had in the education system. The focus of the Curriculum, Progress and Achievement work and the MAG will be on what is needed to support teaching and learning, including the sharing and reporting of student progress and achievement information with students, parents and whānau and Communities of Learning | Kāhui Ako.
- 8 The Curriculum, Progress and Achievement work programme will not consider the need for any changes to school and kura planning and reporting requirements to support a focus on progress across the curricula. These matters are best considered within the context of the Review of Tomorrow's Schools. The work of the MAG will, however, consider opportunities to better support Boards and leaders to lead change for improvement, including through capability building, tools and updated guidance.
- 9 Separately to the work of the Curriculum, Progress and Achievement MAG, I have asked the Ministry of Education (the Ministry) to provide advice on how we can ensure there is reliable and fit-for-purpose information to inform national-level decisions, including understanding education system performance. There is already a range of information available, including national and international studies, but there are some gaps and limitations. I will update Cabinet on how system-level information needs can be met by the end of September 2018.
- 10 There are significant concerns in the sector about how assessment and aromatawai information is used or could potentially be used. In particular, there are concerns about it being used as a simplistic measure of teacher or school and kura performance, or to create targets that put pressure on schools and kura to lift results in ways that could harm student outcomes. This means there is a reluctance to make use of common frameworks and tools for understanding student progress, as these enable aggregation and comparisons.
- 11 Even with an approach based on understanding progress across the curricula, sector opposition may continue if we do not develop trust about the purpose and uses of assessment information. Without trust it is likely that the willingness of the sector to engage with and use any common frameworks and tools would be reduced. The development and use of tools and supports that can enable more responsive teaching and an improvement focus across the system should continue, but it is important that concerns are acknowledged and acted on.
- 12 I have asked the Ministry to undertake engagement with key sector bodies to work through the concerns. My intention is that this would lead to agreed principles for the use of assessment and aromatawai information across the system that have bipartisan support. I will provide an update to Cabinet by the end of September 2018.

Background

- 13 In December 2017, Ngā Whanaketanga Rumaki Māori and National Standards were revoked [CBC-17-MIN-0042 refers]. This Government's intention is to ensure that appropriate assessment, aromatawai, and reporting is based on child progress across the curricula, including key capabilities for success in life, learning and work. New Zealand has two holistic school curricula: *The New Zealand Curriculum* in English medium schooling; and *Te Marautanga o Aotearoa* in Māori medium.
- 14 As a first step, amended National Administration Guidelines have been issued to inform kura and school processes for monitoring and reporting on child progress and achievement across the curricula. This includes giving priority to the foundational capabilities of literacy and numeracy and/or te reo matatini and pāngarau that enable access to the broader curricula, and support success in learning, life and work.
- 15 I advised Cabinet that work on a progress approach will be undertaken with experts and stakeholders (including students, parents, whānau, iwi and the sector) in 2018, and committed to providing an update to Cabinet by September 2018 [CBC-17-MIN-0042 refers]. This work is focussed on progress across the curricula in years 1-10. The review of the National Certificates of Educational Achievement (NCEA) provides an opportunity for discussing progress in senior secondary given its likely focus on how teaching practice can be refocused on the curricula.
- 16 The Ministry of Education (the Ministry) has sought feedback from peak bodies and others in the sector to better understand what work needs to be done in 2018 to embed a focus on child progress across the curricula, including key capabilities for success in life, learning and work. That feedback has informed my proposed approach to the work in 2018, and the proposed terms of reference for a Curriculum, Progress and Achievement Ministerial Advisory Group (MAG).

Shifting the focus from assessment and aromatawai, to learning across the curricula

- 17 When Cabinet agreed to the process and timeline for removing National Standards and Ngā Whanaketanga Rumaki Māori, we indicated that we would be designing a new approach to assessment, aromatawai and reporting that is based on child progress across the curricula, including key competencies for success in life, learning and work.
- 18 The primary purpose of assessment and aromatawai is to improve students' learning and inform next steps for teaching. Appropriate assessment and aromatawai also needs to identify, understand and articulate progress across the curricula for all parties who have a role in supporting learning. This is illustrated in the following diagram from the New Zealand Curriculum. Ngā Whanaketanga Rumaki Māori and National Standards sought to provide a common source of achievement information to meet the needs of the different layers of the education system.



- 19 During the coming year, I will be considering how the different information needs for different purposes within these layers will be met for years 1-10. I am aware that there are varying stakeholder expectations, and I am conscious that there is a particular need for clarity on what will be in place in terms of:
- 19.1 common frameworks and tools for understanding progress and achievement across each of the school curricula
 - 19.2 the critical learning need by all students at different stages of their learning journey in an education system that is delivering equity and excellence
 - 19.3 what is required to be reported to students and parents in what form
 - 19.4 requirements for data provision to the Ministry
 - 19.5 requirements for school-level reporting to school communities and the Ministry
 - 19.6 how system-level performance ahead of NCEA will be understood, and what information will be used for national-level decision making.
- 20 The introduction of Ngā Whanaketanga Rumaki Māori and National Standards did not lead to better outcomes for students, and I want to ensure that the work we are beginning with experts and stakeholders in 2018 on progress across the curricula leads to a real and sustained improvement in students' outcomes. This requires us to approach the work in a different way, and to ensure that it does not just consider the matters set out above. It is also important that there is coherence across the Education Portfolio Work Programme [Cab-18-MIN-0024 refers].
- 21 Following initial feedback from peak bodies and others in the sector, I do not believe a 'new approach' to assessment, aromatawai and reporting is necessary. What we need to do is strengthen the use of the curricula in understanding and supporting all students' progress and achievement.
- 22 I have identified that there are a range of tools and approaches to enable good quality assessment practices in the foundational capabilities of mathematics and literacy, te reo matatini and pāngarau. There are also learning progressions described for the new Digital Technologies & Hangarau Matihiko curriculum, and for food and nutrition.

- 23 We need to consider what gaps there are in the available toolkit for understanding all student's learning progress across the curricula. This work needs to be undertaken with an eye to impacts on workload, as well as the quality of teaching and learning, and information sharing with students, parents and whānau. In market research carried out by the Ministry in mid-2017, many parents were confused by National Standards, and they identified that they wanted more information about how their child was really doing, and how their learning progressed over a school year.
- 24 There will be examples of good practice across the system that can be built on to support development of robust tools across the curricula. Work will also focus on ensuring there are tools available for understanding the progress of students learning long-term within level one of the curricula. There are no nationally available tools that delve into the fine grained indicators of progress needed to assess and report on progress for these students.
- 25 My expectation is that progress in the key competencies will be integrated into learning across the curricula rather than being considered in isolation. I also expect that the level of granularity in how progress is understood may vary across the curricula or at different stages of the pathway, depending on what learning is identified as most important at different stages.
- 26 Assessment, aromatawai and reporting must be foregrounded by a deep understanding of the expectations of the national curricula. Teachers and leaders need to use the national curricula to guide the design and delivery of a local curriculum that engages children and young people in powerful learning opportunities that, over time, support them to develop the critical capabilities, skills, knowledge, strengths and passions for success in learning, life and work.
- 27 Following extensive engagement with experts and the sector, a significant update to *The New Zealand Curriculum* was issued in 2007 for English medium education, and *Te Marautanga o Aotearoa* was issued in 2008 for Māori medium education. Schools and kura were in the early stages of implementing the changes to the national curricula through their local curriculum design and delivery when National Standards were introduced in 2009 and Ngā Whanaketanga Rumaki Māori in 2010.
- 28 Some schools and kura felt that the introduction of National Standards and Ngā Whanaketanga Rumaki Māori created pressure on them to narrow their focus to mathematics, reading and writing, and/or kōrero, tuhituhi, pānui and pāngarau. They were also seen as having disrupted the implementation of the national curricula changes, with less central support on designing and delivering local curricula that weave learning across the curricula, particularly in English medium settings. At senior secondary, the NCEA has come to shape teaching practice as much as the curricula.
- 29 A number of leaders have realised the potential of the national curricula to enable powerful learning opportunities for all children and young people in their local contexts. However, initial feedback from peak bodies and others in the sector indicates that there is significant work to do to build this capability across the sector and support effective implementation of *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*. For around 30% of our current primary school teaching staff (around 20,000 teachers), 2018 is the first year they have ever taught in a context without National Standards and Ngā Whanaketanga Rumaki Māori.

- 30 Based on this initial feedback, I have decided to lift the focus to strengthening the use of the curricula to understand and support all students' progress and achievement, so that the work will set the foundation for a real and sustained improvement in students' outcomes. The Curriculum, Progress and Achievement work programme will identify opportunities to strengthen teacher and leader capability to work with their students, parents, whānau and communities to:
- 30.1 design and deliver local curricula that include learning opportunities that integrate knowledge, skills and key competencies in *The New Zealand Curriculum*, and Māori medium graduate qualities and characteristics in *Te Marautanga o Aotearoa*.
 - 30.2 personalise learning opportunities to meet the needs and aspirations of all students and their whānau, within an inclusive and culturally responsive learning environment.
 - 30.3 be data literate, understanding and acting on data/evidence for improvement, including making effective and efficient use of information in inquiry, planning and reporting, and sharing meaningful reports with students, parents and whānau.
- 31 A deliberate system-wide focus on embedding the characteristics of high quality educational leadership and teaching right across the system will also be needed to support the progress of all students across the curricula. The development of an Education Workforce Strategy (the Strategy) during 2018 [accompanying paper *Towards a future-focused, learner-centred Education Workforce Strategy to 2032* refers] provides a key vehicle for progressing work to lift the quality of teaching and leadership in partnership with the sector. Development of the Strategy will be informed by the work on Curriculum, Progress and Achievement, including building in relevant aspects to the Strategy Action Plan in early 2019.

Proposed approach to the Curriculum, Progress and Achievement work programme

- 32 I will convene a MAG comprising experts and practitioners, including Māori, Pasifika and learning support perspectives. My intention is to have representation from English and Māori medium settings, including the appointment of co-chairs. To ensure that the MAG is in place ahead of the Education Summit, I intend to seek the approval to the composition of this group through the Cabinet Business Committee on 16 April 2018. Remuneration will be in accordance with the Fees Framework.
- 33 I seek your agreement to the proposed Curriculum, Progress and Achievement MAG terms of reference attached in Annex 1. The scope of the Curriculum, Progress and Achievement MAG is to provide advice to me on:
- 33.1 how to strengthen the design and use of local curriculum so that all children and young people progress and achieve across the breadth and depth of the national curricula in years 1-10
 - 33.2 how a stronger focus on student progress across the curricula can be embedded, including change management, implementation and capability building.

- 34 The work of the MAG will include advice on:
- 34.1 the essential learning needed by all students at different stages of their learning journey in an education system that is delivering equity and excellence
 - 34.2 common frameworks and tools for understanding progress across each of the curricula for years 1-10 (levels 1- 5 of the curricula) for all children and young people, including Māori and English medium pathways, and those children and young people learning long-term within level one of the curricula
 - 34.3 sharing information with, and reporting to, students, parents and whānau as part of educationally powerful partnerships
 - 34.4 whole school community data literacy and capability in the use of internal evaluation processes to drive improvement in student outcomes, including the use of assessment and aromatawai information to respond to student and whānau aspirations and personalise learning opportunities
 - 34.5 getting the assessment and aromatawai balance right, including the integration of these practices into the learning process (eg using digital technology, work samples) and reduce administrative burdens.
- 35 Given the close connection between NCEA and the curriculum in senior secondary education, I have asked the Ministry to support the Curriculum, Progress and Achievement MAG and the NCEA Review MAG to work together to identify any recommendations arising out of the NCEA review that are not specific to senior secondary which should feed into the Curriculum, Progress and Achievement work programme.
- 36 The work of the MAG will be informed by the Summit conversations, and include engagement with Summit Touchstone Group to ensure alignment with values, vision and principles arising from the Summit conversations.
- 37 The Ministry will also, with the support of the MAG, undertake wider engagement through a Reference Group with sector representatives that will engage regionally with teachers, leaders, boards and the wider education sector. There will also be specific engagements with students, parents, whānau and iwi. This will enable input from a broad range of teaching practitioners, and the diverse perspectives and experiences of students, parents and whānau. Critical to success of this approach is effective implementation, so work with the sector will include a focus on identifying how leaders and teachers can best be supported to enable this.
- 38 I expect to receive the MAG's advice and summary of feedback from wider engagement in September 2018 and I will update Cabinet at that time.

Creating a trusted context to strengthen the use of data in addressing equity and improving student outcomes

- 39 There are significant concerns in the sector about how assessment and aromatawai information is used or could potentially be used. In particular, there are concerns about it being used as a simplistic measure of teacher or school and kura performance, or to create targets that put pressure on schools and kura to lift results in ways that could harm student outcomes. This means there is a reluctance to make use of common

frameworks and tools for understanding student progress, as these enable aggregation and comparisons.

- 40 However, common frameworks and tools are also what increase the value of information within and between schools, kura and Communities of Learning | Kāhui Ako (Kāhui Ako). There is sometimes a lack of trust in the quality of assessment and aromatawai information between schools/kura. This can lead to reassessment as students move along their education pathway, increasing the assessment and aromatawai burden on students and teachers and delaying the provision of learning opportunities that are focused on each student's next learning steps. It can also undermine student and parent confidence in the quality of information, learning and teaching.
- 41 The wide engagement planned as part of the Curriculum, Progress and Achievement work programme is intended to help support the development of a commonly understood framework for understanding progress across the curricula, to help build trust in the quality of assessment and aromatawai information.
- 42 Even with an approach based on understanding progress across the curricula, sector opposition to the use and development of common frameworks and tools may continue if we do not develop trust about its purpose and uses. Without trust, it is likely that the willingness of the sector to engage with and use any common frameworks and tools will be reduced. It is important that concerns are acknowledged and acted on, but concerns should not stop the development and use of tools and supports that can enable more responsive teaching and support an improvement focus across the system.
- 43 I have asked the Ministry to undertake engagement with key sector bodies to work through concerns about the use of assessment and aromatawai information. My intention is that this would lead to agreed principles for the use of assessment and aromatawai information across the system. This work will be aligned with broader engagement on data protection and use in the social sector being led by the Social Investment Agency. I will provide an update to Cabinet by the end of September 2018.
- 44 To ensure that any principles agreed provide a trusted context for a focus on strengthening data literacy for teaching across the system, including the use of common tools and frameworks, teaching and learning, I would like there to be bipartisan agreement. Papers considered by Cabinet under the previous Government have been clear that funding-related penalties or incentives are not appropriate because they create risks to the progress and achievement of children and young people [CAB-17-MIN-0311.01 refers], so there is common ground to build on.

School and kura planning and reporting requirements

- 45 National Standards and Ngā Whanaketanga Rumaki Māori formed an explicit part of primary school planning and reporting requirements, as part of formal accountability requirements to the government. The Review of Tomorrow's Schools will be considering any changes needed to governance, management and administration within the education system [CBC-18-MIN-0029]. Until the future direction of the education system is clear, it would be premature to explore changes to formal accountability requirements to support an approach based on progress across the curricula.
- 46 For this reason, I propose that changes to school and kura planning and reporting requirements (at the school or kura level, and to the government) are out of scope of the work of the Curriculum, Progress and Achievement MAG. The MAG will, however,

consider reporting on individual student progress and achievement to each student, and their parents or whānau.

- 47 Schools and kura continue to be required to set and report on targets for student progress and achievement through their Charters. Kāhui Ako also work collaboratively to identify and address shared achievement challenges. The Ministry has updated its guidance and is ensuring schools, kura and Kāhui Ako are supported to shift away from National Standards and Ngā Whanaketanga Rumaki Māori.
- 48 The recent Education Review Office (ERO) report *Teaching approaches and strategies that work: Keeping children engaged and achieving in the upper primary school* highlights the importance of all schools having organisational structures, processes and practices that enable and sustain collaborative learning and decision making designed to continuously improve student outcomes. The ERO report notes that formalised systems to support effective teaching as inquiry prompt teachers to:
 - 48.1 thoroughly analyse their data
 - 48.2 consider research related to the particular strengths and needs of the target students
 - 48.3 be clear about what actions they would take, and the rationale for them
 - 48.4 monitor their own performance throughout trialling
 - 48.5 rigorously review the impacts on the children who were expected to benefit
 - 48.6 seek perspectives from children and parents
 - 48.7 share practices and implement them across the school to benefit more children.
- 49 Despite the evidence around the importance of effective use of student data in supporting better student outcomes and reducing inequities, ERO reports have found wide variability in the strength of the capability and practice within schools and kura. All teachers, schools and kura need to be making effective use of fit-for-purpose information to identify and address opportunities to better meet the learning needs of all students, including confronting bias that may be present in their local curriculum and practices. The work of the MAG will consider opportunities to better support Boards and leaders to lead change for improvement, including through capability building, tools and guidance.
- 50 Providing simplistic information about student progress and achievement at the school or kura level is not helpful for understanding how well individual schools and kura are performing. The Ministry will use ERO reports, and school and kura annual reporting to identify individual school and kura that may need more support to meet the educational needs of all of their students. These documents are also available to students, parents and whānau to inform their own decision making.

Existing supports and tools available to the sector

- 51 Good practice occurs across the system every day as teachers use their observations, professional knowledge, quantitative and qualitative tools to judge the learning progress students are making. There are also examples of good practice in sharing information within educationally powerful partnerships with students, parents and whānau.

- 52 The Ministry provides guidance to teachers, schools, kura and Kāhui Ako on good quality assessment and information sharing practices through its websites, and directly supports those who request assistance. The centrally-funded Professional Learning Development (PLD) model also supports teachers and leaders to strengthen their practices around the collection and use of data as they identify and monitor improvements in student outcomes they are targeting through investment in PLD.
- 53 There is a risk that, in the absence of National Standards and Ngā Whanaketanga Rumaki Māori, school, kura and Kāhui Ako rely on a single standardised test in order to be able to aggregate student progress and achievement data for use in their planning and reporting processes, including within the centrally-funded PLD model. This runs the risk of assessment being driven by monitoring needs rather than teaching and learning needs, or that teachers over-emphasise a single form of evidence in their overall judgements about student progress and achievement.
- 54 The Progress and Consistency Tool (PaCT) and Te Waharoa Ararau (TWA) support teachers and kaiako to draw on a range of evidence to make reliable overall judgements about where each student is at in their learning, and use that information within their planning and reporting. These tools were developed in response to sector demand for more support in judging progress and achievement. There has been close engagement with people in the sector during the development of these tools.
- 55 An approach based on overall judgements puts the trust in our teaching professionals to determine how they assess student progress and achievement. This means that teachers do not need to use the same assessments with every child; they can target any assessments to where a child is at in their learning and ensure that the assessment approach is appropriate for each child. They can also draw on a broad range of evidence, including work samples and observations. While standardised testing has its place for diagnostic purposes, a single test cannot capture the breadth of learning a child has or fully inform their next learning steps.
- 56 In May, updated versions of the PaCT and TWA will be released. The enhancements will enable the tools to report progress against the curricula levels for mathematics and literacy, te reo matatini and pāngarau, up to level 5 of the curricula (around year 10). I hope that the changes will lead to more students in English medium education benefiting from their teachers using the PaCT. Schools, kura and Kāhui Ako already using PaCT have found it powerful for teaching and learning, as well as helpful for reducing administrative workload and being more targeted with the use of assessment tests. TWA is already well-used by the Māori medium sector.
- 57 The user agreements that accompany the PaCT and TWA limit Ministry uses of the student progress and achievement data to research purposes only. This is similar to the user agreements that accompany the Ministry's e-asTTle tool. These user agreements cannot be changed without the agreement of those that are using them. This means that the Ministry cannot use that student progress and achievement data to judge the performance of an individual teacher, school, kura or Kāhui Ako. The information in these tools is, however, potentially quite powerful for understanding progress at the system-level, evaluating the impact of interventions, and for understanding learning progression within a learner's pathway, including for different groups of students.
- 58 The Ministry has also recently worked with the sector to develop the Local Curriculum Design Toolkit. This was initially developed for Kāhui Ako to support them in their collaborative inquiries to identify and address shared achievement challenges. It

supports a process of identifying rich learning opportunities in local context, developing coherent local curriculum pathways, and building relationships for learning with local communities and iwi. The toolkit is available to all schools and kura, providing support for reviewing local curriculum in the context of a focus on progress across the curricula.

- 59 Alongside this, the centrally-funded PLD model supports networks of expertise. This can help grow and develop existing and new curriculum, teaching and learning networks. These networks will provide an invaluable source of PLD 'by teachers for teachers' across the system on the design and delivery of effective local curriculum for diverse learners. There are five areas with networks already underway (Health and physical education, languages, digital technologies, inclusive education, Māori medium education and te reo Māori in English medium settings), and a further funding round is in progress.
- 60 The Curriculum, Progress and Achievement work programme will consider the effectiveness of these existing supports in strengthening capability. I expect the advice of the MAG to include opportunities to improve supports and their implementation.

Understanding education system performance

- 61 I have not included work on understanding education system performance for national-level decision making within the scope of work for the MAG. I want the MAG to have a firm focus on how teachers, kaiako, leaders and boards could be better supported to use the curricula to understand and support student progress and achievement, including through the use of good quality assessment information.
- 62 I have asked the Ministry to provide me with preliminary advice by September 2018 on how system performance can be understood, and what information will be used for national level decision making and stewardship of our national curricula. This will take into account the outcomes of the strands of the work described above and underway in the wider Education Portfolio Work Programme. In particular, consideration of possible priorities for a Statement of National Education and Learning Priorities may signal areas where there is a need to deepen our understanding of education system performance.
- 63 National Standards and Ngā Whanaketanga Rumaki Māori did not provide reliable information and only provided a partial picture of learning across the curricula. They were also insufficient for understanding system performance for different groups, particularly students learning long-term within level one of the curricula due to special needs, and those learning well ahead of curricula expectations.
- 64 A future approach to understanding education system performance needs to consider national-level accountability and decision making. We may use different information for different purposes, and information used at the national level may be different to that used in schools and kura for their decision making.
- 65 My priority is ensuring that we have reliable information for understanding education system performance across all pathways and for all students, taking into account the broad expectations of our national curricula. I am conscious that the National Monitoring Study of Student Achievement and international studies do not provide information on Māori medium education, so it is important that we work with the Māori medium sector on how student progress and achievement ahead of NCEA can be understood.

Consultation

- 66 The Treasury, State Services Commission, ERO, Te Puni Kokiri, Statistics New Zealand, and Social Investment Agency have been consulted on this paper.
- 67 DPMC has been informed of the contents of this paper
- 68 Relevant spokespeople from coalition and confidence and supply partners have been consulted in the preparation of this paper.

Financial Implications

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Legislative Implications and Regulatory Impact Analysis

- 72 There are no legislative or regulatory implications that directly arise from this paper. I will provide Cabinet with an analysis if there are legislative or regulatory implications related to future recommendations that I may make as a result of the work in this paper.

Human Rights, Gender Implications and Disability Perspective

- 73 This paper is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993 and does not give rise to any significant gender or disability implications.
- 74 Kura and schools are required to use good quality assessment information to identify, plan for, and report on, Māori students, groups of students that are not achieving, or are at risk of not achieving, and students with special needs (including gifted and talented). There are some gaps in the existing toolkit for identifying, planning and reporting on the progress and achievement particular groups of students, particularly those learning long-term within level one of the curricula due to special needs. The work described in this paper will have a particular focus on identifying what enhancements or additions to the current toolkit are needed to address these gaps.
- 75 To ensure that the recommendations from the Curriculum, Progress and Achievement work programme described in this paper consider what is needed to support the educational success of all students, the perspective of different groups will be

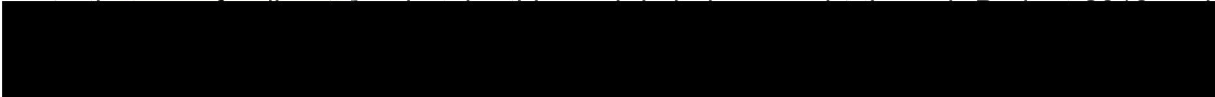

incorporated into the process of its design and implementation. This will include the perspectives of students themselves, Māori and those with disabilities. Work will also give consideration to national information needs for monitoring and addressing equity issues.

Publicity

- 76 I intend to proactively release this Cabinet paper and associated reports. Any information that may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Recommendations

The Minister for Education recommends that the Cabinet Social Wellbeing Committee:

- 1 **note** that National Standards and Ngā Whanaketanga Rumaki Māori were removed by Gazette notice on 12 December 2017
- 2 **note** that Cabinet agreed that I could determine the process for working with experts and stakeholders (including students, parents, whānau, iwi, teachers, leaders, boards and the wider education sector) to design a new approach that is focussed on progress across the curricula, and that I committed to providing an update to Cabinet by September 2018
- 3 **note** that, following initial feedback from peak bodies and others in the sector, I now consider that work needs to focus on strengthening the use of the curricula to understand and support student progress and achievement in years 1-10, and that this will be taken forward through a Curriculum, Progress and Achievement work programme
- 4 **agree** the Terms of Reference for the Curriculum, Progress and Achievement Ministerial Advisory Group (MAG) – as detailed at Annex 1
- 5 **note** that I intend to submit my proposed co-chairs and members for the MAG to Cabinet Business Committee on 24 April 2018
s 9(2)(f)(iv) OIA
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- 7 **note** that I will report to Cabinet by the end of September 2018 with any preliminary recommendations for strengthening the use of the curricula to understand and support student progress and achievement, and that this update will also include preliminary advice on how national-level information needs can be met
s 9(2)(f)(iv) OIA
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- 9 **note** that the Ministry will engage with key stakeholders to work through concerns about the use of assessment and aromatawai information, and that I will include an update on these discussions in my September 2018 update to Cabinet

10 **note** that I intend to publicly release this Cabinet paper and associated reports following confirmation by Cabinet.

Authorised for lodgement

Hon Chris Hipkins

Minister for Education

Annex 1: Terms of Reference for the Curriculum, Progress and Achievement Ministerial Advisory Group

Background

In December 2017, the Minister of Education, Hon Chris Hipkins, revoked Ngā Whanaketanga Rumaki Māori and National Standards, and asked the Ministry of Education to work with experts and stakeholders to develop an approach to assessment and reporting which is based on understanding progress across the curricula, including key capabilities for success in life, learning and work.

To understand progress, one needs to understand what is most important to be learnt. The national curricula set expectations for teaching and learning, and provide flexibility for local curricula to be designed and delivered in a way that meets the needs of the learners within early learning services, kōhanga reo, kura, schools or Communities of Learning | Kāhui Ako.

Assessment and aromatawai is important for understanding how individual learners are progressing in relation to curricula expectations. It assists teachers to plan learning opportunities that support each learner's next learning step, including where more learning opportunities or additional support is needed. It also assists students' and their parents' understanding of progress and achievement.

There are a range of assessment tools available for understanding learners' progress, but these do not cover the full breadth of the curricula and few provide teachers with a comprehensive picture of progress against a curriculum learning area or for students working long term in level 1. As well as having tools available, teachers need to make effective decisions about when and how to use these tools to support students' progress without adding unnecessary workload.

We have a system-wide focus on ensuring that every child gets the necessary support and opportunities to learn, and to be successful in life, learning and work and to contribute to society. The achievement data shows that, despite pockets of improvement, the education system is not yet closing the equity gap. To address the equity gap, we need a system that reflects on student progress and re-focusses teaching, learning and system-level settings to better support all students' progress across the curricula, especially for Māori, Pasifika, those with additional learning needs, and those that are disadvantaged.

The Role and Purpose of the Ministerial Advisory Group

The Minister of Education ('the Minister') is establishing a *Curriculum, Progress and Achievement Ministerial Advisory Group* (MAG). This will be an expert group that provides advice to the Minister on strengthening the use of the curricula to understand student progress and achievement.

Objectives

The advice of the MAG will help to develop a programme of work that builds teacher and leader capability to work with their students, parents, whānau and communities to:

1. design and deliver local curricula that include learning opportunities that integrate knowledge, skills and key competencies in *The New Zealand Curriculum*, and Māori medium graduate qualities and characteristics in *Te Marautanga o Aotearoa*
2. personalise learning opportunities to meet the needs and aspirations of all students and their whānau, within an inclusive and culturally responsive learning environment
3. be data literate, understanding and acting on data/evidence for improvement, including making effective and efficient use of information in inquiry, planning and reporting, and sharing meaningful reports with students, parents and whānau.

Scope

The scope of the *Curriculum, Progress and Achievement Ministerial Advisory Group* is to provide advice on:

- how to strengthen the design and use of local curriculum so that all children and young people progress and achieve across the breadth and depth of the national Curricula in years 1-10
- how a stronger focus on student progress across the curricula can be embedded, including change management, implementation and capability building.

While the scope of the MAG is specific to curriculum, progress and achievement, its considerations will intersect with other workstreams such as the NCEA Review and the Education Workforce Strategy. The Ministry in their secretariat role will ensure the flow of relevant information and support the MAG to connect with other groups where appropriate.

Functions of the MAG

The MAG's role is subject to these Terms of Reference.

The MAG will be:

- a source of advice for the Minister;
- a critical friend and advisor to the Ministry;
- providers of a report synthesising themes arising from the wider engagement, as well as recommendations to inform the Minister's work programme.

Advisors to the Minister of Education

The primary and paramount function of the MAG is to advise the Minister.

The MAG and its Co-Chairs may engage directly with the Minister but, typically, the MAG's advice will be provided through the Ministry, as intermediary, at the Minister's request.

Advisors to the Ministry of Education

As part of their role in advising the Minister, the MAG will provide support and advice to the Ministry to assist in their delivery of the *Curriculum, Progress and Achievement* work programme.

The Ministry, through the Deputy Secretary, Early Learning and Student Achievement, may ask the MAG to provide support and advice by:

- contributing to, or reviewing, key documents prepared by the Ministry to support the process
- providing advice on the structure and nature of engagement with stakeholders and the wider public.

Membership

Members of the MAG will be appointed by the Minister. The initial term of appointment will be until 20 December 2018 and reappointment is possible. The MAG will comprise 13 paid members drawn from a diverse cross-section of New Zealand society – two of whom will Co-Chair the MAG.

Members have been selected to participate based on the following criteria:

- Contribution as curriculum and assessment thought leaders/experts e.g. involved in the development of significant papers such as 'Directions for Assessment in New Zealand' and 'Rukuhia, Rarangahia'.

- Contribution to significant curriculum design and implementation in New Zealand schools and classrooms.
- Ability to understand that each level of the system requires data in order to improve.
- Demonstrated commitment to equity and excellence across the education pathway
- Credibility within the sector.
- Commitment to the process and outcomes of the *Curriculum, Progress and Achievement Ministerial Advisory Group*.

Co-Chairs

The Co-Chairs will lead meetings of the MAG, unless otherwise directed by the Office of the Minister of Education, or otherwise agreed.

The Co-Chairs may also engage directly with the Minister, on behalf of the MAG.

Confirmation

Members of the MAG (including the Co-Chairs) are approved by the Appointment and Honours Committee. Members of the MAG affirm that they have provided all relevant and / or requested information relevant to the approval process, and that all information disclosed is true and accurate to the best of the knowledge of the MAG members.

Fees

Fees for members of the Group have been assessed in accordance with the Cabinet Fees Framework, according to Cabinet Office Circular (12)6. The Stakeholder Advisory Group falls within Group 4 ('All other committees and other bodies'), and has been scored at 22 (Level 2).

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In addition, Co-Chairs and members will be reimbursed for actual and reasonable travel, meal and accommodation costs.

Secretariat

Secretariat services for the MAG will be provided by the Ministry.

Media

The MAG, and MAG members acting in that capacity, will not make media statements without the prior agreement of the Minister.

If the MAG are asked to provide comment on any issue relating to education by a third party (i.e. other than the Minister or Ministry), that MAG will forward the question or request to the Office of the Minister of Education, and to the Ministry of Education through the Assessment and Reporting mailbox: (AssessmentandReporting@education.govt.nz).

Meetings

Meetings of the MAG will be held in Wellington. The MAG will meet up to ten times in its initial term. MAG members are expected to attend MAG meetings wherever reasonably possible. The MAG will meet when requested by the Minister, in consultation between the Co-Chairs and the Ministry, or at the discretion of the Co-Chairs.

The MAG will aim to achieve a consensus on the issues it considers, but is not required to do so.

The Ministry of Education will support the Co-Chairs to prepare meeting agendas where appropriate. The agenda and papers for meetings of the MAG will be circulated to MAG members six working days in advance of each meeting, and draft minutes will be circulated to MAG members no later than five working days after each meeting.

The Ministry has a budget to operate the MAG, including travel costs. The MAG and its members will not have an independent budget.

Contestability of advice

Both the MAG and the Ministry will provide advice to the Minister on the *Curriculum, Progress and Achievement* work programme in good faith, and with regards to the interests of the other. Where appropriate, the MAG and Ministry will provide the other with copies of relevant advice provided to the Minister.

Conflicts of interest

As part of the Appointment and Honours Committee appointment process, the members of the MAG disclose conflicts of interest relating to the MAG and the *Curriculum, Progress, and Achievement* work programme.

Members of the MAG who have a specific, real conflict of interest in relation to an issue or item will advise the Co-Chairs and recuse themselves from consideration of those issues or items.

If members of the MAG develop new, relevant conflicts of interest, whether real, potential or perceived, in the course of the *Curriculum, Progress and Achievement* work programme, they will inform the Ministry's secretariat as soon as is reasonably practicable.

Key relationships

In addition to the Minister of Education and Ministry of Education, the MAG will have relationships with the *Curriculum, Progress and Achievement Reference Group(s)*.

Unless otherwise agreed with the Ministry (in relation to the Reference Group), the MAG's contact with these groups will be facilitated by the Ministry and Minister respectively.

It is expected that the MAG will engage in the process in good faith, and champion the *Curriculum, Progress and Achievement* work programme process with stakeholders.

Confidentiality

The work of the MAG is confidential, unless otherwise agreed by either the Minister of Education or Ministry of Education as appropriate. Members of the MAG will maintain this confidence, and will not disclose information about the operations of the MAG to any person without the above agreement.