

In Confidence

Office of the Minister of Education

Chair, Cabinet Social Wellbeing Committee

The Education Summit and the Education Conversation | Kōrero Mātauranga: insights and integration across the Education Portfolio Work Programme Proposal

- 1 This paper reports back to Cabinet on the Education Summit (the Summit) events in May and on the ongoing conversation with New Zealanders, Kōrero Mātauranga, and summarises outputs to date from these engagements. It sets out how this work is informing and influencing my work programme to develop an education system that delivers success for all children, young people, students and learners in the workforce. It also notes when Cabinet will be asked to take decisions on elements of the work programme.

Executive Summary

- 2 The Labour-New Zealand First coalition agreement set out that we would work with all involved in and impacted by education to develop a 30 year strategic approach to education in New Zealand, and Cabinet agreed that the Summit would be an important first step in achieving this.
- 3 The Summit was a significant investment in building trust with those involved in the education system and in hearing a diverse range of views, including those whose voices are rarely heard. This investment will influence all aspects of the education portfolio work programme and support us to develop an education system that is fit for the future and delivers success for all New Zealanders.
- 4 Summit insights have been identified under four broad categories:
 - 4.1 knowledge, competencies and skills;
 - 4.2 ways of teaching and the learning environment;
 - 4.3 connections and relationships; and
 - 4.4 systems and structures.
- 5 Important lessons on collaborative design have also been learned from the Summit. These include the importance of allowing participants choice and freedom to drive discussions.
- 6 Insights from the Summit are being integrated across the education portfolio work programme, and provide important guiding principles and parameters for an ongoing and challenging process of reform. To allow the time and space for the meaningful integration of the key messages from the Summit, and to support the overall alignment and coherence of the work programme, I intend to make changes to the timings of several aspects of the programme.

The Education Summit

Purpose of the Summit

- 7 The Labour-New Zealand First coalition agreement set out that we would work with all involved in and impacted by education to develop a 30 year strategic approach to education in New Zealand. When I sought Cabinet's agreement for the purpose and objectives of the education portfolio work programme [SWC-18-Min-0004 refers] I outlined the desire to work with the education system and all of its participants (including parents, employers and communities) in a more collaborative way to set the direction of travel and agree shared priorities for education.
- 8 The Prime Minister launched the national Education Conversation | Kōrero Mātauranga in March this year. It was agreed that I would also use a national Summit to kick off a broad strategic conversation on the education system with the intention that the Summit would:
 - 8.1 refine, articulate and get shared ownership of an enduring vision for education;
 - 8.2 provide the blue skies thinking that would apply across the strategic work programme;
 - 8.3 enable each piece of the work programme to progress more quickly and coherently after the summit.

Overview of Summit events

- 9 The Summit encompassed two events, which took place across the weekends of 5-6 May in Christchurch and 12-13 May in Auckland. These events brought together around 1,400 individuals from diverse backgrounds with different perspectives.
- 10 The Summit was designed to be inclusive and was based on the principle that all views should be heard. The events were carefully planned to be accessible to all, for example with opportunities to participate in a number of different languages, including sign language.
- 11 Participants included students, parents, teachers, principals, academics and employers. I placed special emphasis on inviting communities who have been under-served by the current system, including Māori, Pacific people and people with disabilities and learning support needs, and on inviting those within all communities whose voices are not always heard.
- 12 The Summit was designed to shape principles and ideas that could become the foundation for the future of education and learning. Participants were invited to bring a future focus and step outside their immediate issues to identify future possibilities for learning in New Zealand and the values they wanted to see woven into education.
- 13 The Summit focused on engaging with citizens directly, as well as engaging with representative organisations. Our focus on building broad support for an enduring vision for education also provided an opportunity to involve a range of political parties. I am happy to report that this was taken up at both Summit events.
- 14 The members of the Tomorrow's Schools Review Independent Taskforce, the Early Learning Ministerial Advisory Group, the NCEA Ministerial Advisory Group, the Curriculum,

Progress and Achievement Ministerial Advisory Group and the Education Workforce Strategy Governance Group participated in at least one of the summit events as a first hand opportunity to hear what matters most about education to a broad range of New Zealanders.

Outputs and outcomes from the Summit

- 15 The Summit provided an opportunity to build trust between the Government, the profession and others involved in education.
- 16 The Summit has also demonstrated to stakeholders how the Government is committed to engaging and involving New Zealanders in the development and design of education. This is an important investment for an ongoing and challenging programme of reform.
- 17 Insights from the Summit and these other engagements are being utilised across the work programme reviews and form guiding principles for all of its initiatives and working groups. Insights from the Summit fall into four broad categories:
 - 17.1 **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.
 - 17.2 **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.
 - 17.3 **Connections and relationships:** whanaungatanga, the importance of connectedness with whānau and the wider community, and of broader community involvement in learning.
 - 17.4 **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.
- 18 There were a number of overarching themes across these four categories. These included:
 - 18.1 the principle of **equity**, with high aspirations for the progress and achievement of all learners;
 - 18.2 that education should be centred on, and value, each individual learner and their identity, language and culture;
 - 18.3 the importance of connectedness with whānau and involvement of the wider community in learning.

Identifying values for the education system

- 19 In addition, as part of both Summit events, participants used a digital values explorer tool¹ to identify values they felt should be woven into the pathways of the education system, so as to inform discussions on the second day of the Summit. There were significant similarities in the values identified at both events. It is also interesting to note, in the broader context of this Government's focus on wellbeing and the strong linkages with the objectives and work programmes of other agencies, that hauora/well-being was identified as the top value by participants at both events.
- 20 The top 10 values chosen by participants in Christchurch, Auckland, and from both events were:

| Christchurch | Auckland | Overall |
|-------------------------------------|-------------------------------------|-------------------------------------|
| Hauora/Well-being | Hauora/Well-being | Hauora/Well-being |
| Creativity | Family Community/ Whanaungatanga | Creativity |
| Family Community/ Whanaungatanga | Respect | Family Community/ Whanaungatanga |
| Respect | Creativity | Respect |
| Belonging | Caring for others/ Awhi | Belonging |
| Equity | Belonging | Curiosity |
| Diversity | Manaakitanga | Diversity |
| Curiosity | Curiosity | Manaakitanga |
| Manaakitanga | Diversity | Caring for others / Awhi |
| Caring for others/ Awhi | Identity | Equity |

Kōrero Mātauranga – a broad and inclusive conversation

- 21 There were, of course, many with an interest in education who were not able to participate in the in-person Summit events. To continue the conversation and to give all New Zealanders the opportunity to engage on the future of education, there is ongoing and extensive broad engagement.
- 22 The Education Conversation | Kōrero Mātauranga survey is ongoing. This asks four openended questions on what respondents would do if they were the boss of education, what successful students of the future will look like, and what needs to be in place so that all learners are successful. As of 1 August we had received over 15,000 responses,

¹ The Watershed Values Explorer is an interactive tool where participants select values on the basis of their importance relative to themselves and the context of the design project. Originally developed in Canada, the tool was adapted for the Summit by curating a custom list of values specific to the New Zealand context.

including over 1,700 from children and young people, over 2,000 from Māori, over 1,100 from Pacific people and 1,100 from respondents with disabilities or learning support needs.

- 23 An initial analysis of responses has identified emerging themes, including the principles of equity, diversity and connectedness with the community, with Te Reo and with Māori history. Responses also focus on the competencies of resilience, well-roundedness and confidence, interpreting information, communicating, critical thinking and problem solving.
- 24 Respondents identify key areas that need to be addressed such as teaching quality and the workforce (including remuneration and workload), funding, learning support, NCEA, class sizes, the cost of education and the home environment. Analysis is at an early stage and these themes are only indicative.
- 25 Our broad engagement is ongoing and outputs are likely to evolve as more voices are brought into the conversation, particularly Māori and Pacific voices. The work programme is also being supported by a programme of deep dive regional engagements on Pacific and Māori education. Associate Minister Salesa is leading a series of fono which have drawn on the design principles from the Summit. These have been well attended and the feedback about the opportunity to engage has been positive, however feedback from these fono has also shown that the education system is not currently delivering for many Pacific learners. Associate Minister Davis also has plans to utilise Summit design principles in his wānanga.

Using Summit and Kōrero Mātauranga outputs to create an education system that delivers success for all

Vision statement for education in New Zealand

- 26 A key aim of the Summit was to articulate a shared vision, taking the key features previously agreed by Cabinet as a starting point [SWC-18-Min-0004 refers]. Based on analysis and synthesis of outputs from the Summit and drawing from early feedback from New Zealanders through the Education Conversation | Kōrero Mātauranga, I propose to seek Cabinet's approval for the final version of the vision statement for education in New Zealand before the end of 2018.
- 27 I have formed an Education Summit Advisory Group, chaired by Judge Andrew Becroft (Children's Commissioner) and comprising of individuals with a range of perspectives on the education system [CBC-18-Min-0043 refers]. This group has a key role in articulating, refining and getting shared ownership for the draft vision for education. The Education Summit Advisory Group (colloquially known as the 'guardians' of the Education Conversation) is working to ensure that key messages and kaupapa from the Summit and the Education Conversation | Kōrero Mātauranga are integrated across the Education Portfolio Work Programme. The Group is sharing outputs, ideas and issues from the Summit with the Chairs of the Ministerial Advisory Groups and the Independent Taskforce undertaking the Tomorrow's Schools Review.

Progressing the work programme

- 28 In addition to helping us to develop a vision statement, the outputs from both the Summit and the Education Conversation are informing engagement and design on all major elements of the work programme. For example:

- 28.1 summit outputs from very diverse stakeholders, particularly those from young people, have been incorporated into the NCEA review and are now part of the next set of Review engagements;
 - 28.2 the Tomorrow's Schools Review Independent Taskforce has been able to hear the diverse voices at the Summit as an input to its deliberations, with the Summit influencing its design principles;
 - 28.3 the Vocational Education and Training Review has used Summit outputs to identify areas where targeted input needs to be sought, including from disabled people in, or about to be in, vocational education and training;
 - 28.4 the Summits have also provided the early broad engagement to inform the development of the early learning strategy, the tertiary education strategy and other medium term strategic work. The development of the statement of National Education and Learning Priorities will draw on Summit outputs.
- 29 The Summit and Education Conversation | Kōrero Mātauranga outputs serve as principles to guide each component of the work programme as they progress through focused engagement, to targeted consultation, and on to Government decisions on final policies and changes.
- 30 Given the enduring nature of the approach we are seeking to establish, I have worked to incorporate cross-party views and support, where appropriate. To this end, there has been formal engagement with Opposition parties on the Summit, NCEA, Curriculum, Progress and Achievement, and on the vision statement. I have made it clear to the Opposition parties that we are open to engaging with them on other workstreams as well.

Progressing to Government decisions on the education portfolio work programme

- 31 The broad engagement approach that I have outlined throughout this paper will enable, the Tomorrow's Schools Review Independent Taskforce and the Ministerial Advisory Groups to develop, and provide me with well-founded and challenging recommendations. The Government will then decide which ideas we want to take forward through a robust and transparent policy process. This will be followed by formal public consultation before the Government takes final decisions. I intend to follow similar processes for most components of the wider education work programme.
- 32 I want to ensure that there is the appropriate time, space and opportunities for all of the outputs from our engagement to inform changes made. The interrelatedness of work and the scale of change that we are seeking to achieve means that the work programme must follow a logical order and timeframe so as to ensure alignment and coherence.
- 33 The Ministry of Education has established a function to connect and coordinate the different parts of the education portfolio work programme and identify themes and issues that are emerging in multiple areas. Currently these include workforce supply, data and machinery of government issues, as well as the need to consider future investment requirements and school property implications, for example, in a connected way.
- 34 I am also conscious that, as recommendations are developed towards the end of these processes, they will need to be checked at a high level for coherency. This includes alignment with the Government's reviews in related sectors, including the Mental Health

and Addiction Inquiry and the Child Wellbeing Strategy, for example. Implementation planning to inform Cabinet decisions (and then following decisions) will need to take account of resource availability, and be mindful of the amount of change that the sector can absorb.

- 35 I intend to make changes to the timings of several components of the programme, as set out in Table 1 overleaf. Annex A sets out the updated work programme timings in full.
- 36 I will take requests to extend the lifespan of relevant Ministerial Advisory Groups to the Appointments and Honours Committee, where required.

Proactively Released

Table 1: Education Portfolio Work Programme - Progress to Date and Changes to Report Dates

| Workstream | Progress to Date | Original Report Dates | Proposed New Report Dates |
|--|---|---|--|
| Tomorrow's Schools Review | The Independent Taskforce has met with representatives from a wide range of stakeholders to gather information and evidence, including sector organisations, representatives from English and Māori-medium schools, iwi leaders, principals, teachers, whanau, young people, and members of the Pacific and learning support communities. | <ul style="list-style-type: none"> Independent Taskforce reports to Minister of Education by 9 November 2018 with its recommendations. Report to Cabinet by the end of 2018 seeking agreement to the public release of the report. [CBC-18-Min-0029 refers] | As previously, plus: <ul style="list-style-type: none"> proposed response to the Taskforce's recommendations reported to Cabinet in April 2019. Public consultation April – September 2019 Cabinet final decisions by October 2019 |
| NCEA Review | Since May 2018 New Zealanders have been providing feedback on NCEA, with a high degree of engagement in the Review: over 1,200 attendees at workshops, over 5,000 survey responses (31% from students) and over 150 people attending NCEA specific Co-Labs. A strong social media campaign has resulted in over 50,000 online interactions. | <ul style="list-style-type: none"> Report to the Minister of Education in September 2018 Report to Cabinet in November 2018, outlining recommended actions arising out of consultation Implementation Report released in early 2019, laying out the next steps to implement recommendations. | <ul style="list-style-type: none"> Report to the Minister of Education in February 2019 Report to Cabinet agreement for high-level change proposals in April 2019 Further sector consultation through to late 2019 Final cabinet agreement to detailed change proposals before the end of 2019 |
| Ten Year Strategic Plan for Early Learning | Ministerial Advisory Group and Reference Group are reviewing the outputs from engagements with stakeholders, including the results of over 2,400 responses received to a public survey on the strengths and | <ul style="list-style-type: none"> Draft plan to Cabinet in September 2018 Public Consultation September-November 2018 | <ul style="list-style-type: none"> Draft plan to Cabinet in October 2018 Public Consultation November 2018 - January 2019. |

| Workstream | Progress to Date | Original Report Dates | Proposed New Report Dates |
|--|--|--|--|
| | opportunities for improvement in early childhood education. | <ul style="list-style-type: none"> Final Strategic Plan reported back to Cabinet in December 2018. [CAB-18-Min-0119 refers] | <ul style="list-style-type: none"> Final Strategic Plan reported back to Cabinet in April 2019. |
| Creating and Implementing the Education Workforce Strategy | <p>The Governance Group has:</p> <ul style="list-style-type: none"> identified a range of possible teacher supply initiatives to increase teacher numbers for the short and medium term, which the Ministry is now exploring. planned a series of strategy development workshops to develop a high level vision for each aspect of the strategy, develop principles and values, and agree the high level outcomes that can be delivered as part of the Action Plan. <p>The Joint Taskforce on Reducing Compliance has endorsed an approach for reducing compliance across a mix and range of schools and is due to report back to me in October, following a number of workshops with schools.</p> | <ul style="list-style-type: none"> High level Strategy completed by December 2018 Action Plan completed by April 2019. | <ul style="list-style-type: none"> Medium term initiatives (2020-2022): new workforce initiatives confirmed by November 2018. for implementation over a three year timeframe from 2020 Long term strategy (2032): report to Cabinet on recommendations and proposed next steps by July 2019 Change management plan and action plan (2020-2032): detailed and budgeted implementation plan to deliver transformational change to the wider education workforce by September 2019, with phased deliverables to 2032. |
| Review of Home Based Early Childhood Education | Options for change have been developed and a discussion document has been approved by Cabinet. | <ul style="list-style-type: none"> Initial report to Cabinet seeking approval to consult in late June 2018 | <ul style="list-style-type: none"> Initial report to Cabinet seeking approval to consult in August 2018 Public Consultation in |

| Workstream | Progress to Date | Original Report Dates | Proposed New Report Dates |
|---|--|---|--|
| | Consultation has commenced and is due to continue until late September, through online surveys targeted at different audiences and regional public hui primarily aimed at home-based service providers and tertiary education providers. | <ul style="list-style-type: none"> Public Consultation in July 2018 Report back to Cabinet in November 2018, seeking approval for substantive policy changes. | <p>September 2018</p> <ul style="list-style-type: none"> Report back to Cabinet in December 2018, seeking approval for substantive policy changes. |
| Curriculum, Progress and Achievement work programme | Ministerial Advisory Group (MAG) is leading thinking on how the system can best support every child to benefit from rich learning opportunities across the National Curriculum, informed by conversations with the wider community. To date the MAG has developed a set of emerging ideas on curriculum, progress and assessment, which I will shortly update Cabinet on as part of my planned report back on this programme [CAB-18-MIN-1065 refers]. | <ul style="list-style-type: none"> Progress report to Cabinet in September 2018 revoked [CBC-17-MIN-0042 refers] Advice to Cabinet by the end of 2018 on further investment that may be required to enhance existing tools or develop new tools | <ul style="list-style-type: none"> Progress report to Cabinet in September 2018 MAG recommendations to the Minister of Education in December 2018 Report to Cabinet by March 2019 on these recommendations and proposed next steps. |
| Disability and Learning Support Action Plan | Associate Minister Hon Tracey Martin and I have prepared a paper to seek Cabinet approval to engage about the Action Plan with targeted groups across the education and disability sectors, parents and whānau, and with students with disabilities and learning support needs. | <ul style="list-style-type: none"> Report back to Cabinet in October 2018 | <ul style="list-style-type: none"> s 9(2)(f)(iv) |

Conclusion and lessons learned

- 37 It was important that the Summit was designed to be flexible, and that we engaged widely across the political spectrum, to support the development of an enduring and representative vision for and strategic approach to the future of education and learning in New Zealand. It was also important that the design of the Summit was led by participants, to support inclusive and authentic dialogue.
- 38 Part of this challenge is learning as we go. A collaborative approach to design and delivery requires agility in responding to the needs of stakeholders on an ongoing basis as needs change and valid concerns are raised. For example, in recent months, some secondary principals have expressed concerns that their views on the NCEA review have not been fully heard. I have responded with the appointment of a professional advisory group to provide expert input from principals and teachers.
- 39 The Summit was an important investment in the process to collaboratively develop an education system that supports all New Zealanders. Over four days, and together with the ongoing Education Conversation | Kōrero Mātauranga, it has produced outputs which will be used as guiding principles and integrated throughout the education portfolio work programme. The Summit has also fostered trust between the Government, the profession and those involved in education. We must now build on this engagement, carrying forward the integrity of the conversations that have taken place so far.

Consultation

- 40 The Treasury, Education Review Office, State Services Commission, NZQA, Education Council, Tertiary Education Commission, Ministry of Justice, Ministry for Social Development, Ministry of Children Oranga Tamariki, Ministry of Health, Ministry of Business, Innovation and Employment, Ministry for Pacific Peoples, Ministry for Women, Te Puni Kōkiri, and Office for Disability Issues have been consulted on this paper. DPMC have been informed.

Financial Implications

- 41 The total cost of the two Summits was funded from a combination of Vote Education baselines and a Budget 2018 initiative. This total encompasses all the costs of four days of interactive engagement over two events. The costs of holding the two events in Christchurch and Auckland (including logistics, venue hire and catering, audio-visual, and travel and accommodation for participants) were \$1.413m and \$1.268m respectively. The Summit design (\$0.438m) has provided the Ministry with an engagement model, tools and resources that have been employed across the wider Education Conversation | Kōrero Mātauranga and discussions on NCEA, Tomorrow's Schools and fono and wānanga on the future of Pacific and Māori education.
- 42 The outcomes of reviews discussed in this paper are likely to have fiscal implications. Any new funding sought from actions arising from the reviews will be considered in future Budgets alongside other Government priorities and within the constraints of the Government's fiscal strategy.

Impact Analysis

- 43 For those reviews that have regulatory implications, a Regulatory Impact Assessment or equivalent will be provided when I report back to Cabinet on policy options.

Human Rights

- 44 This programme of work is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Gender Implications

- 45 74.2% of teaching staff are women. Any changes to policy settings related to the education workforce will have a greater effect for women.

Disability Perspective

- 46 This programme of work is consistent with the objectives of Article 24 of the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy 2016 – 2026. In particular, our sustained focus on hearing the voice of those with disabilities and/or learning support needs and their representatives will help make the shifts needed to provide education in a way that supports the personal, academic and social development of disabled children and young people and enables them to achieve their potential throughout their lives.

Treaty of Waitangi Implications

- 47 I have been deliberate in recognising the urgency of addressing inequity for Māori children and young people in the work programme. This was a key theme at the Summit, with particular focus placed on working with Māori during the design and implementation process to ensure that the voice of Māori was heard. I will continue to prioritise the Māori voice throughout our ongoing engagement on education.
- 48 I will continue to work through the education portfolio work programme to both address inequity for Māori children and young people and to support Māori language education and the importance of identity, language and culture in our education system.

Publicity

- 49 I intend to release this paper proactively.

Recommendations

- 50 The Minister of Education recommends that the Committee:
- 1 **note** that the Education Summit took place in May and has been generally regarded as a positive and successful event
 - 2 **note** that the Education Summit took a collaborative and citizen-led approach to its design and implementation
 - 3 **note** that wider engagement on the education portfolio work programme is ongoing to give all New Zealanders the opportunity to share their views on the future of education

- 4 **note** the outputs drawn from the Education Summit which are being integrated into the next stage of design of work programme design (Annex A)
- 5 **note** that the receipt of recommendations from the Independent Taskforce and Ministerial Advisory Groups will be followed by Government consideration of which ideas to progress, then consultation on these prior to final decisions.
- 6 **invite** the Minister of Education to report back to Cabinet by the end of 2018 to seek approval for a vision statement for education in New Zealand
- 7 **note** that I have amended timings for several aspects of the education work programme, in order to support greater coherence and alignment across all reforms
- 8 **agree** to amend the timeline for the delivery of the Early Learning Strategy that was previously set out to Cabinet [CAB-18-Min-0119 refers] and:
 - 8.1 **invite** the Minister of Education to report back to Cabinet on the Early Learning Strategy in April 2019
- 9 **agree** to amend the timeline for the delivery of the NCEA Review that was previously set out to Cabinet [CAB-18-Min-0229 refers] and:
 - 9.1 **invite** the Minister of Education to report back to Cabinet in April 2019 on the NCEA review
- 10 **agree** to amend the timeline for Cabinet approval of a final Disability and Learning Support Action plan that was previously set out to Cabinet [CAB-18-Min-0024 refers] and:
 - 10.1 **invite** the Minister of Education and Associate Minister of Education, Hon Tracey Martin, to report back to Cabinet in November 2018 on the Disability and Learning Support Action Plan
- 11 **agree** to amend the timelines for the delivery of the Education Workforce Strategy that were previously set out to Cabinet [CAB-18-Min-0165 refers] and that the Education Workforce Strategy outputs will be grouped into medium term outputs, delivered by November 2018, and a longer term strategy, to be reported to Cabinet by July 2019.

Authorised for lodgement

Hon Chris Hipkins

Minister of Education