



Education Report: Strengthening the use of the curricula to understand and support all students' progress and achievement

To:	Hon Chris Hipkins, Minister of Education		
Date:	23 February 2018	Priority:	Medium
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Key contact and number:	Pauline Cleaver [REDACTED]	Round robin:	No
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Purpose of report

This paper seeks your agreement to take forward an approach for strengthening the use of the curricula for understanding and supporting all students' progress and achievement.

Summary

- 1 We need your agreement and direction to take forward an approach for strengthening the capability in the system for using the curricula to understand and support all students' progress and achievement across the curricula. We propose two main strands of work within this paper and set out how these are complemented by other aspects of the wider education work programme.
- 2 **Strand 1** would focus on understanding progress and achievement across the school curricula up to year 10 (level 5 of the curricula), building on the good practices already occurring across the system. We propose focusing on tools to support teaching and learning, including supporting the creating and use of good quality assessment information across the curricula, with an eye to the impact on workload. This strand would also consider the use of assessment information within educationally powerful partnership with students, parents and whānau, and within school and kura governance and planning processes to support continuous improvement. We propose this work is undertaken with an Advisory Group and wider Reference Group, and includes wider regional engagement with the sector, students, parents, whānau and iwi.
- 3 There is a need to support teachers, leaders and boards as they transition from Ngā Whanaketanga Rumaki Māori and National Standards to an approach based on understanding progress across the curricula. This requires a deep understanding of

curricula expectations, as well as ways of understanding each student's progress and achievement across the range of curricula outcomes.

- 4 We expect that the work proposed in strand 1 would lead to the introduction of a high level framework for understanding progress across the curricula in 2019, along with initial guidance on using the framework and existing tools available for understanding progress. A key aspect of this work would be strengthening data literacy across the system so that information on students' progress and achievement is used effectively to improve outcomes for all students. Critical to success of this approach is effective implementation, so work with the sector would also identify how teachers, leaders and boards can best be supported to enable this.
- 5 Any new tools or supports needed to support an understanding of progress across the curricula and build data literacy would be progressively developed and implemented from 2019. There are existing tools available, including the Progress and Consistency Tool (PaCT) and Te Waharoa Ararau (TWA) for understanding progress in the foundational capabilities of mathematics and literacy, te reo matatini and pāngarau. We are already in the process of enhancing PaCT and TWA to enable them to be used as part of a more fulsome toolkit for understanding progress and reducing administrative burdens, with progressive improvements planned for release over 2018 to 2020. The provision of these tools doesn't preclude schools and kura using other tools for understanding progress in these learning areas.
- 6 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. This includes strengthening the capability to design and deliver inclusive and responsive local curriculum which integrate learning in the range of knowledge and capabilities expected by the national curricula. We will provide advice to you on opportunities to strengthen system supports, including opportunities to better target centrally-funded Professional Learning and Development (PLD) at building the characteristics of high quality educational leadership and teaching. The development of an Education Workforce Strategy provides a key vehicle for progressing work to lift the quality of teaching and leadership in partnership with the sector.
- 7 **Strand 2** would develop principles for the collection and use of assessment and aromatawai information. This strand of work is proposed to improve sector trust (both between schools/kura and with the Ministry) and address concerns about the quality of assessment and aromatawai information, and possible uses of that information in the system. This is intended to help support the successful implementation of Stand 1, and it could also support greater use of assessment and aromatawai information across the system through infrastructure and tools being developed through the Integrated Education Data programme.
- 8 We propose that no work is undertaken on the use of progress information in kura and school-level accountability settings beyond the requirements that already exist. It would be premature to consider whether changes are needed ahead of the Review of Tomorrow's Schools. Schools and kura continue to be required to set and report on targets for student progress and achievement through their Charters, and we will ensure that our guidance to boards and leaders takes into account the approach developed through Strand 1 once decisions are made.
- 9 We will provide advice to you on how system performance can be understood, and what information could be used for national level decision making and stewardship of our national curricula, later in 2018. This will enable us to take into account the

outcomes of the strands of work above and work underway in your wider strategic reform programme (for example, possible priorities for a Statement of National Education and Learning Priorities).

Recommended Actions

The Ministry of Education recommends you:

- a. **agree** that core work to strengthen the capability in the system for using the curricula to understand and support all students' progress and achievement across the curricula be taken forward through the following two strands of work:
- i. Strand 1: Understanding progress and achievement across the school curricula up to year 10 (level 5 of the curricula)
Agree / Disagree
 - ii. Strand 2: Principles for the collection and use of assessment and aromatawai information
Agree / Disagree
- b. **note** that strand 1 would include advice to you on:
- i. common frameworks and tools for understanding progress across each of the curricula for years 1 to 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 with additional needs working long-term within a level of the curricula
 - ii. the critical learning needed by all students at different stages of their learning journey in an education system that is delivering equity and excellence
 - iii. sharing information with, and reporting to, students, parents and whānau as part of educationally powerful partnerships
 - iv. 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
 - v. 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
Noted
- c. **note** that, to support a focus on progress in schools and kura, enhancements to the Progress and Consistency Tool (PaCT) and Te Waharoa Ararau (TWA) are already underway to support an understanding of progress in the foundational capabilities of mathematics and literacy, te reo matatini and pāngarau, and that these enhancements will be progressively released over 2018 to 2020
Noted
- d. **note** that there is an ongoing risk that NZEI continue to encourage their members to boycott the PaCT, and that enhancements due to be released in May 2018 will be previewed with peak bodies, including NZEI, to help us understand whether there are other concerns that need to be addressed as we repurpose PaCT within a progress approach
Noted

- e. **note** that the possible renaming and relaunch of PaCT and TWA will now be considered as part of Strand 1 work on the wider approach to understanding progress
Noted
- f. **agree** that a Progress Across the Curricula Advisory Group (Advisory Group) is established to work with the Ministry on this work
Agree / Disagree
- g. **agree** to the draft terms of reference and proposed membership for the Advisory Group
Agree / Disagree
- h. **agree** that stakeholders from across the education pathway be invited to form a reference group, which will provide advice on the issues identified as within the scope of this work
Agree / Disagree
- i. **agree** that the Advisory Group and the Ministry of Education can engage with Hon Nikki Kaye and David Seymour as key members of Parliament outside of government on this work
Agree / Disagree
- j. **agree** that work to consider the use of progress and achievement information in kura and school-level accountability settings is put on hold until after the Review of Tomorrow's Schools
Agree / Disagree
- k. **note** that we will provide you with advice on opportunities to better understand performance across the system in late 2018, and that this advice will be informed by the outcomes of the above strands of work and your wider strategic reform programme
Noted
- l. **note** that the Ministry will continue to work with experts and stakeholders on the infrastructure for meeting information needs across the system through the Integrated Education Data programme, but that the work in strand 2 is an important enabler for the potential inclusion of assessment and aromatawai information within that infrastructure
Noted
- m. **note** that, depending on future decisions on the design of the approach and funding availability, a fuller range of tools to support an understanding of progress across the rest of the New Zealand Curriculum and across Te Marautanga o Aotearoa may not be fully available until the 2021 school year and that a deliberate system-wide focus will be needed to build the necessary capability in data literacy for teaching to improve outcomes for all students
Noted
- n. **note** that there is a need to lift the capability of the sector to support the progress of all students across the curricula, and that the Ministry will provide you with advice on:
- i. embedding the characteristics of high quality educational leadership and teaching across the system, including through the development of a comprehensive Education Workforce Strategy
 - ii. supporting teachers to respond effectively to identified gaps in learning or next steps within educationally powerful partnerships with students, parents and whānau
- Noted**

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r. **agree** that this Education Report is proactively released, with appropriate redactions in line with the provisions of the Official Information Act 1982

Agree / Disagree

s. **note** that the timing of the proactive release will be discussed with your office to ensure alignment with any communication activities, including the proposed establishment of an Advisory Group.

Noted

Pauline Cleaver
Associate Deputy Secretary
Early Learning & Student Achievement

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Hon Chris Hipkins
Minister of Education

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Background

1. In December 2017, Ngā Whanaketanga Rumaki Māori and National Standards were revoked. Instead, you intend to ensure that assessment and reporting is based on child progress across the curricula¹, including key capabilities for success in life, learning and work.
2. You have advised Cabinet that work on a progress approach will be undertaken in 2018, and that you will provide an update to Cabinet by September 2018 [CBC-17-MIN-0042 refers]. Cabinet have agreed that you can determine the process for working with experts and stakeholders (including students, parents, whānau, iwi and the sector).
3. Ahead of that approach being developed, amended National Administration Guidelines have been issued to inform kura and school processes for monitoring and reporting on student 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.
4. We have separately provided you with advice on the potential to include the development and trial of developmental markers based on the learning outcomes in *Te Whāriki* as part of the wider progress work programme in 2018 [METIS 1093765 refers]. The work proposed in this paper does not extend to early learning, reflecting our discussion with you at the 14 February early learning strategy session. Through the work to develop an early learning strategic plan we will explore opportunities to support kaiako to understand progress across early learning outcomes as part of effective implementation of *Te Whāriki*.

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Scope of the work to develop a progress approach

7. From our discussions with you, we understand that your priority is ensuring all teachers have access to high quality tools and supports for using the curricula to understand and support all students' progress and achievement across the curricula, building on the good practices already occurring in the system. We understand you want progress-based assessment and aromatawai information to better inform teaching and learning and support high quality reporting to students, parents and whānau. You wish to create a strong emphasis on the key capabilities for success in life, learning and work, and ensure a focus on wellbeing. You also want more focus and time on learning and less on assessment and aromatawai.

¹ New Zealand has three curricula documents: *Te Whāriki* in early learning, *The New Zealand Curriculum* in English-medium schooling; and *Te Marautanga o Aotearoa* in Māori medium.

8. The primary purpose of assessment and aromatawai is to improve students' learning and refocus teachers' teaching as students, teachers, parents and others involved in supporting learning respond to the information that it provides. Assessment and aromatawai needs to identify, understand and articulate progress across the curricula for all parties. Ngā Whanaketanga Rumaki Māori and the National Standards approach sought to provide a common source of achievement information to meet the needs of the different layers of the education system. This is illustrated in the diagram below from the New Zealand Curriculum.



9. Your advice to Cabinet, following engagement with experts and stakeholders, should consider how the information needs for these different purposes will be met through a progress approach. There are varying stakeholder expectations for a progress approach, and some will be looking for something that 'replaces' some or all of these purposes. Given these varying expectations, your report back to Cabinet by September 2018 should provide clarity on whether or not there will be further guidance and/or regulation of:
- common frameworks and tools for understanding progress and achievement across each of the school curricula
 - the critical learning need by all students at different stages of their learning journey in an education system that is delivering equity and excellence
 - what is required to be reported to students and parents in what form
 - requirements for data provision to the Ministry of Education (the Ministry)
 - requirements for school-level reporting to school communities and the Ministry.
10. You also need to provide clarity to Cabinet about how system performance will be understood, and what information will be used for national level decision making and stewardship of our national curricula.
11. You have raised concerns that the introduction of Ngā Whanaketanga Rumaki Māori and National Standards did not lead to better outcomes for students, and want to ensure that a new approach for understanding progress across the curricula leads to a real and sustained improvement in students' outcomes. This means that the approach needs to

consider how to best build teacher and leader capability to work with their students, parents, whānau and communities to:

- a. design and deliver 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
 - b. personalise learning opportunities to meet the needs and aspirations of all students and their whānau, within an inclusive and culturally responsive learning environment
 - c. be data literate, understanding and acting on data / evidence for improvement, including making effective use of information in inquiry, planning and reporting, and effectively sharing it with students, parents and whānau.
12. While there are pockets of good practice, a range of evidence indicates that significant work is needed to build this capability across the system. As previously advised [METIS 1088992], a 2017 report published by the Centre for Strategic Education² states that New Zealand's education system continues to underperform in certain areas, including:
- a. teaching key competencies in English-medium settings in an integrated and multi-disciplinary manner
 - b. addressing 'hidden' curricula effects, including unconscious bias or using ineffective or harmful practices, such as ability grouping
 - c. involving parents in learning in a reciprocal way
 - d. enabling ongoing and effective professional learning for all teachers.
13. Education Review Office (ERO) reports have found wide variability in the strength of teaching as inquiry within schools, and in data literacy for teaching. Research shows that effective use of student data supports better student outcomes, and that it is a critical factor for making a difference to our equity challenges.
- Data literacy for teaching is the ability to transform information into actionable instructional knowledge and practices by collecting, analysing, and interpreting all types of data (assessment, school climate, behavioural, snapshot, moment-to-moment, and so on) to help determine instructional steps. It combines an understanding of data with standards, disciplinary knowledge and practices, curricular knowledge, pedagogical content knowledge, and an understanding of how children learn.*³
14. The recent ERO report *Teaching approaches and strategies that work* highlights the importance of all schools have 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:
- a. thoroughly analyse their data

² Dr Adrienne Alton-Lee. 2017. 'Walking the talk' matters in the use of evidence for transformative education.

³ Taken from ERO's *School Evaluation Indicators*. Reference to Datnow, A., & Hubbard, L. (2016). Teacher capacity for and beliefs about data-driven decision making: A literature review of international research. *Journal of Educational change*, 17, 7-28.

- b. consider research related to the particular strengths and needs of the target students
- c. be clear about what actions they would take, and the rationale for them
- d. monitor their own performance throughout trialling
- e. rigorously review the impacts on the children who were expected to benefit
- f. seek perspectives from children and parents
- g. share practices and implement them across the school to benefit more children.

Phasing of work on a progress approach

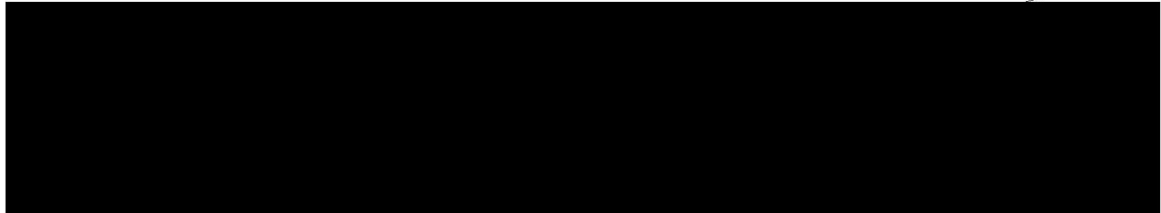
15. We recommend that work on a progress approach is taken forward through two main stands of work with experts and stakeholders:
 - a. Strand 1: Understanding progress and achievement across the school curricula up to year 10 (level 5 of the curricula)
 - b. Strand 2: Principles for the collection and use of assessment and aromatawai information in schooling.
16. These two strands of work would be complemented by other aspects of the wider education work programme. More detail on each of these strands is provided below and an overview of the two strands of work and key related activities in the wider work programme is in Annex 1.
17. Separating out these two strands of work would enable Strand 1 to maintain a strong focus on the role of assessment and aromatawai information in supporting high quality teaching and learning in schools and kura, including as part of school governance and as part of information-sharing with students, parents and whānau. Strand 2 would provide the foundation for an ongoing conversation about the uses of assessment and aromatawai information across the system, while also helping to build a trusted environment for the successful implementation of any outputs from Strand 1.
18. These two strands of work would not fully traverse all possible elements of developing a progress based system to replace Ngā Whanaketanga Rumaki Māori and National Standards. In particular, they will not address questions of what role progress information could or should play in school-level accountability settings beyond the requirements that already exist.
19. During 2018, you intend to undertake a Review of Tomorrow's Schools as part of your strategic reform programme. It would be premature to separately explore changes to school-level accountability settings until the future direction for the education system is clear. We recommend that questions relating to accountability settings are clearly stated as out of scope for the work on a progress approach. Schools and kura continue to be required to set and report on targets for student progress and achievement through their Charters, and we will ensure that our guidance to boards and leaders takes into account the approach developed through Strand 1 once decisions are made.
20. The Integrated Education Data programme will continue to develop the infrastructure for making information available across the system and this would be guided by the

principles for the collection and use of assessment information developed through Strand 2 of the progress work. Consideration will need to be given to:

- a. what progress information will be collected in the shared infrastructure
 - b. accessibility rights
 - c. what assessment and aromatawai information will follow each student to support subsequent stages of learning.
21. We do not propose a specific strand of work with experts or stakeholders on how system performance can be understood, and what information will be used for national level decision making and stewardship of our national curricula. We propose to prepare advice for you on this later in 2018, so that we can take into account the outcomes of the strands of work above and work underway in your wider strategic reform programme. In particular, possible priorities for a Statement of National Education and Learning Priorities may signal areas where there is a need to extend the National Monitoring Study of Student Achievement to provide additional insights, as one option for improving the information available for understanding system performance.

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Strand 1: Understanding progress and achievement across the school curricula up to year 10 (level 5 of the curricula)

23. This is the main strand of work for strengthening capability in the system to use the curricula to understand and support all students' progress and achievement across the curricula, including in the key capabilities for success in life, learning and work. There is a need to support teachers, leaders and boards as they transition from Ngā Whanaketanga Rumaki Māori and National Standards to an approach based on understanding progress across the curricula. This requires a deep understanding of curricula expectations, as well as ways of understanding each student's progress and achievement across the range of curricula outcomes.
24. We propose focusing on tools to support teaching and learning, including supporting the creating and use of good quality assessment and aromatawai information across the curricula. This strand would also consider the use of assessment and aromatawai information within educationally powerful partnership with students, parents and whānau, and within school and kura governance and planning processes to support continuous improvement. Work would build on the good practice already occurring across the system every day as teachers use their observations, professional knowledge, quantitative and qualitative tools to judge the progress students are making in their learning.
25. The work in this strand would provide advice to you on:
- a. common frameworks and tools for understanding progress across each of the curricula for years 1 to 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 with additional needs working long-term within a level of the curricula

- b. providing clarity on the critical learning needed by all students at different stages of their learning journey in an education system that is delivering equity and excellence
 - c. effective information sharing with, and reporting to, students, parents and whānau as part of educationally powerful partnerships
 - d. building data literacy so that there is whole of school and kura 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
 - e. 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.
26. Note that progress in the key capabilities will be integrated into learning across the curricula rather than being considered in isolation, and that the level of granularity of progress may vary across the curricula or at different stages of the pathway, depending on what learning is identified as most critical.
 27. Te Marautanga o Aotearoa is distinct to the Māori medium context. This means that supports for identifying and supporting ākonga progress in their learning context will be different from those in English medium settings to recognise the fundamental place of te reo Māori, tikanga Māori and te ao Māori.
 28. This strand of work recognises that there are existing robust tools that are already being enhanced to support an understanding of progress in the foundational capabilities of mathematics and literacy, te reo matatini and pāngarau, and that progressions are in place for the new Digital Technology & Hangarau Matihiko curriculum, and for food and nutrition. This means that work will focus on what is needed to support and understanding of progress across other areas of the curricula. 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 working 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.
 29. We are continuing to progress the enhancements to the Progress and Consistency Tool (PaCT) and Te Waharoa Ararau (TWA) so they can form part of a more fulsome toolkit for understanding progress across the curricula. PaCT and TWA help schools and kura understand progress in the foundational capabilities of mathematics and literacy, te reo matatini and pāngarau. They also help reduce the administrative burdens associated with monitoring and reporting student progress and achievement. As previously advised, these enhancements will be progressively released over 2018 to 2020 [METIS 1089041 and 1092253 refer]. The provision of these tools doesn't preclude schools and kura using other tools for understanding progress in these learning areas.
 30. Ngā Whanaketanga Rumaki Māori and National Standards National Standards only covered years 1 to 8. While this provided some consistency in the information available to secondary schools when students entered, it did not support coherency in the learning pathway through to NCEA. The work in Strand 1 will cover years 1 to 10 (levels 1-5 of the school curricula). Teaching, learning, aromatawai and assessment in years 11 to 13 are being considered as part of the NCEA Review. The two processes will need to converge in due course. Although early learning is out of scope, representatives from the early learning sector will be involved to support coherency across the education pathway.

Engagement approach

31. We propose establishing a Progress Across the Curricula Advisory Group (Advisory Group) to help the Ministry identify the needs of kaiako, teachers, students, parents and whānau, leaders and boards. They will provide advice on possible approaches for understand progress and achievement, and identifying and responding to children's learning needs, drawing on the good practices already occurring across the system. A draft terms of reference for the Advisory Group is provided in Annex 2, including possible membership.
32. In addition to the Advisory Group, we propose inviting stakeholders from across the education pathway to form a Reference Group, which will provide advice on the issues identified as within the scope of this work. We would seek representatives for this group from peak bodies and other stakeholder bodies who have specific experience and expertise, alongside the ability to speak on behalf of their group. The Reference Group would specifically contribute to:
 - a. an assessment and aromatawai approach that better acknowledges each child's progress in relation to expected milestones, including input into the work of the Advisory Group
 - b. strengthening the capacity and capability of the education profession, including their data literacy as part of disciplined teaching as inquiry
 - c. management of change as new and existing tools and supports are developed and implemented, including communication and engagement with a wide range of stakeholder groups (how, who, when)
 - d. ensuring the approach will meet the information needs of students, parents and whānau, and school and kura boards.
33. Following the initial work of the Advisory Group and Reference Group, we propose to engage more broadly with the sector, students, parents, whānau and iwi. This would enable us to reach a broad range of teaching practitioners, and hear the diverse perspectives and experiences of students, parents and whānau. We would also engage with the Summit Touchstone Group to ensure alignment with values, vision and principles arising from the Summit conversations. Critical to success of this approach is effective implementation, so work with the sector would also identify how leaders and teachers can best be supported to enable this.
34. The previous Government had decided to embed a focus on progress across the system. To help the approach designed through this process endure, we recommend that you agree that the Ministry and the Advisory Group engage with Hon Nikki Kaye and David Seymour as key members of Parliament in opposition in relation to the education portfolio, and keep them informed as work progresses.
35. Key processes and outputs:

1	Understanding progress and achievement across the school curricula	From March 2018, the Ministry and the Advisory Group, in consultation with stakeholders, would identify the high level issues and test design of an assessment system that better acknowledge each child's progress in the relation to expected milestones.
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2	Proposals for discussion	In late April, a proposal for a progress based approach would be developed with contributions from the Advisory Group and the Reference Group.
3	Wider consultation	From May, the Ministry would hold wider engagement on the progress approach through a range of formats such as workshops and surveys. The Ministry of Education would also engage with focus groups to capture the diverse voices of children and young people, as well as their families and whānau.
5	Recommendations	In late July, the Ministry would produce a report from its consultation processes which summarises what has been heard from New Zealanders about the new approach. In September, with contributions from the Advisory Group, and Reference Group, the Ministry of Education would prepare advice for your consideration and support your report back to Cabinet.
6	Implementation	<p>Any Cabinet decisions would be progressed for implementation in the 2019 school year, along with beginning development of any supporting tools.</p> <p>At the beginning of 2019 we expect that there would be:</p> <ul style="list-style-type: none"> • an overarching framework for understanding progress across the curricula • guidance issued on putting framework into practice in: teaching, learning and assessment (including existing tools); reporting to students, parents and whānau; school planning and governance • clarity on how gaps in the toolkit will be filled and when, and what to do in the interim • principles for the collection and use of assessment information (from Strand 2 work). <p>Implementation supports would include professional learning and development (PLD) as well as support from the Ministry's regional offices. Depending on decisions made and available funding, any new tool development and roll out, including PLD, would happen progressively from 2019.</p> <p>A key aspect of this work would be strengthening data literacy across the system so that information on students' progress and achievement is used effectively to improve outcomes for all students.</p>

Strand 2: Principles for the collection and use of assessment and aromatawai information in schooling

36. 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 performance, or to create targets that put pressure on schools and kura to lift results in ways that could harm student outcomes. However, a common framework or tool for understanding progress at a student or school and kura level is critical to understanding student progress and

the system's ability to effectively address equity issues – both to identify challenges, and to evaluate the effectiveness of actions intended to drive improvement. 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 would be reduced. It is important that concerns are acknowledged and addressed, but they should not stop the development and use of tools and supports that can enable more responsive teaching and an improvement focus across the system that is based on good evidence about impacts on student outcomes.

37. There is also sometimes a lack of trust in the quality of each other's assessment information between schools/kura. This can lead to reassessment as students move along their education pathway, increasing the assessment 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. The wide engagement proposed in Strand 1 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 information.
38. Strand 2 has been developed to address other concerns that may undermine trust in the quality of assessment information, and to develop trust about the purpose and uses of assessment and aromatawai information. Issuing principles for the collection and use of this information and gaining the support of key sector bodies may provide the necessary conditions for this work to be successful in creating a system that makes good use of trusted assessment information to improve student outcomes.
39. Issuing principles could also help create conditions that would enable use of individual-level assessment and aromatawai information across the system through infrastructure and tools being developed through the Integrated Education Data programme. This could allow trusted information to follow each student along their education pathway, reducing reassessment and enabling teachers to more quickly focus on supporting each student's next learning steps. It could also allow greater value to be gained from assessment information through system-level research and evaluation, including through Statistics New Zealand's Integrated Data Infrastructure to provide insights for the wider social sector.
40. As previously advised [METIS 1089041 refers] engagement with stakeholders suggests that, for kura and schools to provide individual-level assessment and aromatawai information to the Ministry, it is essential that there is:
 - a. transparency over what information the Ministry will collect
 - b. transparency over what purposes that information held will be used for
 - c. robust processes for agreeing changes to what is collected or using existing information for a different purpose.
41. These conditions could be met by developing principles for the collection and use of good quality assessment and aromatawai information across the system and then reflecting these in the data use policy and supporting governance arrangements for the Integrated Education Data programme.
42. We propose to work across the sector to seek agreement on the possible principles. Agreeing principles would have the most impact if there is bipartisan agreement, to provide confidence that the principles will endure. To assist with this, we recommend

that you give us permission to discuss possible principles with Hon Nikki Kaye and David Seymour as key members of Parliament outside of government in relation to the education portfolio, and keep them informed as work progresses.

Ministry position statements on assessment and aromatawai

43. In 2011, the Ministry published a position paper which outlined the vision for assessment. This was the first formal statement of position on assessment since the National Assessment Strategy in 1999. It described what the assessment landscape should look like if assessment is to be used effectively to promote system-wide improvement within, and across, all layers of the schooling system. The paper, supported by national and international research including the 2009 Directions for Assessment in New Zealand report⁴, places assessment firmly at the heart of effective teaching and learning.
44. Rukuhia, Rarangahia, the aromatawai position paper also published in 2011, presents an understanding of aromatawai from a Māori knowledge base. A team of writers and contributors made up of experienced practitioners and leaders with explicit skills, knowledge, and expertise of pedagogy, effective teacher practices, mātauranga Māori, and aromatawai were invited to participate in a series of hui and wānanga in the development of this paper.
45. These papers were written after the introduction of Ngā Whanaketanga Rumaki Māori and National Standards, so they need to be updated to ensure alignment with future decisions about a progress approach. We recommend that work in strand 2 review the statements to ensure they are fit for purpose and reflect developments in assessment and aromatawai practice since they were published in 2011. If principles for the collection and use of assessment and aromatawai information are issued through Strand 2, this review would also need to consider if there is an ongoing need for position statements. The purpose the position statements serve may be sufficiently met through issuing principles, along with the detailed guidance provided as part of a progress approach.

The Progress and Consistency Tool (PaCT)

46. As previously advised (METIS 1092253 refers) there is a risk that NZEI continue to encourage their members to boycott the PaCT due to its association with National Standards. The planned repurposing and enhancements to the PaCT, and the removal of requirements to report information captured to the Ministry of Education, address their stated rationale for their opposition.
47. In May 2018, enhancements to the PaCT will enable it to be used to track progress against the curricula levels and extend coverage to years 9 and 10 (level 5 of the curricula). We have previously advised that PaCT could be renamed and relaunched after it is decoupled from National Standards [METIS 1092253 refers]. To ensure that the necessary trust in the ongoing purpose and use of the PaCT exists, we think the need for a rebranding process should be considered as part of work with the sector in Strand 2 rather than occurring immediately after the May 2018 enhancements.
48. We will preview the May 2018 PaCT enhancements with peak bodies, including NZEI, ahead of their release. This will help us understand whether there are other concerns that need to be addressed as we repurpose PaCT within a progress approach.

⁴ Michael Absolum, Lester Flockton, John Hattie, Rosemary Hipkins, Ian Reid.

Ensuring the schooling system is well-placed to respond to information on student progress

49. Alongside work to build the capability for understanding progress, a deliberate system-wide focus on embedding the characteristics of high quality educational leadership and teaching right across the schooling system will also be needed to support the progress of all students across the curricula. This includes strengthening the capability to design and deliver inclusive and responsive local curriculum which integrate learning in the range of knowledge and capabilities expected by the national curricula, and meet the needs of diverse students.
50. As part of our quality teaching and leadership work programme [METIS 1088992 refers], we will provide advice to you on opportunities to strengthen system supports to embed the characteristics of high quality educational leadership and teaching across the system and better support teachers and leaders to respond effectively to identified gaps in learning or next steps within educationally powerful partnerships with students, parents and whānau. Maori-medium education pathways are highly effective for Māori children and young people if they stay within Māori medium throughout their entire education experience. This highlights the importance of learning from the successful approaches used in Māori-medium education, and embedding them across all pathways.
51. Current national PLD priorities are focussed on particular aspects of the curricula where we want to lift student outcomes (pāngarau/maths, pūtaiao/science, te reo matatini (pānui, tuhituhi, kōrero)/reading and writing and digital fluency). Although the characteristics of high quality educational leadership and teaching are embedded into expectations for accredited PLD providers, this may not draw sufficient attention to the changes needed in everyday teaching practice to better meet the needs of all students and support success across the curricula. We are considering opportunities to better target centrally-funded PLD to the characteristics of high quality educational leadership and teaching evidence suggests will make the biggest difference to addressing the equity gaps, including data literacy for teaching, addressing cultural bias, and designing inclusive and responsive curriculum.
52. We also need the system to better support teachers to respond effectively to identified gaps in learning or next steps within educationally powerful partnerships with students, parents and whānau. Teachers are working within a complex environment, balancing a range of curricula expectations with a diverse range of students and an evolving knowledge base about how best to support student learning. For teachers to operate effectively within this environment they need ongoing mentoring, opportunities to reflect on their practice, and the ability to access and apply the best of our collective knowledge about what works, when and for whom at the point they identify a learning need. Confident and capable leaders that are focussed on leading teaching and learning are critical for lifting teacher capability.
53. Communities of Learning | Kāhui Ako and an ongoing focus on developing quality leaders respond to this need, but we also need to give consideration to the effectiveness of broader system supports. For example, the effectiveness of information-sharing infrastructure such as Te Kete Ipurangi (TKI) and how well we are targeting resources to the size and the complexity of the task faced by teachers, leaders and schools. Consideration of these matters will inform further advice to you on the shape of an Education Advisory Service and College of Educational Leadership [METIS 110354 refers], and advice to you on how funding is allocated.
54. The development of an Education Workforce Strategy, which includes an Education Advisory Service and College of Educational Leadership, provides a key vehicle for progressing work to lift the quality of teaching and leadership in partnership with the

sector. You are due to report back to Cabinet in March 2018 on an approach to developing a future-focused Education Workforce Strategy [SWC-18-MIN-0004 refers]. We are preparing advice for you on this.

55. Alongside these initiatives to improve the teaching and learning that happens every day in schools and kura for all students, we need to ensure that students get additional support when they need it to engage and progress in education. Priorities for transforming learning support were discussed with you at a strategy session on 21 February 2018.

Consultation

56. In response to the removal of National Standards and Ngā Whanaketanga Rumaki Māori, NZEI Te Riu Roa and NZPF have suggested that there is no need to 'replace' National Standards and Ngā Whanaketanga Rumaki Māori as there was no need to introduce them in the first place. NZEI Te Riu Roa have called instead for a re-launch of the New Zealand Curriculum and Te Marautanga o Aotearoa, with prioritisation of professional learning for teachers to help them use them effectively. Given indications that The New Zealand Curriculum may not sufficiently describe the important progress steps in learning, a relaunch of the curricula needs to be accompanied by other initiatives to drive the level of improvement in teaching and learning that is needed to achieve equity in outcomes.
57. We have met with NZEI and NZPF to discuss the high level approach described in this paper. They broadly support the work described in Strand 1. They agree with the focus on understanding progress across the broader curricula, and on supporting students, parents, whānau, teachers, schools and kura to better understand and respond to learning progress, including through the use of common frameworks. Despite the approach to assessment information envisaged by the New Zealand Curriculum and the potential value for national-level decision making, there is continued unease about assessment information being provided to the Ministry. The work proposed in Strand 2 provides an opportunity to work through their major concerns and identify ways to mitigate the risks that they see.

Risks

s 9(2)(f)(iv) OIA

58.

59.

- [REDACTED]
60. You have started a national conversation about education, including an Education Summit in early May 2018. The Summit will kick off a broad system strategic conversation about the value of education and the future challenges and opportunities in the education system. It is possible that questions will be raised about whether the right things are being taught and learnt through compulsory education, which would require us to consider whether there are issues with national curricula design and/or implementation. After the Summit we will need to consider whether any changes are needed in the approach being taken to this work and the ensuing regional conversations to better align with the vision that comes out of the Summit.
61. Although we recommend that work on school-level accountability settings is put on hold until after the Review of Tomorrow's Schools, the work under Strand 2 could constrain what changes to accountability settings are possible while maintaining consistency with any principles issued for the use of assessment information. Any constraints from possible principles will be identified in our advice to you on these.

Financial implications

62.

63.

s 9(2)(f)(iv) OIA

Proactive Release

64. It is intended that this Education Report is proactively released as per your expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.
65. We will work with your office on the timing of the proactive release to ensure that it aligns with any communication activities, including the proposed establishment of an Advisory Group.

Annexes

- Annex 1: Overview of work to strengthen capability for understanding progress across the curricula (A3)
- Annex 2: [REDACTED]

Out of scope of the release