



Report: Bilateral Preparation – Māori Education

To:	Hon Erica Stanford, Minister of Education		
Date:	17/02/2025	Deadline:	18/02/2025
Security Level:	Budget Sensitive	Priority:	High
From:	Mere-Hēni Simcock-Rēweti	Phone:	
Drafter:	Sara Hewson Kirvil Searancke	METIS No:	1342757

Why are we sending this to you?

- You have requested information and advice to help prepare for your upcoming bilateral meeting with the Minister of Finance on 6 March.
- This report covers the Māori Education savings, and re-investment initiatives. You have asked for a detailed breakdown of the investment initiatives, and advice on the reprioritisation of Resource Teacher Māori.

What action do we need, by when?

- Officials will meet with you to discuss the Māori education savings and re-investment initiatives as part of your bilateral preparation on Tuesday, 18 February.

Alignment with Government priorities

1. This report aligns with the Government's Budget priorities to:
 - Deliver more efficient, effective and responsive public services to all who need and use them – in particular, to improve educational achievement; and
 - Get the Government's books back in order and restore discipline to public spending.
2. The proposed Māori Education re-investment package aligns with your priorities for lifting achievement and attendance outcomes for Māori learners as outlined in your Māori Education Action Plan¹.

Background

3. Your bilateral meeting with the Minister of Finance has been scheduled for Thursday 6 March. To help prepare, we have scheduled a series of meetings with you to discuss significant Budget issues. This is the advice for the Māori Education meeting on Tuesday 18 February.
4. You asked us to develop a Māori education package for Budget 25 in alignment with priority areas identified in the Māori Education Action Plan and wider Government targets to lift achievement and attendance. This was submitted to Treasury in your medium and high package options. At a total cost of \$36.136 million over the forecast period, the package includes:
 - Te Reo Māori Training for Teachers,
 - Provision of Specialist Māori Education Workforce in Science, Technology, Engineering and Mathematics (STEM) subjects, and
 - Literacy Resources to address the gaps in 9(2)(f)(iv)
5. The package is funded directly by the Māori Education savings initiative, which includes:
 - Disestablishing the Wharekura Expert Teachers programme,
 - Disestablishing 53 Full-Time Teaching Equivalent (FTTE) Resource Teacher Māori (RT Māori) roles from the staffing order; and
 - Re-allocating untagged funding from the Māori Language Funding to Support Provision and Growth initiative.
6. Though these initiatives were submitted to Treasury, there are other investment opportunities in the Māori education space you may wish to consider including in your Re-Investment Package ahead of your bilateral.
7. These include:
 - Kōhanga Reo Data Administration Needs, and
 - Curriculum Advisors to support Māori medium (Rumaki and bilingual units), and Kaupapa Māori kura.
8. Inclusion of these initiatives will require re-scoping of the original package. Given the fiscal constraints, some of the proposed initiatives may need to be deprioritised for Budget 25.
9. This paper provides you with a detailed breakdown of the investment options, implementation readiness, advice on the reprioritisation of RT Māori, rationale for the savings options, and analysis of the associated risks.

¹ <https://www.beehive.govt.nz/sites/default/files/2024-12/M%20C4%81ori%20Education%20Action%20Plan.pdf>

Māori Education Re-Investment Package

10. The total of the proposed savings initiatives is \$36.136 million over the forecast period. The Re-Investment Package splits funding across initiatives to fit within this total.
11. Table one shows the funding profile of the Māori Education Re-Investment Package that was submitted to Treasury.

Table one: Māori Education Re-Investment Package as at 22/12/24 (\$m)

Operating expense category	2024/25	2025/26	2026/27	2027/28	2028/29 & outyears	Total
Te reo Māori PLD operating expenses	-	9(2)(f)(iv)				
Specialist Māori Education Workforce	-	2.500	2.500	2.500	2.500	10.000
Literacy resources	-	9(2)(f)(iv)				

12. Options are in development for these initiatives. Some are scalable depending on your preferred options. Table two shows what we currently consider to be the minimum viable option for these initiatives based on indicative costings.
13. The scope of the Literacy Resources initiative has been adjusted to address gaps in te reo matatini (literacy) and te reo Māori STEM resources for years 9-13. To reflect this, the placeholder title of the initiative has been changed to Curriculum Resources. The costings have also been refined.

Table two: Scaled options for Māori Education Re-Investment Package initiatives

initiative	2024/25	2025/26	2026/27	2027/28	2028/29 & outyears	Total
Te Reo Māori Training for Teachers	-	9(2)(f)(iv)				
Specialist Māori Education Workforce	-	1.600	1.600	1.600	1.600	6.400
Curriculum resources	-	9(2)(f)(iv)				

14. Table three shows our indicative costings for the two additional proposals.

Table three: additional initiatives you may wish to include in your Māori Education Package

initiative	2024/25	2025/26	2026/27	2027/28	2028/29 & outyears	Total
Kōhanga Reo Data Administration Needs	-	9(2)(f)(iv)				
Curriculum Advisors in Rumaki and Rua Reo	-					

15. We require your direction on preferred options of the proposed initiatives. Options are set out below.

Investment and scaling options for each initiative

Te Reo Māori Training for Teachers

16. The development of a te reo Māori training programme for teachers aligns with your commitment in the Māori Education Action Plan to increase availability of te reo Māori education for teachers².
17. Options for a te reo Māori training programme for teachers is in development. You will receive advice on these ahead of the meeting on Tuesday [METIS 1339094 refers].
18. Pending decisions on your preferred option, the Ministry has estimated the cost of this initiative 9(2)(f)(iv) [REDACTED].

Virtual Learning Network, Wharekura and Secondary Māori Education Workforce (Previously Specialist Māori Education Workforce)

There is a critical shortage in the specialist Māori Education teacher workforce

19. New Zealand faces a broader issue of a shortage of qualified STEM teachers which is exacerbated in Kaupapa Māori education (KME), and Māori medium education (MME) pathways due to the dual need for expertise in both the subject matter, and te reo Māori language and cultural proficiency.
20. Many KME and MME learners must transition to mainstream education settings in their senior years of learning, to access specialised subjects like Pūtaiao | Science, Hangarau | Technology/Engineering and Pāngarau | Mathematics, due to the limited number of teachers who can deliver STEM education through te reo Māori in KME and MME settings.
21. 2023 school leaver data reflects that Māori learners predominantly learning in te reo Māori non-participation³ in STEM subjects is much higher than their peers learning in English medium pathways. The exception is in Mathematics and Statistics learning areas, where Māori learner non-participation is higher in English medium, and NCEA level 3 Māori learner attainment in te reo Māori learning pathways is higher than their peers in English medium. This is not surprising as numeracy is a requirement for achieving NCEA and University Entrance qualifications. **Annex 1** provides you with an overview of Māori learner non-participation and Level 3 attainment by total Māori leaver across English medium and te reo Māori language pathways.
22. Lack of access to specialist teachers and STEM subjects in te reo Māori language pathways not only affect the academic attainment of these learners (noting that most teachers in mainstream who receive these learners will have little to no bilingual or biliterate experience), but also the long-term success of immersion and Kaupapa Māori education.

It takes time to attract, train and retain teachers in these positions and an immediate solution is required so the learners in these settings are not negatively impacted by the low teacher supply.

² <https://www.beehive.govt.nz/sites/default/files/2024-12/M%C4%81ori%20Education%20Action%20Plan.pdf>, page 9.

³ **Non-participation** is defined as attempting fewer than 14 credits in the learning area at the stated level or higher, this includes leavers who have not participated in any standards in the learning area. **Participation** in a learning area is defined as attempting standards worth at least 14 credits at the stated level or higher.

23. The proposed initiative presents an innovative solution to address teacher supply challenges in KME and MME pathways for wharekura and secondary in STEM subjects, through the development of a Virtual Learning Network (VLN).
24. The initiative aims to leverage and grow VLN to effectively address these teacher supply challenges in KME and MME wharekura and secondary pathways for STEM education. Embracing virtual learning, facilitated by technologies such as videoconferencing, AI, VR, and adaptive learning tools, is crucial in providing personalised and flexible educational experiences that cater to a diverse wharekura and secondary student population.
25. The VLN investment will:
- Provide funding for teacher time to teach STEM subjects through a VLN network, and
 - Fund the necessary technology access and infrastructure to both schools and learners (where appropriate), ensuring that learners in remote or underserved areas have equal access to these specialised virtual classes.
26. Investing in VLN and tailored virtual teaching approaches for KME and MME wharekura and secondary pathways not only aligns with global digital education trends, but also addresses specific local challenges and aspirations. This initiative is key to meeting our commitments in the Māori Education Action Plan, especially the shared priority with Te Matakahuki⁴ to develop an effective, expanded virtual network that leverages specialist expertise via online teachers.

Investment Options

27. The original full value option invested \$10 million over the forecast period. This figure has been estimated at a costing of \$0.160 million per year. This includes:
- Participant teacher additional salary unit over and above base scale,
 - Host school admin costs, and
 - Departmental resources and overhead (for designing and implementing).
28. Option 1 funds a pilot VLN programme to teach STEM subjects in KME and MME pathways.

Costing for Option 1 – Full Value

2024/25	2025/26	2026/27	2027/28	2028/29 & outyears*	Total
-	2.400	2.400	2.400	2.400	9.600

29. Option 2 funds a smaller pilot VLN programme to teach specialist STEM subjects in KME and MME pathways.

Costing for Option 2 - Scaled

2024/25	2025/26	2026/27	2027/28	2028/29 & outyears*	Total
-	1.600	1.600	1.600	1.600	6.400

30. Pending your decisions on this initiative, officials will provide you with further advice regarding per teacher costings and implementation planning for the VLN.

⁴ Te Matakahuki is a collective of Kaupapa Māori education sector organisations including Te Kōhanga Reo National Trust, Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa and Te Taihū o Ngā Wānanga (the representative body of the three Wānanga).

Curriculum Resources (previously Literacy Resources)

31. In 2017, the Ministry commissioned a gaps analysis that included a stocktake of resources to support KME and MME education pathways and Māori language education in English medium schools. The resulting report identified te reo matatini (literacy) as a key area of need for further resources, including readers. Subsequent research from 2022 to 2024, reinforced the same areas of need.
32. Significant gaps were also identified in resourcing across wāhanga ako (learning areas) and for specific curriculum levels, particularly at senior wharekura and secondary levels. It showed, of the 2,260 resources produced for use in KME and MME settings, there were:
 - 44 resources for curriculum Level 5 (yr 9-10), 47 resources for Level 6 (yr 11), eight resources for Level 7 (yr 12), and 23 resources for curriculum Level 8 (yr 13).
33. The report highlighted a concern in the small number of resources produced to support STEM subjects across all curriculum levels. Of the 2,260 resources produced there were:
 - 99 for Pūtaiao | Science, 41 for Hangarau | Technology, and 260 for Pāngarau | Maths.
34. Budget 2024 invested \$67 million in structured literacy approaches and Rangaranga Reo ā-Tā PLD supports and resources for Years 0-8. Investment also supported interventions to accelerate learners' te reo matatini and literacy learning for Years 0 - 8, aligned to the new Te Reo Rangatira wāhanga ako.

Proposed B25 curriculum resources investment.

35. The submitted option for this initiative was to invest in literacy resources to address gaps in 9(2)(f)(iv). However, there is a greater gap in literacy and STEM resources for years 9-13. The investment proposal below reflects this.
36. Although this initiative could hypothetically be scaled by purchasing fewer resources, we do not recommend this as it will only prolong the time it takes to address the gap in resources.
37. To address the resourcing gaps in literacy and STEM areas in wharekura, this initiative provides funding to:
 - Purchase 9(2) commercial literacy texts, and 9(1) commercial STEM texts per year for each of the 181 Wharekura 9(2)(f)(iv).
 - Develop accompanying teacher support materials appropriate for years 9-13, to continue to strengthen learners' te reo matatini, and achievement of NCEA corequisites and NCEA Levels 1, 2, and 3.
 - Update existing te reo matatini resources and supports to align to the wāhanga ako for Years 9 – 13.
 - Develop accompanying teacher support materials for Pūtaiao, Hangarau, and Pāngarau years 9-13, to ensure there are appropriate resources to teach STEM subjects at NCEA Levels, 1, 2, and 3.
38. Resources will be relevant and appropriate for each curriculum area, clear and easy to use, visually engaging, up to date, and levelled correctly so that it is easy to see the progressions, and teachers can easily identify where learners are at in their learning, and where they need to go next.
39. Investment in Pūtaiao, Hangarau and Pāngarau resources also supports the proposed Māori education workforce initiative, ensuring learners accessing VLN teaching in STEM subjects have access to the most up to date and fit for purpose curriculum materials in these learning areas

Kōhanga Reo Data Administration Needs

40. The Kōhanga Reo Data Administration Needs initiative is currently included in your high package, at MVO level.

41. This initiative provides scaled funding to Te Kōhanga Reo National Trust for administrative and HR support staff, and to support maintenance and improvement of related ICT systems. The Trust has had a fixed-term centralised administrative team in place, but Government funding for these roles was time-limited and ended in November 2024. Having these staff in place significantly improves the accuracy and timeliness of data submitted to the Ministry for funding and reporting purposes.
42. 9(2)(f)(iv)
43. 9(2)(f)(iv)

Curriculum Advisors in Māori Medium (Rumaki, Bilingual Units) and Kaupapa Māori

44. This is a new proposal which would provide a Curriculum Advisory Service specifically servicing Māori Medium (Rumaki, Bilingual Units) and Kaupapa Māori kura.

The case for additional Curriculum Advisors

45. Of the current 63 filled permanent Curriculum Advisor roles (of 82 positions), we estimate that 8 have the expertise to work in KME and MME settings. There are also 10 filled temporary roles for Senior Secondary (of 15 positions), of which 1 has the required expertise. There are four regions that have no Curriculum Advisors with expertise to work in KME and MME.
46. This initiative contributes to addressing this gap by providing additional curriculum advisors from 2026 to work with schools and kura who use Te Marautanga o Aotearoa, to implement the knowledge-rich curriculum and to strengthen effective and evidence-based teaching of Te Reo Rangatira and Pāngarau.
47. This supports the foundational learning students need and will contribute to reaching the goal of 80% of young people meeting or exceeding the expected curriculum levels by Year 8 in 2030.
48. There is a significant amount of change being required of kura and schools with:
 - The implementation of Rangaranga Reo ā-Tā (structured approaches to te reo matatini) and Poutama Pāngarau (mastery approaches to support Pāngarau), including new PLD opportunities and resources.
 - The development of the Make it Count maths action plan and the distribution of Maths and Pāngarau resources across the nation.
 - The release of the new English, Mathematics and Statistics learning areas and Te Reo Rangatira and Pāngarau wāhanga ako.
 - Services being put in place to provide curriculum leadership and expertise to support change in teacher practice and the fidelity of implementation.
49. This initiative would build on the current provision and allow intensive support to improve teaching and curriculum delivery to be directed to schools and kura who use Te Marautanga o Aotearoa, where data and evidence shows it is most needed. These additional curriculum advisors will be part of stronger national support for curriculum, assessment and aromatawai to increase equitable outcomes across the sectors.
50. While the Ministry provides specialist literacy staff in English medium schools as a tier 2 intervention, there is no current equivalent in Kaupapa Māori and Māori medium education. These additional roles may partially mitigate this for schools and kura.
51. Officials will work with Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa and Ngā Kura ā Iwi to confirm how this resource will support kura in their pathways.

Costing for Option 2 – additional 7 FTE

\$m	2024/25	2025/26	2026/27	2027/28	2028/29 & outyears*	Total
Opex	-	0.874	1.302	1.322	1.334	4.832
Capex	-	0.112	-	-	-	0.112

52. The Ministry provides specialist literacy staff in English medium schools as a tier 2 intervention. This service has been temporarily increased to 317 FTTE for the 2025 school year and will revert to 271 FTTE from 2026 onwards. We expect increasing demand for this service from schools, which we will not be able to meet from current funding.
53. This service does not have an equivalent in Kaupapa Māori and Māori medium education. The proposed additional curriculum advisors may partially mitigate this for schools and kura – although demand for advisors is likely to continue to exceed supply. Further supports (and additional funding) will likely be needed to provide tier 2 literacy intervention to Kaupapa Māori and Māori medium settings at an equitable level.

Māori Education Savings Initiatives

54. The Government has committed to a wide-ranging education work programme to lift achievement outcomes and close the equity gap for all learners. However, we are operating in a tight fiscal environment. This means trade-offs and reprioritisation of existing resource is crucial for delivering on the Government's six education priorities.
55. In line with the priority area in your Māori Education Action Plan¹ to clarify and optimise what we spend on Māori education, and following the Māori Education line by line Budget discussions held in late 2024, officials identified three savings initiatives for your consideration. These were submitted to Treasury in late December 2024. The savings from these initiatives, a total of \$36.136m over four years, would be realised by:
- Disestablishing the Wharekura Expert Teachers programme,
 - Disestablishing 53 Full-Time Teaching Equivalent (FTTE) RT Māori roles from the staffing order, and
 - Re-allocating untagged funding from the Māori Language Funding to Support Provision and Growth initiative.
56. Table four below provides you with a view of the savings over the forecast period:

Table four: proposed savings from Māori education initiatives (\$m)

Initiative	2024/25	2025/26	2026/27	2026/28	2028/29 & outyears*	Total
Wharekura Expert Teachers	-	(0.598)	(1.198)	(1.198)	(1.198)	(4.192)
Resource teacher Māori	-	(0.338)	(3.842)	(5.882)	(5.882)	(15.944)
Māori language funding to Support Provision and Growth	-	(4.000)	(4.000)	(4.000)	(4.000)	(16.000)
Total (\$m)	-	(4.936)	(9.040)	(11.080)	(11.080)	(36.136)

Disestablishing the Wharekura Expert Teachers Programme

57. The Wharekura Expert Teachers initiative was approved by Cabinet in 2000 [CAB (00) M 16/6 (16) refers], at a rate of \$1,198,000.00 (GST exclusive) per financial year. The purpose of this funding is to provide support for wharekura⁵ and schools' delivery of curriculum.
58. To qualify for the funding, wharekura and schools must have learners who are in Years 9 - 15, learning in and through te reo Māori at Level 1 (81 - 100 percent of the time). Wharekura and schools that meet the criteria are provided an equal lump sum of \$17,500.00 (GST exclusive), allocated through the operational grants process. In 2024, 74 wharekura and schools met the criteria, resulting in an oversubscription of the fund. The fund is consistently over prescribed.

Use of the Wharekura Expert Teachers funding is determined by wharekura and schools

59. As funding is paid to wharekura and schools through operational grant funding, there is no requirement to report back to the Ministry on how this funding is utilised. Anecdotally, the Ministry understands that some wharekura utilise the Wharekura Expert Teachers funding for a range of curriculum supports, such as accessing specialists to provide secondary learners with specific knowledge that helps prepare them to participate in NCEA, e.g., microbiologists who are not teachers.

Strengthening use of funding for expert teachers in Māori language education pathways would support Government targets for achievement

60. Reprioritisation of the Wharekura Expert Teachers initiative would realise total savings of \$4.192m. As part of the proposed Māori Education Reinvestment package, the Specialist Māori Education Workforce initiative would provide greater specificity on the use of funding for wharekura to employ specialist teachers in key learning areas such as Pūtaiao | Science, Hangarau | Technology and Pāngarau | Mathematics.
61. This contributes towards your education priority areas of improved teacher training: developing the workforce of the future, and the Government's goal of lifting achievement, improving attendance and teaching the basics brilliantly through targeted investment in growing the teacher workforce where it is required. Further information on the new initiative can be found below.

Māori language Funding to Support Provision and Growth

62. Budget 2022 allocated \$56.649 million over four years into the *Māori Language Education Funding to Support Provision and Growth* initiative. The purpose of this funding is to:
 - Increase operational funding for Kaupapa Māori and Māori medium education to address historic underfunding of the additional costs associated with teaching and learning through te reo Māori. This equates to an increase operations funding via the Māori Language Programme Fund in primary and secondary school operations grants of \$47.299 million over four years.
 - Support the ongoing financial sustainability of Kaupapa Māori and Māori medium providers, and promote the growth of these key education pathways, and
 - Provide targeted funding to progress a targeted work programme providing practical support to strengthen Māori Education pathways.

⁵ Wharekura is a Kura Kaupapa Māori school that is a composite or secondary total immersion school.

63. In previous financial years, this included funding to provide monitoring and evaluation to support the work of Te Pae Roa⁶, focused on the previous Government's work programme of growing Māori medium and Kaupapa Māori education to 30 percent by 2040.
64. Funding was also being held under this initiative to support any further investment required for standing up the Māori Education Ministerial Advisory Group (MAG), engagement with Te Matakahuki to develop a work programme on shared priorities for Kaupapa Māori education as identified in the Māori Education Action Plan [CAB-24-MIN-0461.02 refers], and any agreed Government response to the Waitangi Tribunal report on the WAI 1718 (Kura Kaupapa Māori) claim, *Kei Ahotea Te Aho Matua*⁷, released on 26 July 2024.
65. As part of Budget 24, \$4.092m total operating funding from the Māori language Funding to Support Provision and Growth initiative was reprioritised over four years and outyears (at \$0.8m per financial year).
66. Further untagged funding from the baseline, a total of \$20.360m over four years and outyears taken from increases from the 2025/26 financial year, have not been allocated by the Ministry. This untagged funding has been included as part of the Māori Education Re-Investment Package.
67. There remains sufficient funding within the remainder of the baseline budget for *Māori Language Education Funding to Support Provision and Growth* to achieve the intention of this initiative. There is no direct impact on current contracts or service provision with reprioritisation of this funding.

Disestablishing Resource Teacher Māori roles from the staffing order

68. The current proposal to disestablish the Resource Teacher Māori (RT Māori) service, would remove 53 Full Time Teacher Equivalent (FTTE) positions from the Staffing Order and 1.4 FTTE fixed-term roles would end. 48 of these roles are currently filled. This would realise a total savings of \$20.360m.
69. Originally established at the Itinerant Teachers of Māori in the 1970s, RT Māori service was established in 1986 under the administration of the Ministry. As part of the Tomorrow's Schools reforms in 1989, RT Māori service overview and control was transferred to schools and kura Board of Trustees.
70. There is a long history of research and evaluations into the RT Māori roles with consistent themes across the reviews, noting:
- RT Māori have a much needed role in supporting Māori medium and Kaupapa Māori teachers.
 - There is evidence that some RT Māori have a positive influence on learner outcomes through the work they do, e.g., in supporting teachers with applying second language acquisition pedagogy.
71. However, there is long standing variability in the quality and consistency of RT Māori practice and management arrangements⁸. This variance is largely due to the lack of infrastructure, including national coordination of the service, insufficient information or guidelines for RT Māori, base schools and principals or cluster schools⁶.
72. **Annex 2** provides you with further information about the most recent reviews and work programmes undertaken to rescope the RT Māori roles.

The case for reprioritisation

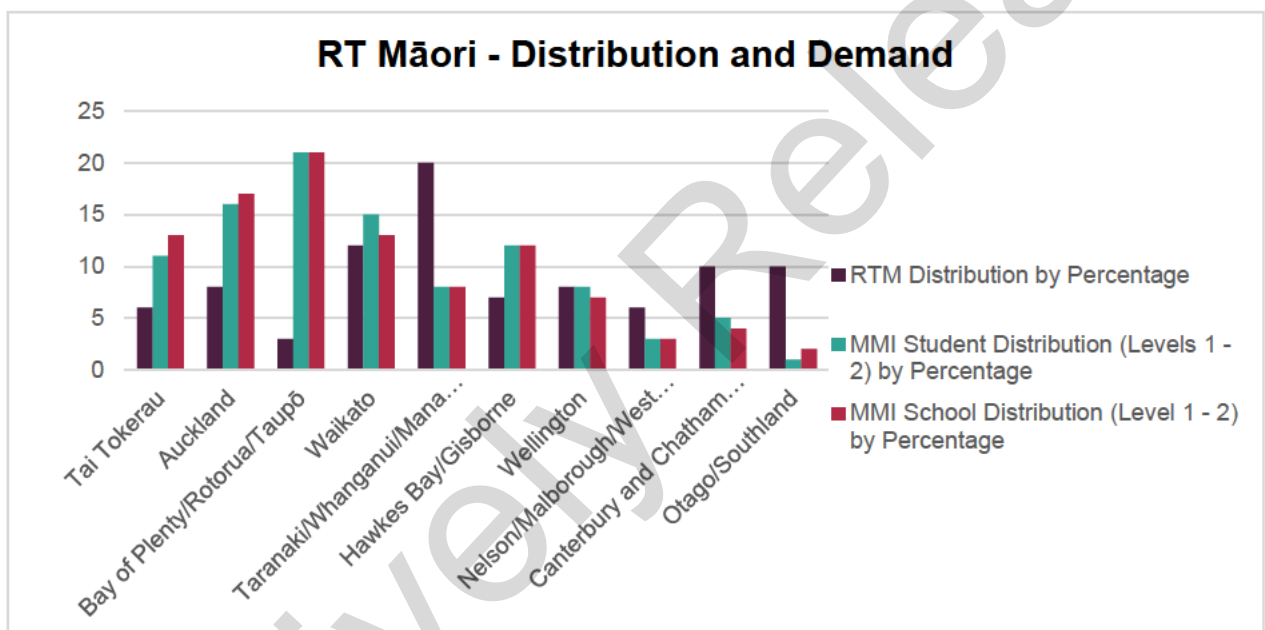
⁶ Te Pae Roa was a Ministerial Advisory Group appointed by Cabinet in December 2021 [APH-21-MIN-0287] tasked with supporting the former Government's work programme of growing the number of learners in Kaupapa Māori and Māori medium education pathways.

⁷ 'Kei Ahotea Te Aho Matua' translates to 'lest Te Aho Matua be burdened by distress'.

⁸ Education Review Office. (2008). *Evaluation of the Resource Teacher: Māori Service*.

73. The issues identified in the 2008 Education Review Office (ERO) evaluation on the Resource Teachers: Māori Service around role clarity and coordination, service quality and variability and consistency across the RT Māori service, are current concerns held by the Ministry.
74. Due to a lack of national coordination, the Ministry has no current view of RT Māori work, outcomes for learners, or effectiveness of their engagements or interventions with the schools and kura they work with.
75. The current distribution of RT Māori roles does not fully meet the needs or distribution of level 1 and 2 immersion schools and kura across the country. An example is there are five RT Māori based in Otago/Southland, three of these roles are in Invercargill. However, there are only five level 1 and 2 schools and kura in this takiwā⁹. Comparatively, there are 42 level 1 and 2 schools and kura in Tai Tokerau, but 3 RT Māori for this takiwā. Table one below provides a view of the distribution of RT Māori roles, compared to percentage of students in Māori medium¹⁰ level 1 and 2 instruction and distribution of level 1 and 2 Māori medium schools and kura by percentage.

Table One – RT Māori Distribution and Demand



76. Previous investment in curriculum supports and resources including structured literacy, Rangaranga Reo-ā-Tā, the refresh of the New Zealand Curriculum and Te Marautanga o Aotearoa, and the Curriculum Advisory Service mean there are now aspects of service duplication with RT Māori.

Next steps for disestablishing the RT Māori roles

77. The timing and process for disestablishing RT Māori roles is determined by teachers' collective agreements. They require that employing Boards are notified of the possibility of a reduction in funding in the following school year by 28 February 2025, as 1 March is a Saturday, and that Boards receive confirmation of the reduction by 1 June 2025. This decision is currently pending Cabinet approval to give notice to consult on reprioritising funding for RT Māori and Resource Teacher Literacy (RT Lit) and to notify the sector.

⁹ <https://www.educationcounts.govt.nz/statistics/maori-language-in-schooling>

¹⁰ The data that the Ministry collects and produces does not differentiate between Māori Medium and Kaupapa Māori education.

78. RT Māori whose roles are affected will have those roles disestablished by their employing Board, with effect from the start of the following school year i.e. notification in 2025; disestablishment from the start of school year 2026. Salary payments would end at the start of the 2026 school year, but surplus staffing costs would fall in 2026.
79. Pending Cabinet approval, the Ministry would need to follow the below timeline to implement these changes [METIS 1342122 refers].

Date	Milestone
March 2025	The Ministry informs employing school boards by 28 February of the intent to remove RT Lit and RTM roles from the start of 2026.
May 2025	Initial advice and engagement with PCO to draft the Education (2026 School Staffing) Order.
July 2025	The Ministry confirms to school boards the withdrawal of funding for these roles from the start of 2026. Draft 2026 Staffing Order circulated for stakeholder review and feedback (early July). Cabinet paper and draft Staffing Order submitted to Ministers, LEG Committee and Cabinet (late July).
August 2025	2026 Staffing Order published and Gazetted by PCO.
September 2025	2026 Staffing Order comes into force and schools receive notification of their provisional staffing based on its updated provisions.

80. 9(2)(j)
- [Redacted]
- [Redacted]
- [Redacted]

Risks

81. It will be crucial for the funding from the three proposed Māori education savings initiatives to be reinvested directly back into Māori education, especially workforce related initiatives.

9(2)(f)(iv)

[Redacted]

82. 9(2)(f)(iv)
- [Redacted]
- [Redacted] While there are other supports in the system, this will have a distributional impact given the scale of these current services and the number of schools and learners these initiatives reach throughout the country. This is especially a concern for any schools or kura who may be also losing RT Lit resource in addition to RT Māori resource.

83. 9(2)(f)(iv)
- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]

84. The decision to remove 53 FTTE RT Māori roles, while the Re-Investment Package has only scope for 9(Curriculum Advisors (full value) or seven (scaled option), may be met with criticism from the sector around the reduction in front-line staff. RT Māori are employed by kura and school boards, while Curriculum Advisors are employed by the Ministry.

85. Approximately one third of RT Māori roles are based within Kura Kaupapa Māori. It is likely Te Rūnanga Nui and Ngā Kura ā Iwi will not support the decision to disestablish RT Māori roles and may present a risk to your growing relationship with these partners. Officials recommend you engage with Te Rūnanga Nui and Ngā Kura ā Iwi early to discuss implications of this decision for their kura networks. 9(2)(f)(iv)

9(2)(f)(iv)

86.

9(2)(j)

9(2)(h)

87.

9(2)(h)

88.

9(2)(h)

Consultation with Māori Education sector partners on the development of the Māori Education Savings Initiative package

89. Where decisions are made to progress reprioritisation of funding, it is expected that final decisions should be fully informed by a Te Tiriti principles analysis, including engagement/consultation if necessary to ensure interested group's views are known and can be considered before final decisions are made. A risk with the current proposed reprioritisation package is there has been no consultation with sector partners, iwi or Māori about the proposed reprioritisation and reinvestment packages.
90. Although you have met with and discussed your fiscal priorities for the education sector with Māori education partners, the initiatives proposed for reprioritisation and reinvestment in the context of this report have not been specifically discussed¹².
91. You have recently indicated with your Māori Education Ministerial Advisory Group (MAG) that you would like their advice and engagement on the development of the Māori Education Savings Initiative package and the Māori Education Re-Investment package. Your office will be arranging a time for you to meet with the MAG during the week of 17 February 2025 to discuss and get advice from MAG members on the overall Māori Education Budget package.
92. Pending your decisions on reinvestment initiatives proposed within this report, officials will engage with Māori education sector partners on the design and development of initiatives, to ensure these are fit for purpose. Your engagement with organisations like Te Rūnanga Nui and Ngā Kura ā Iwi will also be beneficial to gather feedback for this process.

Mitigations

93. While initiatives proposed in the Re-Investment Package may mitigate some of these concerns, including investment into the Specialist Māori Education Workforce initiative, it still represents a reduction in FTTE count for the sector. Many RT Māori are highly

¹¹ 9(2)(h)

¹² Budget secrecy conventions restricted the Ministry's ability to consult and discuss the packages.

qualified in both teacher and te reo Māori qualifications. As there is a shortage of qualified teachers with te reo Māori capability in education sector, some of the risk around loss of FTTE front-line roles may be mitigated through RT Māori choosing to return to the classroom.

94. The Ministry will continue to provide you with advice and information to support decisions related to the Māori Education savings initiatives and investment decisions. The Ministry is working on a wider Budget communications package and will include sector engagement opportunities to discuss the Māori Education budget package.

Next Steps

95. We will discuss the Māori Education package options with you as part of your bilateral preparation on 18 February.
96. Following your direction on your preferred options, we will provide you with further advice on your Māori Education Package ahead of your bilateral with the Minister of Finance.

Annexes

The following are annexed to this paper:

- Annex 1: 9(2)(f)(iv) [Redacted]
- Annex 2: Resource Teacher Māori Analysis

Recommended Actions

The Ministry of Education recommends you:

- a. **note** that officials will discuss these options with you at the Māori Education Bilateral prep session on Tuesday 18 February

Noted

- b. **agree** to indicate to officials which initiatives you want to include in your Budget 25 Māori Education package

Agree / Disagree

- c. **agree** to consult with your Māori Education Advisory Group on your Māori Education package

Agree / Disagree

Proactive Release:

- d. **agree** that this Budget-Sensitive paper is withheld under OIA section 9(2)(f)(iv) until it can be considered for publication as part of the Budget 25 Proactive release process.

Agree / Disagree



Mere-Hēni Simcock-Rēweti
Hautū | Deputy Secretary
Te Pou Tuarongo

17/02/2025



Hon Erica Stanford
Minister of Education

20/2/2025

Annex 2: Resource Teacher Māori Analysis

Background of Resource Teacher Māori roles

1. Each Resource Teacher Māori (RT Māori) is attached to a 'base' school or kura and is employed by that kura or school's Board of Trustees. In most cases, RT Māori will work with a cluster of schools to support principals and teachers with teaching and learning programmes and te reo matatini support for learners in Year 0 to Year 8, who are undertaking Māori immersion programmes (Levels 1 and 2), and Māori language Levels 3 – 6.
2. Like other resource teacher positions, generally those employed in RT Māori roles are qualified teachers. However, RT Māori have a high-level of proficiency in te reo Māori and a high degree of skill in developing and teaching programmes for Māori language learners.

Previous evaluations completed of the RT Māori service identified limitations and variability of the efficacy of these roles...

3. In September 2008, the Education Review Office (ERO) released the *Evaluation of Resource Teachers: Māori Service* report. While the report highlighted findings of highly effective practice across the network of RT Māori, it also raised issues of the quality and consistency of RT Māori practice.
4. The findings noted that RTMs have a vital and much needed role in supporting Māori medium and Kaupapa Māori teachers. There is considerable evidence that some RT Māori have a positive influence on learner outcomes through the work they do with, particularly in supporting teachers with applying second language acquisition pedagogy. However, the quality and consistency of RT Māori practice varies.
5. The variance was largely found to be due to the lack of infrastructure around the roles. This included examples of poor or no role definition available, limited or no accountability or monitoring mechanisms and a lack of co-ordination or system leadership, all of which limits the effectiveness of the RT Māori service¹³. Activities undertaken by some RT Māori, including attending iwi-specific hui or developing iwi documents or resources, meant there was limited ability to understand or evidence impact on learners' achievement or educational outcomes¹⁴.
6. ERO's recommendations for the Ministry to consider sought to address common themes heard across the sector that contributed towards the variance in practice, accountability and outcomes, including:
 - Clarifying and being more explicit about the roles and expectations of the RT Māori,
 - Provide guidelines to RT Māori 'base' schools and kura to clarify appointments, performance appraisals, management and induction processes, and RTM working conditions, and
 - Establishing a national coordination role and to provide PLD to increase effectiveness.

Further reports, analysis and work was undertaken to redevelop the RT Māori roles...

7. The Ministry, in accepting ERO's recommendations, commissioned further work to inform the future of the RT Māori service and options for a work programme to strengthen the RT Māori service.

¹³ Resource Teacher Service Work Programme Report on the Regional Scoping Exercise, June 2012.

¹⁴ Education Review Office. (2008). *Evaluation of the Resource Teacher: Māori Service*.

8. **In December 2011**, the Ministry surveyed RT Māori to help identify the knowledge and skill-base of the current service. 51 of the 53 RT Māori in role at the time replied to the survey. The key findings of the survey noted:
- An ageing workforce – approximately 75% of respondents at the time were aged 50 years and over, almost all were qualified and registered teachers, with experience in teaching and/or te reo Māori, or teaching experience in English medium. Many had experience as senior leaders or principals.
 - The survey did not ask RT Māori to self-identify their level of te reo Māori proficiency.
 - RT Māori self-identified their strengths as te reo Māori support for teachers, relationship building and management, Māori medium and Kaupapa Māori programme support, and professional practice.
 - At the time, 26% of RT Māori stated they had “no skills or knowledge” of the New Zealand Curriculum and only a minority reported having high-level skills and understand of Te Marautanga o Aotearoa.
9. **In June 2012**, the Ministry commissioned Kāhui Tautoko Consulting Limited to complete a scoping exercise to gather information from five regions (Bay of Plenty, Hawkes Bay, Taranaki/Whanganui, Waikato and the Lower South Island), about the RT Māori service.
10. Face to face interviews were held with schools, iwi and whānau members and the RT Māori. The findings and recommendations from the scoping exercise were consistent with previous reviews completed, noting the variance in practice and the need for better structure, communication, effective management, centralised coordination and PLD.
11. The scoping report also identified several areas in which RT Māori effort and attention could add significant value to the quality of education delivered through Māori medium and Kaupapa Māori education pathways:
- Implementation of Te Marautanga o Aotearoa,
 - Sharpened focus on literacy and numeracy in Years 1 – 8,
 - Use of Ngā Whanaketanga Rumaki Māori¹⁵, and
 - Increasing use of technology.
12. **In 2012** the Ministry seconded two RT Māori for 18 months to develop *Matarau – A Report on the Re-Design of the Teacher Support Service for Māori Medium*, that was presented back to the Ministry with recommendations to action. This work was supported and informed by a sector advisory group, Te Ohu Matarau, who worked alongside the two RT Māori.
13. The *Matarau* report provided eight recommendations and proposed a two-stage implementation process, including:
- Establishing a larger service of 65 Matarau (new RT Māori) positions (53 RT Māori and 12 unfilled RT Lit Māori positions), be established as a teacher support service for Levels 1 and 2 immersion settings at Years 1 – 8,
 - Re-defining the role of the Matarau to strengthen learning and teaching practice through sound language acquisition, curriculum delivery and teaching pedagogy derived from a Māori world view,
 - The development of a mandatory training programme specifically for the Matarau positions,

¹⁵ Ngā Whanaketanga Rumaki Māori was designed to let whānau, teachers and children know where they were at with their learning in Te Reo Matatini and Pāngarau. This was revoked in December 2017.
<https://tmoa.tki.org.nz/content/download/2168/16702/file/year>.

- The establishment of a national and regional management structure, including a designated Ministry resource for the Matarau service,
- Te Ohu Matarau maintaining oversight of the transition from the RTM to the Matarau service,
- Further consideration being given to professional support for teachers at Levels 3 and 4 immersion, and te reo Māori in English medium schools.

14. [REDACTED] 9(2)(f) [REDACTED]
[REDACTED] (iv)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

15. In **August 2014**, the former Secretary for Education directed the Ministry to redesign the RT Māori service. Records reflect that officials worked with the National Association of Resource Teachers and Advisors Māori (NARTAM) and Te Ohu Matarau on this programme of work.

16. In **October 2016**, the work programme to redesign the RT Māori roles was deprioritised due to the substantive body of work underway to redesign the education system.

However, to this day, there remains a lack of clarity and understanding of the RT Māori roles.

17. While the Ministry has not commissioned any further reviews or resumed redesign work with Te Ohu Matarau or NARTAM, anecdotal evidence notes the issues with the lack of RT Māori role clarity and coordination, service quality, variability and consistency across the service identified in the 2008 ERO report remain current.

¹⁶ [REDACTED] 9(2)(f)(iv) [REDACTED]