



**Te Tāhuhu o  
te Mātauranga**  
Ministry of Education

## Education Report: Approval to undertake pre-Budget targeted communication on Kāhui Ako, Resource Teachers: Literacy and Resource Teachers: Māori decisions

To:	Hon Erica Stanford, Minister of Education		
Date:	14 May 2025	Deadline:	15 May 2025
Security Level:	Budget Sensitive	Priority:	High
From:	Anna Welanyk – Hautū   Deputy Secretary, Education Workforce	Phone:	9(2)(a) [REDACTED]
Drafter:	Sarah Martin	METIS No:	1347213

### Why are we sending this to you?

- Your decision to reprioritise funding for Kāhui Ako, Resource Teachers: Literacy and Resource Teachers: Māori [CAB-25-MIN-0126.23 refers] will be announced as part of Budget 25.
- This paper recommends you seek approval from the Minister of Finance to undertake pre-Budget communication of these decisions to key stakeholders in the sector to support implementation.

### What action do we need, by when?

- If you agree with the recommendation to undertake targeted pre-Budget communication of these decisions you will need to seek the approval to do so from the Minister of Finance by 15 May 2025

### Key facts, issues and questions

- This paper provides you information for early engagement with key stakeholders, and communication required with the Minister of Finance.

## Alignment with Government priorities

- The decisions to reprioritise funding for Resource Teachers: Literacy (RT Literacy), Resource Teachers: Māori (RT Māori) and Kāhui Ako will support the Government's Budget priorities to:
  - advance the multi-tiered and strategic investment approach towards lifting achievement outcomes and closing the equity gap for all New Zealand learners;
  - contribute to the Government's priorities to restore discipline to public spending by focusing investment into areas that will provide the best value in achieving system objectives.

- b. In addition, the decision to reprioritise RT Māori funding supports the Māori Education Action Plan action of clarifying and optimising what we spend on Māori Education. It also supports delivery of the Government's targets to lift student achievement and attendance.

## Background

### *Implementation of decisions*

- c. On 14 April 2025, following consultation with the sector, you have decided to reinvest the RT Literacy and RT Māori programmes into other education initiatives [METIS 1345205 refers]. You have also decided to disestablish Kāhui Ako [CAB-25-MIN-0126.23] with savings to be reinvested in learning support priorities [CAB-25-MIN-0126.23. Initiative No: 16595].
- d. These decisions will be publicly communicated as part of Budget 2025 announcements. Through this paper we are seeking approval for a limited targeted communication of the decisions to key stakeholders in advance of Budget day announcements.
- e. The decisions collectively affect:
  - c. 127 schools/kura that employ RT Literacy and RT Māori. Of the total schools/kura, 84 employ RT Literacy only, 40 employ RT Māori only, and three employ both RT Literacy and RT Māori. Of these three, none are Kaupapa Māori kura.
  - d. More than 4,300 teachers and 350 principals hold Kāhui Ako roles, across 220 Kāhui Ako. These 220 Kāhui Ako are made up of 1,958 schools, 1,506 early learning services and 11 tertiary providers.
- f. The decision also impacts current contracts/arrangements with the following groups:
  - e. Resource Teachers: Literacy Association
  - f. New Zealand School Boards Association (NZSBA) [Te Whakarōputanga Kaitiaki Kura o Aotearoa]
  - g. The New Appointments National Panel (NANP).

### *Convention on budget secrecy*

- g. The long-standing convention of Budget secrecy requires Budget-related information to remain confidential during its preparation. It prevents early disclosure ahead of announcements in the House. However, the Minister of Finance can grant a limited waiver where embargoed briefings can be provided as part of the lock-up phase earlier that day.
- h. This paper proposes early communication to a limited number of key stakeholders to support urgent communication of the decisions to affected staff and the standing up of advisory services to support the sector following the announcement.
- i. If you agree that Ministry of Education (the Ministry) officials should provide early information on a confidential basis, you will need to engage with the Minister of Finance and seek a limited waiver of Budget secrecy requirements.

## Pre-Budget communication to specific groups

- j. A summary of the proposed early communication actions is shown in the table below.
- k. If you agree to the proposed engagement, we will work with your office regarding arrangements to brief stakeholders, and whether you would prefer Ministry officials to do



this. Pending your decision, we will provide you with material to support you in these meetings.

- I. The detailed rationale for early communication with these stakeholders is found in Annex One, and the detailed runsheet for discussions with stakeholders is found in Annex Two.

Stakeholder	Reason for early communication	When	How communication will occur
NZSBA	<p>Enable NZSBA as the first point of contact for schools and boards to be adequately prepared to manage queries once Budget announcements are made</p> <p>Enable NZSBA to establish a surge team to manage queries from schools and boards</p> <p>Enable NZSBA to update materials and prepare website content</p>	<b>At least 1 day in advance of announcement to set up a response team to support sector enquiries.</b>	<p>Phone call from Hautū Anna Welanyk</p> <p>Planning meeting with the Programme Team</p> <p>Followed by provision of</p> <ul style="list-style-type: none"> <li>• Infosheet - what is changing and why</li> <li>• Guidance material about implementing the changes</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul>
Chair of National Association Resource Teacher Advisory Māori (NARTAM)	<p>Enable you to position decisions in the context of your wider priorities in the Budget 25 package, including the suite of new and additional frontline supports for schools and students etc.</p> <p>Help manage concerns expressed during consultation about reduction in frontline supports for schools and students</p> <p>Enable you to point towards opportunities for this expertise to be retained in the system.</p>	<p>Day of announcement – 1.5 hours (TBC 12:30pm)</p> <p>Budget lock up</p>	<ul style="list-style-type: none"> <li>• Embargoed in person briefing with the Minister accompanied by Ministry officials,</li> </ul> <p>Or</p> <ul style="list-style-type: none"> <li>• A Teams or phone call with Chair NARTAM accompanied by Ministry officials</li> </ul> <p>Or</p> <ul style="list-style-type: none"> <li>• Embargoed briefing led by Ministry Hautū Mere-Hēni Simcock-Rēweti (RT Māori)</li> </ul>

Stakeholder	Reason for early communication	When	How communication will occur
Chair of Resource Teachers: Literacy Association	<p>Enable you to position decisions in the context of your wider priorities in the Budget 25 package, including the suite of new and additional frontline supports for schools and students etc.</p> <p>Help manage concerns expressed during consultation about reduction in frontline supports for schools and students</p> <p>Enable you to point towards opportunities for this expertise to be retained in the system</p>	<p>Day of announcement – 1.5 hours (TBC 12:30pm)</p> <p>Budget lock up</p>	<ul style="list-style-type: none"> <li>• Embargoed in person briefing with the Minister accompanied by Ministry officials,</li> </ul> <p>Or</p> <ul style="list-style-type: none"> <li>• A Teams or phone call Chair RT Literacy Association, accompanied by Ministry officials,</li> </ul> <p>Or</p> <ul style="list-style-type: none"> <li>• Embargoed briefing led by Ministry Hautū Pauline Cleaver (RT Literacy)</li> </ul>
New Zealand Education Institute (NZEI) and New Zealand Post Primary Teacher association (PPTA)	<p>Both unions have members who will be affected (role and remuneration) by the announcement.</p> <p>Early notification will enable them to be prepared for enquires that will follow the announcement.</p>	<p>Day of announcement – 30 minutes (TBC 1.30pm)</p>	<ul style="list-style-type: none"> <li>• Phone call from Secretary for Education Ellen McGregor/Hautū Anna Welanyk (TBC)</li> </ul>

## Next steps

- m. If you agree with the recommendation in this paper you will need to seek the approval of the Minister of Finance to undertake targeted communication of Budget decisions in advance of Budget Day.
- n. Due to time constraints, we recommend this is done by email and with a decision before the 16<sup>th</sup> May 2025. A draft email attached as Annex 3.

## Recommended Actions

The Ministry of Education recommends you:

- a. **Note** the proposed approach and rationale for seeking to undertake early communication of Budget decisions and the associated risks.

Noted



- b. **Agree**, subject to further decisions from the Minister of Finance, to undertake early engagement on these decisions with NZSBA, RT Lit Association and NARTAM as outlined in this report.

Agree / Disagree

- c. **Agree**, subject to further decisions from the Minister of Finance, to undertake early engagement on these decisions with NZEI and PPTA as outlined in this report

Agree / Disagree

- d. **Agree** to send the attached email to the Minister of Finance seeking approval of a limited waiver of the Budget secrecy requirement to allow you and Ministry officials to provide early information on a confidential basis (draft email attached in Annex 3).

Agree / Disagree



Anna Welanyk  
Hautū | Deputy Secretary  
Education Workforce

14/05/2025



Hon Erica Stanford  
Minister of Education

14/5/25



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

15/05/2025



Pauline Cleaver  
Acting Hautū | Deputy Secretary  
Te Poutāhū | Curriculum Centre

15/05/2025

## Annexes

The following are annexed to this paper.

Annex 1 – Scope and rationale for early engagement

Annex 2 - RT Literacy, RT Māori and Kāhui Ako changes – Sequencing of discussions with stakeholders.

Annex 3 – Draft email to Minister of Finance **Annex 3 withheld in full under section 9(2)(f)(iv)**



## **Annex 1 - Scope and rationale for early engagement**

### **New Zealand School Boards Association (NZSBA) [Te Whakarōputanga Kaitiaki Kura o Aotearoa].**

- 1 We are seeking early engagement with NZSBA. The Ministry works closely with NZSBA as a trusted service delivery partner, ensuring that School Boards receive the necessary support to implement policy changes and manage transitions, such as disestablishment decisions.
- 2 We are proposing to provide NZSBA with the following communication products at least one day before the Budget announcements:
  - a. Key messages/talking points
  - b. Q and As
  - c. Infosheets about what is changing and why
  - d. Guidance material about implementing the changes
- 3 This material draws on the strategic approach outlined in the Budget communication pack, in particular the rationale for the decisions, redeployment or other opportunities, along with information needed for School Boards to implement the decisions.
- 4 Providing this content up to a day before Budget announcements, will allow NZSBA as the first point of contact to be adequately prepared to assist School Boards and manage queries once Budget announcements are made. It will enable them to update materials, prepare website content, and establish a surge team to handle inquiries from schools and Boards.
- 5 Other Budget announcements will also impact schools, making it essential that disestablishment-related support is well-prepared and not lost in broader sector discussions.
- 6 While a key risk with early engagement is breach of Budget secrecy protocols, and dissemination of information ahead of announcements, NZSBA is a trusted partner and regularly provided material and engaged early to support implementation of decisions. We will require all NZSBA personnel that will access information about these proposals prior to 22 May 2025 to complete a non-disclosure agreement.

### **National Association of Resource Teachers and Advisors Māori (NARTAM)/ Resource Teachers: Literacy Association**

- 7 We are seeking early engagement with:
  - a. Chair of the National Association of Resource Teachers and Advisors Māori
  - b. Chair of the New Zealand Resource Teachers: Literacy Association
- 8 We are proposing to engage with the Chair of each of these organisations separately on Budget day into a central location as part of the Budget lockdown. We propose to fully briefing the Chair/s separately on the strategic approach outlined in the Budget comms.
- 9 Alternatively, Teams or phone calls can be arranged for you with the Chair of NARTAM and the Chair of the RT Literacy Association on Budget day, timing TBC with your office.
- 10 Early engagement will allow decisions to be positioned in the context of your wider priorities in the Budget 25 package, including the suite of new and additional frontline supports for schools and students. This will help to mitigate concerns that the level of support is being reduced and that funding is being reinvested back into targeted portfolio areas, e.g., Māori Education. It will also enable you to point towards opportunities for this expertise to be retained in the system.

- 11 As referenced in the Report Resource Teachers: Literacy and Resource Teachers: Māori Consultation Feedback [METIS 1345292 refers], the disestablishment of Resource Teacher roles presents several risks that require careful management. 9(2)(f)(iv)
- 12 This engagement is a first step to better managing implementation, including working with these groups to help them understand employment options and potential redeployment pathways, It will also support consistent messaging, 9(2)(h)
- 13 In relation to the Associations, this could be minimised by providing the information as part of the Budget lock-up.

**New Zealand Education Institute (NZEI) and New Zealand Post Primary Teacher association (PPTA)**

- 14 We are seeking early engagement with National Secretary of NZEI and President of PPTA to provide an early indication of the disestablishment of Kāhui Ako, Resource Teachers Literacy and Resource Teachers Māori. Both unions have members who will be affected (role and remuneration) by the announcement.
- a. More than 4,300 teachers and 350 principals hold Kāhui Ako roles, across 220 Kāhui Ako. These 220 Kāhui Ako are made up of 1958 schools, 1506 early learning services and 11 tertiary providers.
- b. Nationally, there are 121 Resource Teacher: Literacy (with 110 RT Lit roles currently filled) and 53 FTTE Resource Teacher: Māori roles.
- 15 Early notification will enable these unions to be prepared for enquires that will follow the Budget announcement. This high-level heads up of the decisions and timing would be a precursor to the necessary engagement required to work through our obligations in regards to the change processes.
- 16 It is also a first step to better managing implementation, including working with these groups to help them understand employment options and potential redeployment pathways, and use of reinvested funding upfront.



## Annex 2 – RT Literacy, RT Māori and Kāhui Ako changes – Sequencing of discussions with stakeholders

**Assumption: Budget information is public from 2pm on 22 May, early engagement has been approved as follows**

Stakeholder	Timing	Engagement Lead	Scope of engagement
Targeted engagement with critical delivery partners			
1 day before Budget 25 announcement (22 May)			
NZSBA	At least one day before the Budget announcement	Hautū Anna Welanyk <ul style="list-style-type: none"> <li>• Phone call</li> </ul>	Embargoed discussion on preparing to support the sector with implementing the decisions Rationale of the decisions and strategic approach to reinvestment Planning and engagement with the Programme Team Followed by provision of <ul style="list-style-type: none"> <li>• Infosheet - what is changing and why</li> <li>• Guidance material about implementing the changes</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul>
Targeted engagement in relation to changes to RT Lit and RT Māori			
Day of Budget 25 announcement (22 May) - Budget lock-up			

Stakeholder	Timing	Engagement Lead	Scope of engagement
NARTAM (Chair)	Day of announcement – 1.5 hours (TBC 12:30pm) <b>Budget lock up</b>	Embargoed in person briefing with the Minister accompanied by Ministry officials <i>Or</i> • A Teams or phone call with NARTAM accompanied by Ministry officials <i>Or</i> Embargoed briefing led by Ministry Hautū Mere-Hēni Simcock-Rēweti (RT Māori)	Embargoed briefing as part of Budget lock up Rationale of the decisions and strategic approach to reinvestment, and redeployment opportunities
RT Lit Association (Chair)	Day of announcement – 1.5 hours (TBC 12:30pm) <b>Budget lock up</b>	Embargoed in person briefing with the Minister accompanied by Ministry officials <i>Or</i> • A Teams or phone call with Chair NARTAM, accompanied by Ministry officials <i>Or</i> Embargoed briefing led by Ministry Hautū - Pauline Cleaver (RT Lit)	Embargoed briefing as part of Budget lock up Rationale of the decisions and strategic approach to reinvestment, and redeployment opportunities
NZEI Stephanie Mills	Day of announcement – 30 minutes (TBC 1.30pm) <b>Budget lock up</b>	Phone call from Secretary for Education Ellen McGregor/Hautū Anna Welanyk (TBC)	Embargoed briefing as part of Budget lock up Heads up



Stakeholder	Timing	Engagement Lead	Scope of engagement
PPTA Chris Abercrombie	Day of announcement – 30 minutes (TBC 1.30pm) <b>Budget lock up</b>	Phone call from Secretary for Education Ellen McGregor/Hautū Anna Welanyk (TBC	Embargoed briefing as part of Budget lock up Heads up
Targeted engagement in relation to changes to RT Lit, RT Māori and Kāhui Ako			
Day of Budget 25 announcement (22 May)			
Ministry sector support channels	Announcement – 1 hour (1pm)	Email	Information re RT Literacy, RT Māori and Kāhui Ako support available to direct queries they will receive at 2pm.
All sector/public	2pm	Education.govt.nz and Education workforce websites updated	All content updated including revision of exiting content. To include: <ul style="list-style-type: none"> <li>• News items</li> <li>• Infosheets - RT Lit, RT Māori and Kāhui Ako</li> <li>• Guidance document</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials

Stakeholder	Timing	Engagement Lead	Scope of engagement
Lead Principals Kāhui Ako	Announcement (2pm)	Identified relationship lead <ul style="list-style-type: none"> <li>• Phone call</li> <li>• Follow up email</li> </ul>	Call from identified relationship lead (via regional director nomination) Follow-up email: <ul style="list-style-type: none"> <li>• Letter confirming disestablishment (tbc)</li> <li>• Infosheets Kāhui Ako</li> <li>• Guidance document</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials
PPTA Chris Abercrombie	Announcement (2 pm)	Secretary for Education Ellen McGregor/Hautū Anna Welanyk (TBC) <ul style="list-style-type: none"> <li>• Phone call</li> <li>• Follow up email</li> </ul> [Placeholder – subject to wider Ministry Budget planning]	Further respond to letter from PPTA, state intent to engage and timeframe, share narrative on re-prioritisation. Email follow immediately after to share RT Lit, RT Māori <ul style="list-style-type: none"> <li>• Infosheet</li> <li>• Guidance documents</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials
NZEI Stephanie Mills	Announcement (2 pm)	Secretary for Education Ellen McGregor/Hautū Anna Welanyk (TBC) <ul style="list-style-type: none"> <li>• Phone call</li> <li>• Follow up email</li> </ul> [Placeholder – subject to wider Ministry Budget planning]	Further respond to letter from NZEI, state intent to engage and timeframe, share narrative on re-prioritisation Email follow immediately after to share RT Literacy, RT Māori: <ul style="list-style-type: none"> <li>• Infosheet</li> <li>• Guidance documents</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials



Stakeholder	Timing	Engagement Lead	Scope of engagement
Key sector leads: <ul style="list-style-type: none"> <li>• AAPA</li> <li>• PPCB Union</li> <li>• SPANZ</li> <li>• NZPF</li> </ul>	Announcement (2 pm)	Hautū Anna Welanyk <ul style="list-style-type: none"> <li>• Phone call/s</li> <li>• Follow up email</li> </ul>	State intent to engage and timeframe, share narrative on re-prioritisation <ul style="list-style-type: none"> <li>• Email from programme to follow up will share of RT Lit, RT Māori and Kāhui Ako</li> <li>• Infosheets</li> <li>• Guidance documents</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials
Sector Peak bodies (Māori medium and Kaupapa Māori)	Announcement (2pm)	Hautū Mere-Hēni Simcock-Rēweti <ul style="list-style-type: none"> <li>• Email</li> </ul>	Email re RT Māori. Phone calls to Te Rūnanga Nui o Ngā Kura Kaupapa Māori o Aotearoa, Ngā Kura ā Iwi o Aotearoa, Mātauranga Iwi Leaders Group and the Māori Education Ministerial Advisory Group, as appropriate: <ul style="list-style-type: none"> <li>• Infosheet</li> <li>• Guidance documents</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials
RT Literacy Association	Announcement (2pm)	Hautū Pauline Cleaver <ul style="list-style-type: none"> <li>• Email</li> </ul>	Email re RT Literacy Association: <ul style="list-style-type: none"> <li>• Infosheet</li> <li>• Guidance documents</li> <li>• Q&amp;As</li> <li>• Support info</li> </ul> Link to Budget announcement materials

Stakeholder	Timing	Engagement Lead	Scope of engagement
NANP members (all incl. chair)	Announcement (2 pm)	Hautū Anna Welanyk <ul style="list-style-type: none"> <li>Email</li> </ul>	Acknowledge mana of the organisation, provide assurance of consideration in way forward. As above.
Brian Price, Lead Principal, National Kāhui Ako Association	Announcement (2 pm)	Hautū Anna Welanyk <ul style="list-style-type: none"> <li>Phone call,</li> <li>Follow up email</li> </ul>	Confirm Kāhui Ako disestablishment. Acknowledge contribution and successes of Kāhui Ako where this has occurred, share narrative on re-prioritisation. Email from programme to follow up will share Kāhui Ako only: <ul style="list-style-type: none"> <li>Infosheet</li> <li>Guidance document</li> <li>Q&amp;As</li> <li>Support info</li> </ul> Link to Budget announcement materials
NZSBA	Announcement (2pm)	Programme team <ul style="list-style-type: none"> <li>Email</li> </ul>	Email to NZSBA and request to cascade to members of RT Lit, RT Māori: <ul style="list-style-type: none"> <li>Infosheet</li> <li>Guidance documents</li> <li>Q&amp;As</li> <li>Support info</li> </ul> Link to Budget announcement materials

Stakeholder	Timing	Engagement Lead	Scope of engagement
Education Payroll Limited.	Announcement (2pm)	Tim Tucker, Manager Employment Relations and Payroll Operations <ul style="list-style-type: none"> <li>Email</li> </ul>	Email follow immediately after to share RT Lit, RT Māori: <ul style="list-style-type: none"> <li>Infosheet</li> <li>Guidance documents</li> <li>Q&amp;As</li> <li>Support info</li> </ul> Newsletter article (to reach payroll authorised users)
Ministry staff.	Announcement (2pm)	Te Tāhuhu Manu Taki	Internal content and news updated to ensure staff have narrative, know where to access info and support
MoE channels: Bulletin Matavai Kia Manawaroa	Week following announcement	Hautū - Anna Welanyk	Article covering key points RT Lit, RT Māori and Kāhui Ako. (Kia Manawaroa focus on RT Māori).