

## Cabinet Paper material Proactive release

Minister & portfolio	Hon Erica Stanford Minister of Education
Name of package	Paper 2: Improving regulation of the teaching workforce, curriculum and assessment
Date considered	30 June 2025
Date of release	23 December 2025

### These documents have been proactively released:

**Paper 2: Improving regulation of the teaching workforce, curriculum and assessment**

Date considered: 30 June 2025

Author: Office of the Minister of Education

**Cabinet Social Outcomes Committee Minute SOU-25-MIN-0081**

Date considered: 25 June 2025

Author: Committee Secretary

**Cabinet Minute CAB-25-MIN-0208**

Date considered: 30 June 2025

Author: Secretary for the Cabinet

### Material redacted

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

Section 9(2)(f)(iv) to protect the confidentiality of advice tendered by Ministers of the Crown and officials

Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of this material.

You can read the Official Information Act 1982 here:

<http://legislation.govt.nz/act/public/1982/0156/latest/DLM64785.html>

Office of the Minister of Education

Cabinet Social Outcomes Committee

## **Paper 2: Improving regulation of the teaching workforce, curriculum and assessment**

### **Proposal**

- 1 This paper is one of three of papers that set out the first phase of my wider education system reform. It seeks policy decisions relating to curriculum, assessment and reporting to parents, and workforce regulation, to support student achievement.
- 2 This paper should be considered alongside *Paper 1: Transferring regulatory functions for private schools, hostels and early childhood services to ERO* and *Paper 3: New Model for managing the School Property Portfolio*.

### **Relation to government priorities**

- 3 This proposal supports Government's student progress and achievement targets and its commitment to improve the effectiveness, efficiency and responsiveness of Public Services and its commitment to developing talent in its Going for Growth initiative.

### **Executive Summary**

- 4 I want every child to be inspired and engaged in their learning so they can achieve to the best of their ability and gain skills and qualifications that will support them into further study and employment. However, too much in education has been left to chance and the roles, responsibilities and accountabilities of education entities are unclear and fragmented and cause confusing overlaps. Quality teaching and leadership is the key driver of student success. The proposals in this paper help ensure our curriculum is high quality, and teachers to deliver the curriculum effectively. These proposals:
  - 4.1 reform legislative settings for curriculum and assessment to make them more effective, and
  - 4.2 reform roles and responsibilities in workforce regulation to improve quality and consistency in teaching practice.

### **Background - Case for system reform**

- 5 New Zealand's education system has not been delivering excellent or equitable outcomes. Only 12.7% of schools reviewed in 2024 were assessed as highly effective by the Education Review Office (ERO).
- 6 Our Government wants all Kiwi students to have the knowledge, skills, and competencies they need to reach their full potential. To that end, I am relentlessly focused on lifting student achievement and closing the equity gap, and have committed to reaching 80 percent of Year 8 students at or above the expected curriculum level for their age in reading, writing and maths by 2030.

## Part 1: Curriculum and assessment legislative settings

- 7 This legislative package will improve curriculum regulatory settings and reduce school workload so that schools can better focus on effective teaching and learning and raising student achievement. The changes support my curriculum, assessment, and reporting to parents work programme.<sup>1</sup>
- 8 The curriculum has not been regularly updated (since 2007 for New Zealand Curriculum and 2009 for Te Marautanga o Aotearoa). Like Singapore and Australia, I want a regular cadence of rolling reviews for curriculum learning areas and subjects (and the equivalent groupings for Te Marautanga o Aotearoa, the curriculum used by many in Māori medium schooling). Rather than wholesale reform, curriculum areas will be updated over time.
- 9 The Ministry will develop operational processes for the reviews of curriculum areas and will consider new evidence about what works, implementation insights<sup>2</sup>, progress and achievement data, and post-school outcomes. The Ministry will use international benchmarking and relevant evidence, for example, new and the latest information relating to a learning or subject area; new developments in research or technology.
- 10 Alongside these operational changes, to ensure a responsive curriculum and to reduce disruptive overhauls, I seek your agreement to amend the Act to:
  - 10.1 require the Secretary for Education to develop a plan for and carry out a regular cadence of rolling reviews of curriculum areas so that each curriculum area is checked during the review cycle (for example, five-yearly); and
  - 10.2 include the following minimum considerations for curriculum reviews or before changes to curriculum expectations: educational achievement information about students; relevant evidence (for example, new and the latest information relating to a learning or subject area; new developments in research or technology) and international practices. For minor or technical changes, the minimum considerations would not apply; affected parties will be notified about the change(s).
- 11 With two curriculum statement types<sup>3</sup>, I must split ‘what is to be learnt’ from ‘how the curriculum is to be taught, learnt, and assessed’ into different statements. This can affect how schools and kura use the curriculum. To support ease of use, I seek your agreement to amend the Act to:
  - 11.1 provide for the Minister of Education to use one type of curriculum statement, as opposed to two, to set curriculum expectations for schools and kura; and
  - 11.2 provide for the statement scope to cover: what students are expected to learn and be taught during the years of schooling; how the curriculum is to be

<sup>1</sup> This includes the roll out of a new assessment tool for years 3 -10, in line with the revised school board objectives and requirements for twice yearly assessment and phonics checks.

<sup>2</sup> Including from Curriculum Insights and Progress Study and Tīrewa Matai.

<sup>3</sup> Under section 90 of the Education and Training Act 2020 (the Act), the Minister of Education sets curriculum expectations through: foundation curriculum policy statements (for how the curriculum is to be taught, learnt, and assessed); and national curriculum statements (for what is to be learnt).

taught, learnt, and assessed; and/or curriculum expectations and priorities, including for the design and implementation of teaching and learning programmes.

- 12 These changes will make clear that schools need to focus on the Government's curriculum and assessment programme, for example, twice yearly assessment and phonics checks and the implementation of the refreshed curriculum areas.
- 13 The Education Minister can set expectations for different year levels and commencement dates but not for other groups.<sup>4</sup> For flexibility, I seek your agreement to amend the Act to provide for the Minister to set curriculum expectations for different groups of schools, for example, schools with Pacific bilingual immersion units or State-integrated schools.
- 14 Currently, State and State-integrated schools and kura must consult their school community at least once every 2 years about the delivery of the health curriculum (but not for other curriculum areas). Findings from ERO's report<sup>5</sup> show that schools are often unfairly placed in the middle of diverse and opposing community views and managing this is very difficult. I want to reduce the consultation burden on schools.
- 15 We are shifting to a detailed, year-by-year curriculum that is clear about what is to be taught, when. This reduces the need for consultation, as there will be more consistency in what is taught across schools and kura. Parents will also have access to quality school and curriculum-related information through the new parent portal.
- 16 I seek your agreement to amend the Act so that parents get quality and consistent information about the health curriculum and their rights, including their continued ability to opt their child out of specified sexuality education parts of the health curriculum, and have better health curriculum-related information.
- 17 I propose replacing the requirement for school boards to consult about the delivery of the health curriculum in section 91 with a requirement for school and kura boards to provide parents and whānau with information about the health curriculum, how it will be delivered, and parents' ability to ask for their child to be released from tuition in specified parts of the health curriculum related to sexuality education.<sup>6</sup>

## **Part 2: Workforce regulation settings**

### ***Workforce regulation leaves too much to chance in relation to quality teaching***

- 18 Regulation of teachers protects students from harm and ensures teachers have the necessary knowledge, skills and experiences to be effective and support student outcomes.
- 19 I share the view of many stakeholders that the Teaching Council's broad mandate in enhancing the status of the profession dilutes their focus on core regulatory roles and responsibilities, and that the current governance is not fit-for-purpose or effective. We

---

<sup>4</sup> See section 90(2)(a) of the Act.

<sup>5</sup> Education Review Office (2024) *Let's talk about it: review of relationships and sexuality education*.

<sup>6</sup> When parents make a written request, students must be released from specified parts of the health curriculum related to sexuality education (see section 51 of the Act).

have an opportunity to better align all policy and standard setting functions across government to ensure nothing is left to chance, and to support consistency and system coherence. In doing so, we can create healthy regulatory tension between standard setting and support functions and the regulatory functions of accreditation and enforcement, in-line with regulatory best practice and the English and Australian models.

- 20 I am presenting a package of workforce legislative proposals that will address these challenges and provide a strong platform for future operational changes.

*Aligning standard setting to support consistency with education system priorities*

- 21 To support consistency across the system, I am proposing to amend the Act to:
- 21.1 shift to the Secretary for Education the following Teaching Council functions in section 479:
    - 21.1.1 establishing and maintaining criteria for teacher registration and reviewing those criteria (ss479(1)(e) and (f))
    - 21.1.2 establishing and maintaining standards for qualifications that lead to teacher registration (i.e. ITE Standards), and reviewing those standards (ss479(1)(g) and (h))
    - 21.1.3 establishing and maintaining standards for ongoing practice (i.e. Standards for Teachers) and criteria for the issue of practising certificates of different kinds (s479(1)(j)), and
    - 21.1.4 establishing and maintaining a code of conduct for teachers (s479(1)(k)).
  - 21.2 replace the current requirement to consult with the Minister of Education before amending the criteria for teacher registration or amending the standards for qualification to a requirement for the Secretary to undertake targeted consultation with the Teaching Council and representative organisations of members of the workforce impacted by the standards before making any addition, removal or amendment to any of these standards<sup>7</sup>, and
  - 21.3 for all new standard setting functions performed by the Secretary for Education, set a requirement for review every seven years at a minimum unless in the Secretary's opinion there is a need to initiate an earlier review.
- 22 I expect that the Secretary will be responsive to my priorities in ensuring consistency and lifting teaching capability. This change creates a healthy tension between the standard setter and the regulators of those standards.

*Strengthening external quality assurance of teacher education*

---

<sup>7</sup> This allows for a bespoke consultation approach with relevant sector organisations, without naming specific groups in the legislation, which is highly inflexible, or requiring broad public consultation, which may not always be appropriate i.e. when changes proposed are small and targeted. Other jurisdictions that set standards within government e.g. England and Singapore, do not have any legislated consultation requirements. The Teaching Council is named as the regulator responsible for enforcing any relevant standards.

- 23 To support the Teaching Council to deliver more effective quality assurance of teacher education programmes, I am proposing to amend the Act to:
- 23.1 expand the Teaching Council's current role in approving teacher education programmes that lead to registration as a teacher under s479(1)(i) to include:
    - 23.11 the ability to place conditions on new or existing programme approvals and remove approvals, and
    - 23.12 monitoring and review of teacher education providers' delivery of approved programmes.
  - 23.2 strengthen the Teaching Council's powers to deliver its existing and expanded approval and monitoring functions by enabling the Teaching Council to require, by written notice, and for the purpose of performing its functions, a teacher education programme provider to provide specified information by a specified date
  - 23.4 provide that the revocation of any education providers' programme approval does not affect the registration of a teacher who qualified to practice on the basis of having a qualification from that provider, and
  - 23.5 expand the proposed requirement to consult with the Secretary for Education about changes to standards for teacher qualification and approvals of teacher education programmes currently progressing through ETAB<sup>8</sup>, to include consultation when placing conditions on, or revoking approvals.
- 24 This change formalises much of the Teaching Council's current operational practice but with a stronger legislative backing.

*Ensuring role clarity and effectiveness for the Teaching Council*

- 25 The current breadth of functions the Council must deliver risks it having insufficient focus on its core regulatory role<sup>9</sup>. To support the Council to deliver its core regulatory functions, I am proposing to amend the Act to:
- 25.1 remove the words "through raising the status of the profession" from the Council's purpose statement in s478<sup>10</sup>
  - 25.2 remove the Council's professional enhancement functions in ss479(1)(a)(c) and optional leadership functions under s479(2)
  - 25.3 require the Teaching Council to consult with and have regard to any feedback provided by the Minister (as fiscal risk holder) when it proposes changing its fees and levies, noting that its fees will need to reflect its reduced functions

<sup>8</sup> Noting that my proposal following ERB1 is for the Secretary of Education to have responsibility for standard setting

<sup>9</sup> This is evident in the Council's strategic plan 2024-2029 where there is little to no mention of the Council's core functions of certification, discipline and compliance and ITE approval and quality assurance. See: TC-Strategic-Plan-2024-2029.pdf

<sup>10</sup> The current purpose statement is: "ensure safe and high-quality leadership, teaching, and learning for children and young people in early childhood, primary, and secondary schooling in English-medium and Māori-medium settings, and settings of other languages, through raising the status of the profession".

- 25.4 reduce the size of the Council from 13 members to a minimum of 7 and maximum of 9 members, with a total of 3 elected members (one ECE, one primary and one secondary representative respectively), with the remaining members to be Ministerially appointed and provide for the Minister to determine the final size of the Council through the number of Ministerially-appointed members, and
- 25.5 provide for other administrative process changes to appointments as follows:
  - 25.51 staggering of ministerially appointed members' end dates by allowing for appointments of three years, or any shorter period stated in the notice of the appointment
  - 25.52 repealing s476(3) to remove the requirement of the Minister to consult with representatives of parent and community interest groups in relation to schools and early childhood services about at least one appointment
  - 25.53 aligning advertising Council vacancies with other education boards by removing the requirement in s476 of advertising in the New Zealand Gazette as the specific means of notifying Council vacancies, and
  - 25.54 amending Clause 5 of Schedule 19 to remove the requirement to fill vacancies for members occurring more than 6 months before the expiry of their term, instead providing that the Minister or Council may appoint a replacement or leave the vacancy open.
- 26 This will ensure that the Council operates efficiently and effectively with professional status raising and enhancement functions performed elsewhere across the system, and that the Council membership is based on necessary governance skills rather than representation. Other New Zealand professional bodies with a similar range of proposed functions for the Council have between 6 to 10 members.

## Implementation

- 27 Subject to Cabinet approval and the passage of the Bill into law, these proposals will come into effect as part of ERB 1, which is anticipated to be passed by July 2026.
- 28 All changes will take effect immediately when the Act comes into force. The Ministry of Education will develop a proposed cycle for curriculum reviews and a monitoring and reporting plan. The Ministry will need to develop implementation plans for its new functions, including approaches to building staff capability. As the Teaching Council is an independent agency, there will be no direct transfer of staff or resources. Work will need to begin immediately on this plan to ensure it is ready for commencement.
- 29 I expect the Teaching Council to continue to build capability and grow its credibility with the sector to deliver on its narrower regulatory role, over time and within the constraints of its resources.

## Transitional matters

- 30 The Council is an independent organisation and a reduction in functions may require the Council to run an internal process to determine any staff impacts. The Ministry will need to separately build capability and capacity to deliver its new standard setting functions. To allow time for this transition, the Act will allow for all current standards to remain operational until amended or replaced by the Secretary.
- 31 To give effect to the governance proposals, the current Teaching Council members will need to be removed, with a new Council appointed. An election will also need to be held to appoint the new ECE, primary and secondary representatives. The Council appointed in July 2025 will continue to serve until a new Council is appointed. I expect the new appointments process to take approximately 6 months.


## Cost-of-living Implications

- 32 There are no cost-of-living implications arising from the proposals in this paper.

## Financial Implications

- 33 There are no financial implications for the curriculum and assessment changes.


34 9(2)(f)(iv)



35 9(2)(f)(iv)



36 9(2)(f)(iv)



- 37 We do not expect the expanded approval and monitoring role of the Council to materially cost the Crown as it largely reflects current operational practice and can be partially cost-recovered through fees and levies paid by providers rather than teachers.



## Legislative Implications

- 38 Legislative changes are required to implement these proposals. The legislative package outlined will be progressed in ERB 1, 9(2)(f)(iv), and is intended for introduction in November 2025, and is anticipated to come into effect by July 2026. The proposed legislation will bind the Crown.

## Impact Analysis

### Population Implications

- 39 Coupled with wider actions across the education system, I expect that the work to increase the quality of the teaching workforce will help to close gaps over time and benefit more students than the current approach. Alongside the Budget 2025 Learning Support package, this will be of particular benefit to disabled students.
- 40 The majority of certificated teachers in early learning centres and schools are female. Improving the role of the Teaching Council in regulating the teaching workforce, while still maintaining it as an independent body will help to maintain the status of the teaching profession, professionalise their operations and drive better outcomes.

### Te Tiriti Impacts

- 41 The legislative changes to curriculum, assessment, and reporting to parents will support student outcomes and achievement, including for Māori students. Quality teaching is the biggest in-school factor for student outcomes. The work to increase the consistency and quality of the teaching workforce through the proposals outlined in this paper will be of particular benefit to Māori.

### Climate Implications of Policy Assessment

- 42 CIPA requirements do not apply to the proposals in this paper as there are no direct emission impacts.

### Regulatory Impact Statements

#### *Improved health curriculum information for parents*

- 43 A Regulatory Impact Statement (RIS) has been completed and is attached in Annex 1. The Ministry of Education's Quality Assurance Panel considers that, because of the impact of the time constraints imposed on consultation<sup>11</sup>, it partially meets the RIS Quality Assurance criteria. The analysis has sought to mitigate these constraints by drawing on existing research and evidence. It provides useful and clear analysis of the rationale for removing the requirement for schools to consult communities on the health curriculum and on the preferred option.

#### *Strengthening the school curriculum regulatory settings*

- 44 The Ministry for Regulation has determined that the following proposals are exempt from the requirement to provide a RIS: a requirement for curriculum reviews; combining statement types used to set curriculum expectations; and flexibility to set curriculum expectations for types of schools.

<sup>11</sup> There was no opportunity prior to the upcoming Select Committee for public consultation about the proposals.

### *Workforce regulatory proposals*

- 45 A RIS has been completed and is attached in Annex 2. The Ministry of Education's Quality Assurance Panel considers that, because of the impact of the time constraints imposed on consultation and analysis, this RIS can only be assessed as partially meeting the RIS Quality Assurance criteria. It provides useful and clear analysis of the options for strengthening the regulatory system to better support high quality teacher training. The potential impacts, risks, and limitations of the proposed approach are well illustrated.

### **Human Rights**

- 46 This proposal appears to be consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. A final determination of consistency will be possible when the Bill has been drafted.

### **Use of external Resources**

- 47 The Ministry has not used external resources for the proposals in this paper.

### **Consultation**

- 48 There has been no public consultation about legislative changes to curriculum and assessment. Officials had early conversations with some stakeholders about curriculum regulatory settings. These conversations have informed the development of options. Many in the sector have long called for changes to health curriculum consultation requirements. ERO's report about relationships and sexuality education gathered a range of views from the sector about the requirement to consult about the health curriculum delivery.<sup>12</sup>
- 49 Consultation from my previously proposed 'lift and shift' of functions from the Teaching Council to the Secretary for Education at the end of 2024 has informed the development of the workforce regulatory proposals in this paper.
- 50 The Treasury, Department of Prime Minister and Cabinet, Public Service Commission, Ministry for Regulation, Parliamentary Counsel Office, New Zealand Qualifications Authority and Educational Review Office were consulted on these proposals.

### **Communications**

- 51 Information relating to the proposals will be posted on the Ministry of Education website and included in Ministry publications once the Bill has been introduced.

---

<sup>12</sup> ERO noted there are a mix of views about the need for health curriculum-related consultation and there are increasingly divided views on sensitive topics. See: <https://www.evidence.ero.govt.nz/media/3iwhh3we/let-s-talk-about-it-review-of-relationships-and-sexuality-education-summary.pdf>

## Proactive Release

- 52 I intend to proactively release this Cabinet paper subject to redactions as appropriate under the Official Information Act 1982 once those directly affected by the proposals have been notified.

## Recommendations

- 1 **agree** to the following amendments to the Education and Training Act 2020 to:
  - 1.1 require the Secretary for Education to plan and carry out a rolling cadence of regular curriculum area reviews on a regular basis
  - 1.2 provide for the following minimum considerations to apply to curriculum reviews and before curriculum changes are made, except for minor or technical changes:
    - 1.2.1 whether educational achievement is supported, and
    - 1.2.2 whether relevant evidence (for example, new and the latest information relating to a subject area; new developments in educational research) and international practices have been considered).
  - 1.3 provide for one type of curriculum statement which sets out:
    - 1.3.1 what students are expected to learn and be taught during the years of schooling
    - 1.3.2 how the curriculum is to be taught and learnt (for example, through assessment or aromatawai), and
    - 1.3.3 curriculum expectations and priorities, including for the design and implementation of teaching and learning programmes.
  - 1.4 give the Minister of Education the ability to set different curriculum expectations for different types of schools and/or kura, and
  - 1.5 replace the requirement in section 91 to consult the school community about delivery of the health curriculum with a requirement for school boards to regularly inform their school community about:
    - 1.5.1 the health curriculum and how it will be delivered, and
    - 1.5.2 parents' ability to ask for their child to be removed from specified parts of the health curriculum regarding sexuality education under section 51.
- 2 **agree** to to the following amendments to the Education and Training Act 2020 to:
  - 2.1 shift to the Secretary for Education the Teaching Council's functions in section 479 of:

- 2.1.1 establishing and maintaining criteria for teacher registration and reviewing those criteria (ss479(1)(e) and (f))
- 2.1.2 establishing and maintaining standards for qualifications that lead to teacher registration, and reviewing those standards (ss479(1)(g)) and (h))
- 2.1.3 establishing and maintaining standards for ongoing practice and criteria for the issue of practising certificates of different kinds (s479(1)(j)), and
- 2.1.4 establishing and maintaining a code of conduct for teachers (s479(1)(k)).
- 2.2 provide for all existing standards set by the Teaching Council to remain operational until amended or replaced by the Secretary
- 2.3 replace the current requirements to consult with the Minister of Education before amending the criteria for teacher registration or amending the standards for qualification (ss479(1)(f) and (h)) to a requirement for the Secretary for Education to undertake targeted consultation with the Teaching Council and representative organisations of members of the workforce impacted by the standards before making any addition, removal or amendment to any of these standards
- 2.4 for all new standard setting functions performed by the Secretary for Education, set a requirement for review every seven years unless in the Secretary's opinion there is good reason to initiate an earlier review
- 2.5 expand the Teaching Council's current role in approving teacher education programmes that lead to registration as a teacher under s479(1)(i) to include:
  - 2.5.1 the ability to place conditions on new or existing programme approvals and remove approvals, and
  - 2.5.2 monitoring and review of teacher education providers' delivery of approved programmes.
- 2.6 enable the Teaching Council to require, by written notice, and for the purpose of performing its functions, a teacher education programme provider to provide the Council with specified information by a specified date
- 2.7 provide that the revocation of any education provider's programme approval does not affect the registration of a teacher who qualified to practice on the basis of having a qualification from that provider
- 2.8 require the Teaching Council to consult with the Secretary for Education before placing conditions on, or revoking approvals of, a provider of a teacher education programme

- 2.9 amend s478 by removing the words “through raising the status of the profession”
- 2.10 repeal ss479(1)(a)(b) and (c) to remove the Teaching Council’s functions of:
  - 2.10.1 providing direction to teachers
  - 2.10.2 enhancing the status of teachers, and
  - 2.10.3 identifying and disseminating best practice in teaching and fostering the teaching profession’s continued development in light of research and evidence of changes in society and technology.
- 2.11 remove the Teaching Council’s optional functions of providing leadership to the education profession, enhancing the status of education leaders, and identifying and disseminating best practice in education leadership by repealing s479(2)
- 2.12 set the size of the Teaching Council to be between a minimum of 7 and a maximum of 9 members
- 2.13 change the composition of the Teaching Council to include three elected members with the remaining members to be Ministerially appointed, and the representative electives to be one of each from:
  - 2.13.1 the early childhood education sector
  - 2.13.2 the primary education sector, and
  - 2.13.3 the secondary education sector.
- 2.14 provide for the Minister of Education to determine the final size of the Council through the number of Ministerially appointed members
- 2.15 require the Teaching Council to consult the Minister of Education before proposing changes to fees and levies, and to have regard to any feedback provided by the Minister
- 2.16 provide for the staggering of ministerially appointed members’ end dates by allowing for appointments of three years, or any shorter period stated in the notice of the appointment
- 2.17 repeal s476(3) to remove the requirement of the Minister to consult with representatives of parent and community interest groups in relation to schools and early childhood services about at least one appointment
- 2.18 align advertising Council vacancies with other education boards by removing the requirement in s476 of advertising in the New Zealand Gazette as the specific means of notifying Council vacancies, and
- 2.19 amend Clause 5 of Schedule 19 to remove the requirement to fill vacancies for members occurring more than 6 months before the expiry of their term,

instead providing that the Minister or Council may appoint a replacement or leave the vacancy open.

3 9(2)(f)(iv)

*Legislative drafting*

4 **note** that these proposals will be given effect through the Education and Training (System Reform – Part 1) Amendment Bill 9(2)(f)(iv)

5 **invite** the Minister of Education to issue drafting instructions to give effect to the decisions in these recommendations.

6 **authorise** the Minister of Education to make decisions on any issues of detail that may arise during the drafting process, subject to the decisions being consistent with the policy decisions in this paper.

7 **note** that how the bill is drafted is subject to Parliamentary Counsel's discretion as to how best to express these policy decisions in legislation.

Authorised for lodgement.

Hon Erica Stanford

Minister of Education



# Cabinet Social Outcomes Committee

## Minute of Decision

---

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

---

### Improving Regulation of the Teaching Workforce, Curriculum and Assessment

Portfolio                      Education

On 25 June 2025, the Cabinet Social Outcomes Committee:

#### Policy decisions

- 1        **agreed** to the following amendments to the Education and Training Act 2020 (the Act) to:
  - 1.1        require the Secretary for Education to plan and carry out a rolling cadence of regular curriculum area reviews on a regular basis;
  - 1.2        provide for the following minimum considerations to apply to curriculum reviews and before curriculum changes are made, except for minor or technical changes:
    - 1.2.1        whether educational achievement is supported; and
    - 1.2.2        whether relevant evidence (for example, the new and the latest information relating to a subject area or new developments in educational research) and international practices have been considered;
  - 1.3        provide for one type of curriculum statement, which sets out:
    - 1.3.1        what students are expected to learn and be taught during the years of schooling;
    - 1.3.2        how the curriculum is to be taught and learnt (for example, through assessment or aromatawai);
    - 1.3.3        curriculum expectations and priorities, including for the design and implementation of teaching and learning programmes;
  - 1.4        give the Minister of Education (the Minister) the ability to set different curriculum expectations for different types of schools and/or kura;

- 1.5 replace the requirement in section 91 of the Act to consult the school community about the delivery of the health curriculum with a requirement for school boards to regularly inform their school community about:
  - 1.5.1 the health curriculum and how it will be delivered; and
  - 1.5.2 parents' ability to ask for their child to be removed from specified parts of the health curriculum regarding sexuality education under section 51;

2 **agreed** to the following amendments to the Act to:

- 2.1 shift to the Secretary for Education (the Secretary) the Teaching Council's functions in section 479 of:
  - 2.1.1 establishing and maintaining criteria for teacher registration and reviewing those criteria (s479(1)(e) and (f));
  - 2.1.2 establishing and maintaining standards for qualifications that lead to teacher registration, and reviewing those standards (s479(1)(g) and (h));
  - 2.1.3 establishing and maintaining standards for ongoing practice and criteria for the issue of practising certificates of different kinds (s479(1)(j));
  - 2.1.4 establishing and maintaining a code of conduct for teachers (s479(1) (k));
- 2.2 provide for all existing standards set by the Teaching Council to remain operational until amended or replaced by the Secretary;
- 2.3 replace the current requirements to consult with the Minister of Education before amending the criteria for teacher registration or amending the standards for qualification (s479(1)(f) and (h)), to a requirement for the Secretary to undertake targeted consultation with the Teaching Council and representative organisations of members of the workforce impacted by the standards before making any addition, removal, or amendment to any of these standards;
- 2.4 for all new standard setting functions performed by the Secretary, set a requirement for review every seven years unless in the Secretary's opinion there is good reason to initiate an earlier review;
- 2.5 expand the Teaching Council's current role in approving teacher education programmes that lead to registration as a teacher under s479(1)(i) to include:
  - 2.5.1 the ability to place conditions on new or existing programme approvals and remove approvals;
  - 2.5.2 monitoring and review of teacher education providers' delivery of approved programmes;
- 2.6 enable the Teaching Council to require, by written notice, and for the purpose of performing its functions, a teacher education programme provider to provide the Council with specified information by a specified date;
- 2.7 provide that the revocation of any education provider's programme approval does not affect the registration of a teacher who is qualified to practice on the basis of having a qualification from that provider;



- 2.8 require the Teaching Council to consult with the Secretary before placing conditions on, or revoking approvals of, a provider of a teacher education programme;
- 2.9 amend s478, which refers to the purpose of the Teaching Council, by removing the words “through raising the status of the profession”;
- 2.10 repeal s479(1)(a)(b) and (c) to remove the Teaching Council’s functions of:
  - 2.10.1 providing direction to teachers;
  - 2.10.2 enhancing the status of teachers; and
  - 2.10.3 identifying and disseminating best practice in teaching and fostering the teaching profession’s continued development in light of research and evidence of changes in society and technology;
- 2.11 remove the Teaching Council’s optional functions of providing leadership to the education profession, enhancing the status of education leaders, and identifying and disseminating best practice in education leadership by repealing s479(2);
- 2.12 set the size of the Teaching Council to be between a minimum of seven and a maximum of nine members;
- 2.13 change the composition of the Teaching Council to include three elected members with the remaining members to be Ministerially appointed, and the representative electives to be one of each from:
  - 2.13.1 the early childhood education sector;
  - 2.13.2 the primary education sector;
  - 2.13.3 the secondary education sector;
- 2.14 provide for the Minister to determine the final size of the Council through the number of Ministerially appointed members;
- 2.15 require the Teaching Council to consult the Minister before proposing changes to fees and levies, and to have regard to any feedback provided by the Minister;
- 2.16 provide for the staggering of ministerially appointed members’ end dates by allowing for appointments of three years, or any shorter period stated in the notice of the appointment;
- 2.17 repeal s476(3) to remove the requirement for the Minister to consult with representatives of parent and community interest groups in relation to schools and early childhood services about at least one appointment;
- 2.18 align advertising Council vacancies with other education boards by removing the requirement in s476 of advertising in the New Zealand Gazette as the specific means of notifying Council vacancies;
- 2.19 amend Clause 5 of Schedule 19 to remove the requirement to fill vacancies for members occurring more than 6 months before the expiry of their term, instead providing that the Minister or Council may appoint a replacement or leave the vacancy open;

3 9(2)(f)(iv) [REDACTED]  
[REDACTED]  
[REDACTED];

### Legislative drafting

- 4 **noted** that the decisions under SOU-25-MIN-0081 will be given effect through the Education and Training (System Reform – Part 1) Amendment Bill, 9(2)(f)(iv) [REDACTED]  
[REDACTED]
- 5 **invited** the Minister to issue drafting instructions to give effect to the decisions under SOU-25-MIN-0081;
- 6 **authorised** the Minister to make decisions on any issues of detail that may arise during the drafting process, subject to the decisions being consistent with the policy decisions in the paper SOU-25-SUB-0081;
- 7 **noted** that how the bill is drafted is subject to Parliamentary Counsel's discretion as to how best to express these policy decisions in legislation.

Jenny Vickers  
Committee Secretary

---

#### Present:

Hon David Seymour  
Hon Nicola Willis  
Hon Simeon Brown  
Hon Erica Stanford  
Hon Louise Upston (Chair)  
Hon Dr Shane Reti  
Hon Mark Mitchell  
Hon Matt Doocey  
Hon Nicole McKee  
Hon Casey Costello  
Hon Penny Simmonds  
Hon Karen Chhour

#### Officials present from:

Office of the Prime Minister  
Officials Committee for SOU  
Office of the Minister of Education



## Minute of Decision

## Report of the Cabinet Social Outcomes Committee: Period Ended 27 June 2025

[illegible]

Out of scope

[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED]

SOU-25-MIN-0081

**Improving Regulation of the Teaching  
Workforce, Curriculum and  
Assessment**  
Portfolio: Education

CONFIRMED

Out of scope	<div></div> <div></div> <div></div>	<div></div>
<div></div>	<div></div> <div></div> <div></div> <div></div>	<div></div>
<div></div>	<div></div> <div></div> <div></div>	<div></div>

Rachel Hayward  
Secretary of the Cabinet