



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

Report: Draft Workforce regulation and curriculum changes Cabinet paper

To:	Hon Erica Stanford, Minister of Education		
Date:	23/05/2025	Deadline:	28/05/2025
Security Level:	In-Confidence	Priority:	Medium
From:	Paul Aitken Senior Policy Manager	Phone:	9(2)(a)
Drafter:	Loran McNamara	METIS No:	1348038

Why are we sending this to you?

- This paper provides you with a draft Cabinet paper on *Workforce regulation and curriculum changes* for your consideration and to support consultation with your Ministerial colleagues.
- It is part of a series of papers seeking Cabinet agreement to policy decisions needed to amend education legislation that will be progressed in the Education (System Reform 9(2)(f)(iv)) Amendment Bill (ERB).

What action do we need, by when?

- We are seeking your feedback on this Cabinet paper by 28 May before agency and Ministerial consultation and lodging the final version on 18 June for SOU on 25 June.

Key facts, issues and questions

- This paper seeks agreement to proposals based on decisions you have made to shift the Teaching Council's functions for workforce standard setting to the Ministry and the ITE approval monitoring and review functions to ERO
- We understand you are rethinking this split of regulatory functions and considering making the Teaching Council a Crown agent. If you go for a crown agent you won't meet the October deadline for ERB , please let us know if you want to rethink this and we can redirect our resources into that
- The paper needs to provide sufficient detail to enable PCO to draft the Bill which has meant we have made trade-offs in terms of how much narrative we can include to support each proposal and stay within the 10 page limit for Cabinet papers.
- You are also progressing a change in the Education Amendment Bill (No 2) (ETAB 2) to rebalance the Teaching Council's membership ahead of the changes proposed in this Cabinet through ERB .

Alignment with Government priorities

1. This report aligns with your education system Priority 4: Improved teacher training: Developing the workforce of the future, including leadership development pathways.

Background

2. Following a suite of decisions you have made regarding workforce regulation and the curriculum, assessment and reporting to parents, we have prepared a draft cabinet paper about *Workforce regulation and curriculum changes* (attached at Annex 1.) The cabinet paper seeks approval from Cabinet to issue drafting instructions for workforce and curriculum changes as part of your Education System Reform Bill 9(2) (ERB). It is the first in a suite of cabinet papers that inform your System reform.
3. The cabinet paper presents proposals to improve teacher training and develop the workforce of the future, and splits the paper into two main parts that outlines how you propose to reform:
 - 3.1. legislative settings for curriculum, assessment, and reporting to parents to make them more effective and future proof.
 - 3.2. roles and responsibilities in workforce regulation to improve quality and consistency in teaching practice and teacher education graduate outcomes, and the efficiency and effectiveness of the Teaching Council.
4. We acknowledge that you are still considering a number of decisions. These are highlighted in the paper.
5. ERO have been consulted on the previous decisions and we have shared this draft version of the Cabinet paper with them.

Curriculum, assessment, and reporting to parents decisions that inform the Cabinet paper

6. The Cabinet paper presents your policy proposals that were developed over a series of papers. Below is a table of decisions made regarding curriculum changes that have informed this Cabinet paper:

Table 1: Decisions made so far for curriculum, assessment and reporting to parents

Date	Title	METIS	Brief Description of decisions
15 Apr 2025	Approach to legislating for curriculum, assessment, and reporting to parents	1345871	<p>Seeks your decisions about changes to support curriculum, assessment, and reporting to parents, including:</p> <ul style="list-style-type: none"> combining curriculum statement types requiring school boards to provide quality health curriculum-related information to parents (replacing the requirement for school boards to consult about the delivery of the health curriculum).

14 May 2025	ERB : Legislating for curriculum, assessment, and reporting to parents	1347073	<p>Seeks your decisions about changes to support curriculum, assessment, and reporting to parents, including:</p> <ul style="list-style-type: none"> curriculum reviews and minimum considerations; flexibility for different groupings; using statements or regulations to set reporting to parents expectations.
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Workforce regulation decisions that inform the Cabinet paper

7. Below we outline a table of decisions made so far relating to workforce regulation.

Table 2: Decisions made so far for workforce regulation

Date	Title	METIS	Brief description of decisions
12 Feb 2025	Occupational Regulation of teachers – Initial discussion	1342713	Prepares for an initial discussion on whether to retain an independent profession-led regulator and the scope and functions of an occupational regulator.
12 Mar 2025	Occupational regulation of teacher – case for reform and functional analysis	1344037	Outlines the policy problem and objectives for occupational regulation reform for teachers including schooling and ECE.
4 Apr 2025	Education system reform discussion	13455692	Discusses options for a new entity form and functions for occupational regulation, and ERO taking on a significant number of new functions.
11 Apr 2025	Occupational regulation of teachers – Advice on functions and role of the Teaching Council	1346036	Discusses options for the roles of the Ministry of Education, ERO and the Teaching Council in relation to occupational regulation.
16 Apr 2025	Workforce regulation: Quality Assurance of Teacher Education	1346268	Options for providing ERO with appropriate functions and powers to conduct quality assurance of teacher education.
7 May 2025	Workforce regulation: Teaching Council governance	1346488	Outlines options for reducing the size and composition of the Teaching Council, and presents other small technical changes to improve the Council's effectiveness.

16 May 2025	Workforce regulation: Standard setting review framework	1346489	Outlines options for review and consultation requirements for the workforce standard setting functions.
TBC	Workforce regulation – Transition and financial impacts	1347918	Seeks your agreement to the proposed timeline and noting of the operational model, and early indicative costings of changes agreed to.

Changes to the Council as part of ETAB 2

8. You also asked for advice on progressing a change in the Education Amendment Bill (No 2) (ETAB 2) to make initial changes to the composition of the Teaching Council so that there is a majority of Ministerially appointed members.
9. That proposal requires Cabinet approval to progress an Amendment paper at Committee of the Whole stage. That Cabinet paper will also be lodged for the 25 June SOU committee meeting as this ERE *Workforce regulation and curriculum changes* paper which proposes more significant further changes to the Council's governance arrangements.

We have worked to keep the Cabinet paper as tight as possible

10. Cabinet circular guidelines state that a Cabinet paper should be no longer than 10 pages. In order to meet this requirement, we have tried to keep the paper tightly focused on a short case for change along with your proposals, but we have still extended this limit.
11. Given we need to provide the right level of detail for Cabinet to agree to progress these policy proposals and to provide clear drafting instructions for PCO, there are two possible options:
 - 11.1. You could request a special dispensation for the Cabinet paper to exceed the 10 page length, or,
 - 11.2. Split the Cabinet paper into two separate Cabinet papers.

We recommend you consult with the Teaching Council on the workforce regulation changes

12. We recommend that we have an in-confidence conversation with the Teaching Council to consult on the relevant changes to provide a final check to ensure we have not missed any issues before it goes to policy approval stage. This is particularly important for checking our financial estimates, in case our overall assessments are incorrect around the new costs for agencies and anticipated Teaching Council staff redundancies. Alternatively, you could consult with the Council once Cabinet approves the policy approval.

Next Steps

13. We are now seeking your feedback on this draft Cabinet paper. We will work with your office to make sure we incorporate feedback that you provide. Once we have done this, we will then undertake the following steps to take the paper to Cabinet:

Task	Indicative dates
Undertake agency and ministerial consultation	29 May – 12 June
Incorporate feedback	Friday 13 June
Send final Cabinet Paper to you for final review and sign out	Monday 16 June
Lodge Cabinet Paper	Thursday 19 June
Social Outcomes Committee (SOU)	Monday 30 June

14. If the proposals are agreed to by Cabinet, drafting with Parliamentary Counsel Office will begin on 1st July. We will then bring another Cabinet paper to you take through LEG to include the proposals as part of ERB.

Annexes

The following are annexed to this paper:

- Annex 1: Draft Cabinet Paper Improving regulation of the teaching workforce and curriculum, assessment and reporting to parents

Recommended Actions

The Ministry of Education recommends you:

- a. **note** the attached draft Cabinet paper on workforce regulation and curriculum changes **Noted**
- b. **note** that the intention is to lodge this paper on 18 June for Cabinet Social Outcome Committee on 25 June 2025 **Noted**
- c. **note** that the Ministry intend to consult with other departmental agencies on the Cabinet paper from 29 May – 12 June 2025 **Noted**
- d. **agree** that your office will consult concurrently with relevant Ministerial colleagues from 29 May – 12 June 2025 **Agree / Disagree**

- e. **agree** to consult the Teaching Council on workforce changes **EITHER**:

i. concurrently alongside Ministerial and departmental stage, between 29 May – 12 June 2025 (*recommended*) **Agree / Disagree**

OR

ii. if Cabinet agrees to progress the proposals, from 1 July 2025 **Agree / Disagree**

Proactive Release:

- f. **agree** that the Ministry of Education release this paper once final decisions have been made at Cabinet with any information needing to be withheld done so in line with the provisions of the Official Information Act 1982. **Agree / Disagree**

discuss timing pls


Jennifer Fraser
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Te Pou Kaupapahere

23/05/2025



Hon Erica Stanford
Minister of Education

27/5/25