



Education Report: Next Steps for Developing the School Leavers' Toolkit

To:	Hon Chris Hipkins, Minister of Education Cc Hon Tracey Martin and Hon Claire Curran		
Date:	21 May 2018	Priority:	High
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Drafter:	Miriam Gibson	DDI:	s 9(2)(a) OIA
Key contact and number:	Ellen MacGregor-Reid s 9(2)(a) OIA	Round robin:	No
Messaging seen by Communications team:	No		

Purpose of report

The purpose of this paper is for you to:

- **Note** the options for progressing the School Leavers' Toolkit outlined in this report, and the supporting A3s for the strategy session on 23 May.

Summary

- 1 In March you received a Briefing Note outlining our proposed approach to the design of the School Leavers' Toolkit and providing you with information prior to a cross-agency session to discuss Minister Jackson's NEET strategy [METIS 1111509 refers].
- 2 This report outlines options for progressing the School Leavers' Toolkit initiative now that funding in Budget 2018 of \$1.7 million for one year has been confirmed.
- 3 The development of the School Leavers' Toolkit, occurring alongside the Review of NCEA and the wider Education Work Programme, could provide an opportunity to dig deeper into the structural issues affecting programme design at senior secondary and beyond, and identify options for system level change. Alternatively, it could be delivered as a discrete set of programmes.
- 4 We would like to discuss the options outlined in this report at the strategy session on 23 May and understand your vision for the scale and scope of the School Leavers' Toolkit initiative.

Recommended Actions

The Ministry of Education recommends you:

- a. **Note** the options for progressing the School Leavers' Toolkit outlined in this report and the supporting A3s for discussion at the strategy session on 23 May.

Noted

- b. **Agree** that this Education Report is proactively released as part of the next publication.

Agree / Disagree


Ellen MacGregor-Reid
Deputy Secretary
Early Learning and Student Achievement

21/5/18


Hon Chris Hipkins
Minister of Education

23/5/18.

Proactively Released

Background

1. The Government has committed to providing all young people with a 'School Leavers' Toolkit' (Toolkit) to ensure they have the knowledge, skills and capabilities required to transition successfully to further education, training or employment. This includes, financial literacy, understanding of civics and citizenship, and workplace and specific occupational competencies.
2. Providing driver education is being progressed separately to the Toolkit..
3. s 9(2)(f)(iv) OIA
[REDACTED] The Toolkit has confirmed funding in Budget 2018 of \$1.7 million for one year.
4. This report outlines our suggested approach for progressing the Toolkit within the scaled Budget 2018 funding and your options for extending the scope of the initiative to provide support for wider, system level reviews currently taking place, if you want to do so.

Designing the School Leavers' Toolkit

Defining the problem

5. Our initial environmental scan indicates that there a number of existing programmes and resources that schools can access to provide opportunities for students to learn about civics education, financial literacy and key workplace competencies.
6. However, opportunities for young people to access quality programmes that develop these skills vary from school to school and region to region. This has led us to identify a series of interrelated risks:
 - a. These programmes are sometimes only used with those students who are at risk of not achieving or being retained in education, and participation in them can come at the expense of participation in other learning areas.
 - b. These programmes are sometimes seen as an 'add on' to the curriculum, rather than essential skills for all school leavers. There is a risk that the Toolkit will be seen the same way.
 - c. Some schools lack the resources and 'know how' to develop coherent local curriculum and programmes that support a diverse range of learner pathways and include the key knowledge and skills identified in the Toolkit. For example, relying exclusively on NCEA and assessment standard requirements to guide programme development.
7. Initial conversations as part of the Review of NCEA have highlighted these issues. While many schools are successfully developing local curricula that reflect the full vision of the National Curriculum, one of the drawbacks of our flexible system is that some young people are experiencing senior secondary school as a series of fragmented, incoherent courses.

8. A key design challenge for the development and implementation of the Toolkit is understanding how it can be integrated into the *New Zealand Curriculum* (NZC) and *Te Marautanga o Aotearoa* (TMOA) in a way that pushes back against these issues, or at least doesn't exacerbate them.

Our proposed approach and your options for system level change

9. Our proposed approach – see Annex 3 – places the development of the Toolkit within the context of a wider strategic approach that digs deeper into the structural issues described above. It would complement and support other work programmes, including the Review of NCEA, (and longer term work on secondary transitions), and review of vocational education.
10. Utilising the confirmed funding of \$1.7 million, we propose focusing on developing tools and resources that support the delivery in schools of programmes aligned to the objectives of the Toolkit, including a quality assurance framework for existing programmes and prototyping of a centralised digital platform for sharing information and resources.
11. We would use a collaborative, co-design process to respond to real, on the ground needs, and then tie these to more traditional system level policy and design methods.
s 9(2)(f)(iv) OIA
[Redacted]
12. This activity will also increase our understanding of the complex, inter-related issues that affect learner pathways in senior secondary and identify opportunities for addressing the structural issues described in paragraph 6. It will complement the more fundamental research work programmes being undertaken for the reviews outlined in paragraph 9.
13. s 9(2)(f)(iv) OIA
[Redacted]

Table 1: Thinking about the potential scope of a School Leavers' Toolkit work programme

Incremental	←————→	Transformational
<p>Identifying barriers to innovative local curriculum design</p> <p>Identifying barriers to innovative curriculum design within schools and communities, and prototyping new resources or enablers that could be delivered as part of a Toolkit bid in Budget 2019.</p> <p>Focus: process efficiency; better, faster, cheaper.</p> <p>Example: providing schools with support to integrate learning aligned to the Toolkit into existing subject areas wherever possible to minimise concerns about curriculum trade-offs, maximise access to the Toolkit and provide a more sustainable operating model.</p>	<p>Addressing the relationship between curriculum, coherency and NCEA in senior secondary</p> <p>Sector engagement and research could help us discover the extent to which deeper structural issues are the cause of coherence issues in senior secondary programmes and identify opportunities to address these as part of the wider education work programme.</p> <p>Focus: signalling the value of a broader range of achievement.</p> <p>Example: Positioning the Toolkit as a supporting framework for schools to shift the emphasis on senior secondary curriculum away from assessment and towards a more holistic approach to developing the knowledge, skills and capabilities needed for successful transitions.</p>	<p>Supporting a personalised pathway approach to education</p> <p>Positioning the School Leavers' Toolkit as a comprehensive package to support teachers and school leaders put learners at the centre of curriculum and programme planning, and to develop personalised learning plans that recognise and celebrate diversity.</p> <p>Focus: new ways of doing things, iteration, better fit with user needs.</p> <p>Example: providing the education sector – including schools, industry training organisations and the TEC – with a learner-centred model based on new ways of partnering with parents, whanau, community stakeholders and tertiary education organisations to support the development of individualised School Leaver Toolkits, underpinned by digital and information technologies.</p>

14. The more transformative approaches will take longer, and require a deeper investment in new tools and resources. They will also carry more risks. At the same time, if they are aligned with other review activities they have the potential to provide a more sustainable approach to embedding the Toolkit, support the implementation of the NCEA Review, and avoid the unintended consequences described in paragraph 6 above.

Strategy session

15. We have included an annotated agenda and three A3s to help guide the Toolkit strategy session. These include the key questions affecting the design of the Toolkit that we would like your feedback on.

Next Steps

16. The outcomes of this session will inform the development of a detailed Toolkit work programme.

Annexes

Annex 1: Initial situation analysis

Annex 2: Putting this in a wider system context

Annex 3: Our planned approach

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Designing the School leavers’ Toolkit – a focus on competencies

	Manifesto commitment	What’s already happening	What we know
Components of the Toolkit	 Key Workplace Competencies	<p>All students will have access to courses that teach work competencies, such as teamwork, and self-management.</p> <p>US </p>	<ul style="list-style-type: none"> Programmes that develop workplace competencies often sit outside the curriculum and participation in them comes at the expense of participation in other learning areas. Quality programmes that provide opportunities for young people to develop key workplace competencies in authentic contexts require a flexible local curriculum and active relationships with the wider community.
	 Financial Literacy	<p>Financial literacy and budgeting courses will be available in all secondary schools and wharekura so young people can learn about things like tenancy agreements, credit cards, and KiwiSaver.</p> <p>AS  US  CR</p>	<ul style="list-style-type: none"> There are a range of existing resources available for years 1 – 8 for schools who want to integrate financial literacy into their local curriculum. The Commission for Financial Capability (CFFC) has \$10 million funding from MBIE to develop a ‘Sorted for Schools’ programme. The CFFC is initially focusing on years 9 and 10, before expanding the programme to years 11 – 13. We have partnered with the CFFC to support them in the development and delivery of the new resources. Financial capability at senior secondary level requires significant learning. We see financial literacy as able to be integrated into existing subject areas from years 1 – 10, but becoming more specialised at years 11 – 13.
	 Civics Education	<p>Civics education will be available in all schools with all young people participating.</p> <p>AS  US  CR</p>	<ul style="list-style-type: none"> New Zealand young people ranked among the highest in 38 countries in community volunteering, cultural group participation and collecting money for a cause. However, there is a big gap between our most engaged and socially active young people and those who have little or no involvement in civics and social action. Citizenship education is already compulsory, in that the NZC includes an overarching vision of connected, actively involved, lifelong learners. However, many teachers appear to be reluctant to explicitly address future-focused learning goals such as “citizenship”, despite the strong signals in the front of the National Curriculum.
	 Driver Education Minister Martin	<p>Every student will be offered five hours of professional driving lessons, a defensive driving course, and free testing for their learners’ and restricted licence, before they leave school.</p> <p> </p>	<ul style="list-style-type: none"> Between 70-90,000 struggle to access the driver licensing system and are either stalling part way through, or failing to enter the system in the first place The NEET rate is lowest for young people holding a full driver licence (4.8% of the 16-24 age group), and highest for those with no licence (18%) – but it’s hard to say whether this is causative, or a selection effect Lack of access to driver education is only one barrier; socio-economic, geographical and literacy barriers are also issues for many
	 Literacy and Numeracy and Health and Wellbeing Hauora	<p>Not explicitly included as part of the announced toolkit, but key to employability outcomes.</p> <p>US  AS CR</p>	<ul style="list-style-type: none"> The different pathways to meet NCEA literacy and numeracy requirements are not pegged to the same level (the unit standards are easier to achieve) Literature indicates that employers value literacy and numeracy above all other workplace competencies.

Key recommendations and questions

Do you see key workplace competencies as...
 A curriculum challenge – increased integration of the key competencies into classroom teaching and learning – or as an access issue – providing additional support for schools to enter into partnerships with tertiary organisations and employers?

We recommend progressing both approaches, initially focusing on increasing access to programmes and resources and providing support to build active relationships, and using this as a platform for deeper, system level change.

Would you like to explore options for how the CFFC’s work could be more closely aligned to the objectives of the Toolkit?

We recommend not making financial literacy a focus for resource development while the CFFC are developing ‘Sorted in Schools’. Instead, we will work with the CFFC to provide curriculum and assessment support.

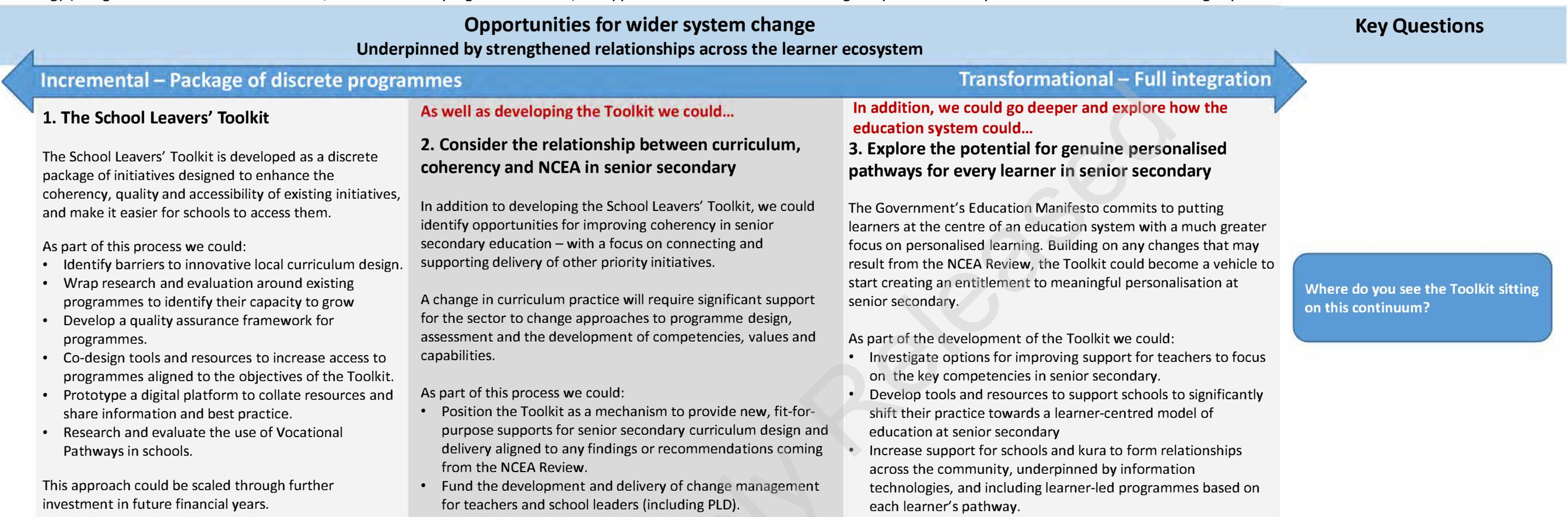
Is your focus for civics and citizenship on...
 civics education (focusing on knowledge and understanding of formal institutions and processes of civic life, e.g. voting) or citizenship education (focusing on knowledge and understanding and on opportunities for participation and engagement in both civic and civil society)?

Do you want to consider options to strengthen integration of the citizenship vision in the NZC into local curriculum design?

Do you see the driver education component of the Toolkit being only for young people still in education and training, those who are not in education employment of training (NEET), or any young person under 25 years of age?

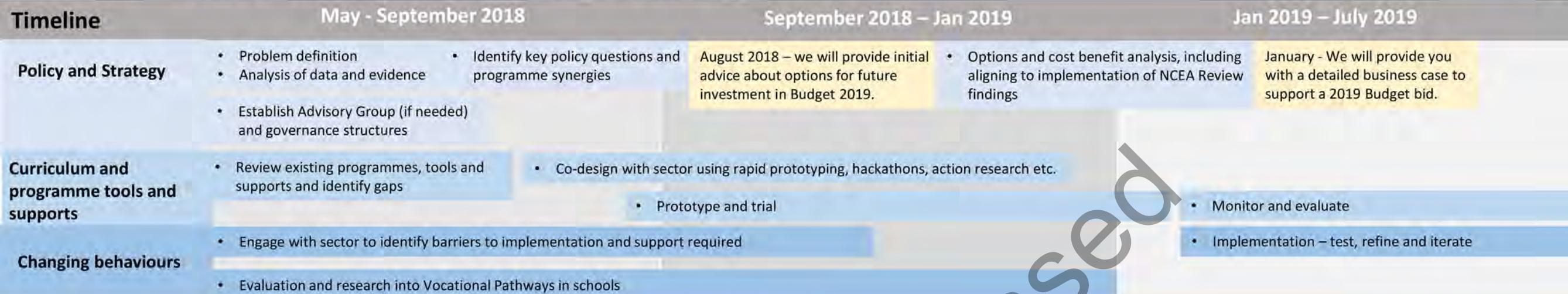
s 9(2)(f)(iv) OIA

We know that you want to shift senior secondary curriculum and teaching practice from a focus on assessment and, in many cases, on subject silos, to a curriculum-based approach which ensures every learner can develop the key competencies and values needed to succeed. As a discrete initiative the School Leavers’ Toolkit can contribute to addressing this challenge. Alternatively, with further investment in the mid-term, it could form the start of a wider strategy (alongside the NCEA Review and other, connected work programmes below) to support the education sector to change its practice and improve learners’ access to meaningful personalisation.



How the Toolkit connects to the Education Work Programme and Kōrero Mātauranga

Programme/Area	Connection	Opportunities	Potential challenges
NCEA Review	<ul style="list-style-type: none"> The direction of travel proposed by your MAG – towards increased access to personalisation, core literacies and the capabilities needed for success in work and life – is aligned to the Toolkit. 	<ul style="list-style-type: none"> The Toolkit could include the development of curriculum tools and resources to support schools to shift practice in line with any change or recommendations resulting from the NCEA Review. This could complement and support the implementation of the Review. Include a focus on resources to support schools, TEOs and employers to collaborate and make secondary tertiary programmes and initiatives more accessible to learners. 	<ul style="list-style-type: none"> Timing the development of the Toolkit to take advantage of the NCEA Review engagement process. Could require significant further investment – but may complement NCEA Review implementation costs and result in a coherent change package. Increasing access to secondary tertiary programmes could require major changes to existing funding and regulation.
Vocational education and training (VET)	<ul style="list-style-type: none"> The Toolkit could support schools to increase opportunities for the development of key competencies and vocation specific skills. 	<ul style="list-style-type: none"> Develop a more comprehensive vision of VET education across settings to reduce duplication of learning and facilitate smooth transitions, supported by the Toolkit, and integrated into wider curriculum-based learning. Research and evaluate the Vocational Pathways effectiveness as a support for schools to develop coherent, meaningful pathways into vocational education and employment. 	<ul style="list-style-type: none"> Ensuring that our vision for VET, and its integration across the curriculum, reflect the skills and knowledge young New Zealanders will need in the future. Ensuring that local curriculum balances the development of deep, domain-specific knowledge and capability in literacy and numeracy with opportunities to gain vocation specific skills.
Careers Action Plan	<ul style="list-style-type: none"> Ensuring a whole-of-school approach to careers will require support for teachers to understand how they can support learners’ pathways, and help them learn what they need to succeed. 	<ul style="list-style-type: none"> Use the Toolkit to support schools and teachers to integrate careers education across the curriculum, and to identify the wider life capabilities which learners will need to develop on all career pathways. 	<ul style="list-style-type: none"> Building consensus across the education and careers workforces, and the wider public, about how we should best equip learners to succeed on various pathways.



Options to effect change Theory of change

		Rationale	Short Term Outputs	Long Term Objectives
Policy	Changes to: <ul style="list-style-type: none"> The New Zealand Curriculum Te Marautanga o Aotearoa – e.g., modifying a learning area, or mandating new or revised curriculum content. NCEA – e.g., new credit requirements, new standards. NELPs – e.g., new planning, reporting, or accountability requirements on schools. Funding – e.g., develop new streams, ring-fencing or tagging. 	<ul style="list-style-type: none"> The Toolkit is part of a wider shift towards an education system that values a broader range of knowledge, skills, experience and capabilities. 	<ul style="list-style-type: none"> Align development of the Toolkit with research and analysis done as part of the NCEA Review. 	Further work that could be progressed alongside other system review outcomes and changes
Curriculum Design	Develop new, or modify existing: <ul style="list-style-type: none"> New Zealand Curriculum Te Marautanga o Aotearoa content and tools/frameworks. Achievement/unit Standards. NCEA requirements. Local curriculum design guidance and support (e.g., through the Kāhui Ako Tool) 	<ul style="list-style-type: none"> The National Curriculum recognises that in the modern world, deep knowledge and transferable skills and capabilities are key to success. 	<ul style="list-style-type: none"> Use the Toolkit to set clear expectations for integrating key competencies, skills and capabilities into local curriculum at senior secondary. 	<ul style="list-style-type: none"> SLTK is a range of programmes, products and resources that support the wider Education Work Programme and a future focused National Curriculum.
Curriculum Support	Redevelop, scale or modify existing tools and/or programmes and/or resources for teaching and learning: <ul style="list-style-type: none"> New core Ministry supports for senior secondary/ secondary-tertiary curriculum design. Guidance for whole school practice shifts (e.g. planning flexible timetabling). STAR, Gateway or Secondary/Tertiary Programmes. Achievement Standard Resources, e.g. teaching and learning guides, assessments. Support for schools to implement whole of school careers strategies. Functions to support collaboration between secondary schools. 	<ul style="list-style-type: none"> Needs vary by individual, school and community – there is not one problem we are trying to solve. 	<ul style="list-style-type: none"> Co-design tools and resources with sector to design: <ul style="list-style-type: none"> curriculum resources and supports, quality assurance frameworks best practice guidelines Content packages 	<ul style="list-style-type: none"> There is a shift in practice in senior secondary schools away from a focus on assessment towards deep learning that reflects the competencies, capabilities attitudes and values of the National Curriculum.
Programme Design	Re-develop, scale or modify existing tools to support local programme design and development: <ul style="list-style-type: none"> Secondary/Tertiary Programmes. Vocational Pathways and Employability Skills frameworks. Cross curricular integration of learning areas with new soft skills content (aligned to core competencies in NZC and values, attributes and competencies of the TMOA). 	<ul style="list-style-type: none"> There is a lack of tools and supports available to help secondary schools develop innovative, flexible local curricula that reflects the full citizenship vision of the National Curriculum. 	<ul style="list-style-type: none"> Re-package existing resources and guidance under the Toolkit brand and make these available on a centralised website. 	<ul style="list-style-type: none"> The Toolkit supports schools, tertiary organisations and employers to collaborate on the development of coherent programmes and pathways and supports successful transitions into higher education, training or employment.
Demand	Support to activate the demand side of education: <ul style="list-style-type: none"> Students Parents/whānau Employers Iwi 		<ul style="list-style-type: none"> Evaluate the Vocational Pathways and strengthen their effectiveness as a tool for local curriculum design. 	<ul style="list-style-type: none"> All schools have access to the tools and resources they need to develop meaningful local curricula and personalised learning pathways for young people.