Education Report: Update on Phase One of the School Leavers’ Toolkit

To: Hon Chris Hipkins, Minister of Education
Date: 7 September 2018
Priority: Medium
Security Level: In Confidence
METIS No: 1150167
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Messaging seen by Communications team: No
Round Robin: No

Purpose of Report

The purpose of this paper is to:

- Update you on progress to date developing the School Leavers’ Toolkit (Toolkit)
- Outline the proposed activity for Phase Two of the Toolkit’s development
- Brief you on how the Toolkit aligns with the work on careers and on how the Toolkit can be implemented in years 7 and 8
- Seek your agreement to preparation of a 2019 Budget bid to fund Phase Two of the Toolkit’s development.

Summary

1. We are progressing the research and development phase (Phase One) of the Toolkit as agreed with you in June. We have been engaging with a range of resource providers and will have a stocktake of existing resources completed by mid-September. We are also working with schools, kura, employers and tertiary education organisations to understand what support schools will need to implement the Toolkit.

2. We are working within the Ministry and with the Tertiary Education Commission to ensure that the Toolkit is aligned to planning for transforming the careers system in schools and work on the Careers System Strategy.

3. We are developing a communication plan to inform schools about the Toolkit and will begin releasing information on the Toolkit’s design, and the resources that will be available to support implementation, before the end of the year. We suggest you may like to launch
the Toolkit in early 2019 once the schools-facing website is live. We can work with your office on the timing of this.

4. We seek your agreement to submit a bid for Budget 2019 of approximately $2.3 million to fund Phase Two of the Toolkit. This will include piloting Toolkit implementation models, developing curriculum tools and resources, and continuing research into the system enablers, supports and capabilities needed to embed Toolkit learning sustainably.

Recommended Actions

The Ministry of Education recommends you:

a. **note** that Phase One of the Toolkit development plan is progressing as outlined in our June Education Report, *Phase one of the School Leavers' Toolkit* [METIS 1131231 refers].

   Noted

b. **agree** to the Ministry submitting a bid for Budget 2019 to fund Phase Two of the Toolkit's development.

   Agree / Disagree

c. **forward** this report to your Associate Ministers of Education and Minister Henare.

   Yes / No

d. **agree** that this Education Report is proactively released as part of the next publication, excluding advice under active consideration relating to Budget 2019.

   Release / Not release

Pauline Cleaver  
Deputy Secretary (Acting)  
Early Learning and Student Achievement

Hon Chris Hipkins  
Minister of Education

5/9/18
Background

1. In June we provided you with an education report [METIS 1131231 refers] seeking your agreement to our proposed approach to designing the Toolkit.

2. We outlined our intention to increase opportunities for young people to develop civics knowledge and skills, financial literacy and key workplace competencies by:
   a. Ensuring schools have access to quality content, curriculum tools, and resources that support the Toolkit’s learning objectives and outcomes.
   b. Supporting schools to embed these learning opportunities in their local curricula.

3. We also signalled our intention to use the information gained from Phase One to develop a business case for a 2019 Budget bid to scale existing programmes and pilot new tools and resources.

4. In response to that report, you indicated that you would like us to provide further advice on how the Toolkit aligns with the work on careers, and how the Toolkit can be implemented in years 7 and 8, when young people start to think about their futures.

5. This report updates you on our progress so far, outlines how the Toolkit is connected to the careers transformation work, and seeks your agreement to the submission of a 2019 Budget bid to fund Phase Two of the Toolkit.

Progress to date

6. Since May, we have made progress against both aspects of the Toolkit described in paragraph 6. The next section outlines what we have found so far and the work we have underway to support schools to deliver the Toolkit.

7. In summary, Phase One will deliver:
   a. A schools facing Toolkit website with links to resources, guidance and exemplars for schools to use when developing programmes.
   b. Development of resources to fill identified gaps in provision across years 7 – 10.
   c. Toolkit implementation models co-designed with schools.
   d. Toolkit pilots (2 – 3) to test the implementation models in 2019.
   e. A student facing Toolkit website as part of the refreshed Studyit website.
   f. An initial understanding of the system enablers, supports and capabilities needed to sustainably embed Toolkit learning programmes into local curricula.
High level findings from our engagement so far

8. There is significant overlap between what we are hearing as we engage on the development of the Toolkit and what we are hearing from public engagement: on the NCEA review and the wider Education Conversation | Kōrero Mātauranga. The high level findings from our engagement are listed below:

   a. **Resources** – there are a wide range of resources and programmes available to support teachers and schools, but these are accessed inconsistently and schools lack integration models to support design of their local curriculum.

   b. **Local curriculum design** – there is a lack of practice guidance, templates, models, and tools to support school leaders to develop coherent and meaningful local curricula based on the breadth of the national curriculum.

   c. **Workforce capability and capacity** – many teachers would like to integrate the components of the Toolkit into their teaching, but feel they do not have the time, confidence or capability to do so.

   d. **Support for individualised student pathways** – some schools are unsure how to develop local curricula that allows for more flexible and personalised pathways, or believe that an academic pathway, focused mostly on subject specific learning, is the best choice for the majority of students.

9. Our Phase One work programme addresses these issues by.

Ensuring schools have access to resources

10. The Toolkit will provide a framework to help schools put together collections of learning experiences that meet the needs and aspirations of their young people, drawing on the expertise of their wider school community.

11. To support schools to do this, we have begun work on a Toolkit website. The website will provide links to a range of resources and guidance to empower schools to construct their own Toolkits. This flexible approach follows the framework of the National Curriculum, setting the direction for teaching and learning, while leaving decisions about context and content to individual schools.

12. The website’s content will reflect our expectation that every school’s Toolkit should include opportunities to develop financial literacy and workplace competencies, and to learn about civics and how our political system operates. Schools will be encouraged to include additional knowledge and skills in their Toolkit to support their students to transition across and through the education and employment settings successfully.

13. The Toolkit’s school facing website, featuring positive and inclusive branding, will be located in the curriculum section of Te Kete Ipurangi, the Ministry of Education’s online education portal. It will include information about, and links to, English medium resources, and will be ready for schools to use by the start of 2019.
14. In line with Ministry policy, the website will not recommend or endorse any particular products or providers, instead it will provide information to help schools make their own decisions about which resources to use. To support schools to do this, we have developed a simple online filtering and sorting tool. This tool will provide information such as the resource cost, curriculum level and any additional resources required, and is designed to help schools navigate the range of content packages available and incorporate their chosen resources into their local curricula.

Providing a range of content

15. There are currently a wide range of content packages available to support the teaching of civics, financial literacy and employability skills. As we engage with schools and resource providers, we are compiling a list of existing resources, and carrying out a mapping exercise to identify any gaps in provision.

16. We have met with a wide range of Government and non-Government resource providers, including The Office of the Clerk, The Office of the Ombudsman, The Labour Inspectorate, the Ministry of Youth Development, the Bankers’ Association, and COMET Auckland, amongst others. The initial resource stocktake and mapping work will be completed by the end of September, and we will continue to update this as new resources become available.

17. We plan to develop a Māori medium Toolkit curriculum integration model and begin a stocktake and gap analysis of Māori medium tools and resources before the end of the year. We will add a Māori medium section to the Toolkit website once this work is completed.

18. We have extended the scope of our work to include years 7 and 8, and are working with the sector to understand how the Toolkit can be integrated into local curricula at this level. Our research so far suggests that this will require the development of resources to support the delivery of civics education and key workplace competencies.

Supporting schools to embed these learning opportunities in their local curricula

19. Alongside links to resources, the Toolkit website will include guidance to help schools integrate Toolkit learning into their local curricula. The website will link to the Communities of Learning | Kāhui Ako Curriculum Design Tool which includes guidance for schools on how to draw on their environment and community relationships to design meaningful learning opportunities that build student capabilities.

20. To understand more about how the Toolkit could be implemented in different school settings and across different year levels, we are working with a small number of schools and kura, employers, and tertiary education organisations to identify the systems, capabilities, and resources needed.

21. In June we held workshops with Ministry of Education Principal Advisors Secondary Tertiary and Regional Education Managers in Wellington, and a group of employers in Auckland, to get their views on what would be needed to support the Toolkit and to prepare young people for good transitions post-school.
22. As part of the NCEA colab event in July, we held a workshop with students from Hamilton Girls’ High School who had expressed an interest in the Toolkit. During this session we worked with the students to design a schools engagement plan. We are now in the process of identifying schools and kura to work with on the co-design both English and Māori medium Toolkit implementation models.

**Planned activity between now and July 2019**

23. The implementation models we develop during co-design with schools and kura will be tested in 2-3 pilots that will begin in 2019. During the pilots we will work alongside schools as they develop their Toolkit programmes, support them to integrate Toolkit learning resources into their local curricula, and help them to broker the relationships needed to deliver contextualised learning opportunities.

24. To complement the school facing Toolkit website, we will develop a School Leavers’ Toolkit section for the Studyit website. Studyit is a website to support students who are undertaking NCEA. It is currently being updated and refreshed, and is due to go live in May 2019. The Studyit site will initially continue to be stand-alone, with a view to integrating it into a future student hub site.

25. The student facing Toolkit website will provide young people with information to help them manage their transition into further education, training or employment. While students will already have developed a wide range of Toolkit knowledge and skills via integration with their subject learning, the website will empower them to articulate these, identify opportunities to put them into action, and provide guidance on how and where to access any additional learning they need.

26. The Toolkit’s student website will include links to the online career education tools being developed by the Tertiary Education Commission as part of the Careers System Strategy implementation plan [TEC report B/18/00590 refers], alongside other key information, such as how to access Fees Free tertiary education.

**Phase Two of the School Leavers’ Toolkit**

27. In our June report, we signalled our intention to develop a detailed business case to support a 2019 Budget Bid that included consideration of resourcing and professional support for schools. We anticipated that this would be part of the wider recommendations for the implementation of the NCEA review, and would be used to scale existing programmes and pilot new tools and resources.

28. Given the resequencing of the Education Work Programme, including the NCEA review, we now instead recommend progressing a second year of design and development funding for the Toolkit. This will ensure we are able to adapt to support any potential structural changes to NCEA, and to ensure recommendations about school resourcing/support are made as a coherent package in Budget 2020.

29. We therefore recommend a smaller Budget bid in 2019 to support Phase Two of the Toolkit’s development. Phase Two will build on the Phase One research and design work and strengthen our understanding of the systems, resources, and capabilities needed to
incorporate the key competencies, principles and values of the *New Zealand Curriculum* and *Te Marautanga o Aotearoa* into local curricula. A Budget bid for Phase Two would include funding to:

a. Develop further curriculum resources to fill the gaps identified during the stocktake process. This will ensure Toolkit learning opportunities can be integrated across the curriculum from year 7 to year 13 in both English and Māori medium.

b. Extend the piloting of implementation models to gain an in-depth understanding of the process needed to build Toolkit programmes into local curricula in a sustainable way. There is an opportunity for these pilots to include testing of a revised careers function, should the timing align.

c. Robust evaluation of the pilots to develop best practice case studies, refine guidance, and increase our understanding of what works ahead of scaling implementation.

For more information on how Phase Two will build on Phase One, and the links to the wider Education Work Programme, see Annex 1.

### Linking with careers transformation work

31. The Toolkit will only be effective if it is relevant to the experiences and aspirations of young people and their communities. This means that learning across the curriculum should be contextualised and linked to the world beyond school, and older students should be supported to explore opportunities and build the career competencies needed to navigate their transition out of school.

32. Careers education in schools is a key enabler of this. The Ministry is currently working on a plan to transform the careers system in schools. In particular, we are preparing further advice for you on a plan of action to create a future state in schools where all students receive high quality careers education. This is based on your endorsement of this work at the strategy session on careers you had with officials on 26 June 2018. This advice will be provided in October 2018. We are also working on a bid for Budget 2019 to support implementation of the Careers System Transformation plan.

33. The Careers System Transformation Plan will be complemented by a revised suite of online career development tools being developed by the Tertiary Education Commission as part of a package of new initiatives. This includes an online learning pathway system that will allow students to discuss their interests and aptitudes and map these against potential skills/careers, regional needs information, and the secondary tertiary and training pathways required to achieve them.

34. Our research to date has indicated the importance of relationships with employers and the wider community to providing contextualised learning opportunities. Our work on
transforming the careers system in schools is exploring how a revised careers function could support these relationships as part of a ‘careers ecosystem’.

35. Our recommended approach for Phase Two of the Toolkit ensures that we can leverage off the work being done on the Careers System Strategy and on transforming the careers system in schools to provide a coherent vision for change.

Risks

36. If we do not take the time to develop comprehensive, informed guidance on implementation models, we risk schools perceiving the Toolkit as an add-on, rather than an enhancement, of curriculum learning.

37. This risk is mitigated by building a strong understanding of the issues schools face when building contextualised local curricula that incorporate the full breadth of the National Curriculum. Our proposed timeline for Phase Two allows for this.

38. Given the links between the Toolkit, the NCEA review, the Vocational Education and Training review and the work to transform careers education in schools, it is also crucial that implementation is aligned with these work programmes to minimise any negative impacts on the sector and ensure we maximise synergies. We will continue to ensure that communication across these work streams is sound.

Financial Implications

39. We are recommending a bid of approximately $2.3 million for Budget 2019 to fund the activity outlined in paragraph 33.

Next Steps

40. Subject to your agreement, we will begin work on a 2019 Budget bid to fund Phase Two of the Toolkit’s development. This will be shared with you via the Ministry’s Budget process.

41. We will continue the work outlined in Phase One of the Toolkit to increase schools’ access to resources and research the support needed to integrate these into focal curricula.

42. We are developing a communication plan to inform schools about the Toolkit and will begin releasing information on the Toolkit’s design, and the resources that will be available to support implementation, before the end of the year.

43. We suggest you may like to launch the Toolkit in early 2019 once the schools facing website is live. We can work with your office on the timing of this.
Proactive Release

44. We recommend that this Education Report be proactively released, excluding advice under active consideration relating to Budget 2019, as per your expectation that information be released as soon as possible. Any information which is withheld will be done so in line with the provisions of the Official Information Act 1982.

Annexes

Annex 1: The School Leavers’ Toolkit change story – Phase Two and links to the wider work programme
Annex 1 - The School Leavers' Toolkit change story
Phase Two and links to the wider Education Work Programme

• Key themes
• What we've found – the issues
• How Phase One of the Toolkit addresses these issues
• How Phase Two of the Toolkit programme could address these issues
• How the wider Education Work Programme will address these at a system level
<table>
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<th>Key themes</th>
<th>Resources</th>
<th>Local Curriculum design</th>
<th>Workforce capacity and capability</th>
<th>Supporting individual student pathways</th>
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<tr>
<td>What we've found - the issues</td>
<td>• There are a wide range of resources and programmes available to teachers and schools, but these are accessed inconsistently and schools lack models for integrating them into local curricula. • The majority of resources available to support the teaching and learning of civics education and key workplace competencies are only targeted at senior secondary.</td>
<td>• Many schools struggle to develop flexible timetables or reorganise their teaching to support opportunities for students to develop skills and capabilities in a range of contexts – including outside of school. Schools tell us they need guidance and support to do this.</td>
<td>• Research tells us that many teachers lack the confidence or capability to integrate the Toolkit components into their programmes, regardless of whether their teaching framework allows them to do so. • Schools lack the resources and guidance to make meaningful links with employers, business and their wider community – relationships that are crucial for developing the skills needed to transition into higher education, training or employment.</td>
<td>• Many schools are struggling to break away from programme planning that is constrained by timetabling and subject silos, let alone providing personalisation aligned to an individual's pathway.</td>
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<td>How phase One of the Toolkit addresses these issues</td>
<td>• The Toolkit website will provide links to resources and programmes that support Toolkit learning, as well as information to help schools choose the most suitable resources for their Toolkit. • The gap analysis will identify where we need to develop additional resources to ensure the Toolkit can be integrated seamlessly into local curricula across years 7 – 13.</td>
<td>• Our Toolkit research includes engaging with a range of different schools in both rural and urban areas. This will help us understand the range of issues schools face when developing their local curriculum and ensure that our implementation models and guidance are relevant to as many schools as possible. • The Toolkit website will provide guidance for schools on how to integrate resources and programmes into their local curricula, as well as integration models showing how this has been done in different sized schools.</td>
<td>• The Toolkit website will provide links to a range of resources, some of which are self-contained or student led and others which include teacher guides or professional development opportunities. • The Toolkit webpage will link to the Communities of Learning</td>
<td>Kāhui Ako Curriculum Design Tool and provide guidance on how schools can map key community relationships and use the tool to integrate Toolkit learning into learning areas using the 'weaving' approach.</td>
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<td>How phase two of the Toolkit programme could address these issues</td>
<td>• During Phase Two we will continue to develop English and Māori medium resources to ensure schools can develop toolkit programmes across years 7 – 13. • These resources can be tested with pilot schools and iterated and refined as needed.</td>
<td>• Increased piloting of the Toolkit will provide a more nuanced picture of the system enablers, supports, and capabilities needed to deliver the Toolkit in a wide range of school and local contexts. • The learnings from this process would enhance our guidance and could form the basis of how we adapt to building the Toolkit into local curricula, including how to develop flexible timetables in a way that works for schools. • Evaluation of Toolkit pilots would help us identify the common factors that underpin best practice and inform policy decisions. It would potentially support a budget bid for 2020 to scale implementation and support increased access.</td>
<td>• Evaluation of Phase Two pilots will increase our understanding of the capabilities needed to deliver the Toolkit and potentially provide the basis for a Professional Learning and Development plan. • Phase Two could include exploration of how the Curriculum Design Tool could be enhanced to further support the integration of Toolkit learning across local curricula, e.g. by using one of the pilots to create an exemplar.</td>
<td>• There is an opportunity to combine the piloting of Toolkit implementation models with testing of the Schools Career Transformation Plan to provide a more holistic view of the capabilities and resources needed, reduce duplication of effort, and maximise the chance for success.</td>
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<td>How the wider Education Work Programme will address these at a system level</td>
<td>• The TEC's Career System Strategy work ensures schools have access to high quality data and information to inform decisions about transitions post-school.</td>
<td>• The review of NCEA is guided by five principles, including pathway coherence and wellbeing. Should the review result in structural changes to the qualification, the Toolkit could support implementation of these. • The development of the Transforming the School Careers System Plan includes research into the resources, capabilities and systems needed to provide a high functioning 'careers eco-system'. The establishment of careers eco-systems within school communities is critical to the successful implementation of the Toolkit. • The Vocational Pathways are a useful model for designing coherent learning programmes. The current evaluation of Vocational Pathways will provide us with information about the uptake and effectiveness of alternative curricula design that could be reflected in the Toolkit design. • The Curriculum, Progress and Achievement work programme is shifting focus towards assessment of progress across the full breadth of the curriculum, including the key capabilities for success in life, learning and work.</td>
<td>• Our work to identify the system enablers, supports, and capabilities required to embed the SLT in New Zealand, and be informed by, development of the Education Workforce Strategy. The strategy will deliver quality workforce systems that provide a sufficient, capable and motivated workforce to support quality learning. • the Transforming the School Careers System Plan will explore options to embed careers education across the school system, including by supporting teachers to contextualise classroom learning and make links between learning and the world of work. • The Communities of Learning Curriculum Design Tool provides a platform that schools and Kāhui Ako can use to map community relationships and guidance for leveraging these relationships to create rich learning opportunities.</td>
<td>• The Careers System Strategy and Transforming the School Careers System Plan will shift the focus from a siloed careers function, to an all of school careers system, that could support more individualised programme planning.</td>
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