Education Report: Phase one of the School Leavers’ Toolkit

To: Hon Chris Hipkins, Minister of Education

Date: 21 June 2018

Priority: High

Security Level: In Confidence

METIS No: 1131231

Drafter: Miriam Gibson

DDI: S 9(2)(a)

Key Contact: Richard D’Ath

DDI: Round Robin: No

Purpose of Report

This report seeks your agreement to the scope of work for the Ministry on designing the School Leavers’ Toolkit, as discussed with you at a strategy session on 23 May.

Summary

- If you agree, our work programme for 2018 will focus on increasing access for schools and kura to a range of high quality resources to support the delivery of financial literacy, civics education and key workplace competencies.

- We will also work with schools and kura to identify any additional support that may be needed to incorporate the School Leavers’ Toolkit into their local curricula in a way that responds to the needs and aspirations of their young people and communities.

- Initially, we will focus on support for implementing the Toolkit in years 9-11, to ensure that all young people have the opportunity to develop foundational knowledge in financial literacy and civics education. The focus on years 9-11 will also help us align the Toolkit with any changes to NCEA Level 1 that may occur as a result of the NCEA review.

- The research and engagement work carried out as part of the development of the Toolkit will inform a detailed business case that will underpin advice on further investment in Budget 2019. This advice will incorporate support for the wider implementation of the NCEA review recommendations, where the work plans align.
Recommended Actions

The Ministry of Education recommends you:

a. **Agree** to the Ministry commencing work on the School Leavers' Toolkit as outlined in this report.

   ![Agree/Disagree]

b. **Note** that the Ministry will provide you with advice in November 2018 on options for future investment in the Toolkit, as part of the wider implementation of the NCEA review.

   ![Noted]

c. **Agree** to forward this report to the Associate Ministers of Education and Ministers Henare and Curran.

   ![Agree/Disagree]

d. **Agree to proactively release** this report as part of the next publication.

   ![Release/Not release]

Ellen MacGregor-Reid
Deputy Secretary
Early Learning and Student Achievement
21/7/18

Hon Chris Hipkins
Minister of Education
15/7/18

I'd like further advice on how this aligns with work on careers advice.

I'm also keen to discuss Yr 7-8 students and how we can push this further down to where kids start thinking about their futures.
Background

1. The Ministry of Education has been allocated $1.7 million in Budget 2018 to carry out design work and prototype tools and resources for the School Leavers’ Toolkit (Toolkit).

2. The Toolkit reflects a focus on ensuring that local curricula include the skills and capabilities – alongside specific knowledge about important things like civics and financial literacy – young people need to flourish in the 21st century. This theme has come through strongly in our review of NCEA.

3. On 23 May we met with you, your Associate Ministers of Education, and Ministers Henare and Curran, to discuss our progress to date and to gain a better understanding of your vision for the Toolkit.

4. There was general agreement that our National Curriculum already provides a framework for schools to embed the Toolkit’s outcomes through the vision, values and key competencies set out in the New Zealand Curriculum, and the knowledge, skills, values and attitudes outlined in Te Marautanga o Aotearoa. What is needed is a greater focus on how we support schools and kura to unpack and embed these.

5. This report outlines our proposed approach to developing the Toolkit, including working with the sector to identify implementation models, and providing schools and kura with information on Toolkit content.

Our focus in 2018

6. Increasing opportunities for young people to develop civics knowledge and skills, financial literacy and key workplace competencies will require us to:
   a. Ensure schools have access to quality content, curriculum tools and resources that support the Toolkit’s learning outcomes.
   b. Support schools to embed these learning opportunities in their local curricula.

7. There is currently a wide range of content packages available to support teaching of civics, financial literacy and employability skills. To support schools to access and use these, we will develop a simple tool to help schools incorporate the content into their local curriculum and provide information on the teacher capability and resources required to deliver them.

8. We will have a range of these Toolkit content packages available by the end of September for schools to use when planning programmes for 2019.

9. Alongside this, we will work with a small number of schools and kura, employers and businesses, to identify any gaps in the resources, tools and supports needed to:
   a. integrate civics, financial literacy and key workplace competencies into existing teaching and learning programmes across years 9-11
b. build the School Leavers’ Toolkit into local curricula in a way that responds to the needs and aspirations of their young people and communities.

10. This activity will inform longer term planning for the development of curriculum tools to support implementation of the Toolkit, and will also contribute to the research and analysis underpinning the NCEA review policy development process, in particular, our research around Big Opportunities One (NCEA Level 1) and Three (transition opportunities).

11. Once we have a clear understanding of the additional resources and supports needed, we will develop a detailed business case to support a 2019 Budget Bid to scale existing programmes and pilot new tools and resources. We anticipate that this will be part of the wider recommendations for the implementation of the NCEA review.

12. For more information on the individual components of the Toolkit, see Annex 1.

Ensuring the Toolkit is integrated into local curriculum

13. The key risk we have identified for the development and implementation of the Toolkit is that it is seen as an 'add on' to the curriculum and is only used by schools for a small range of students who are at risk of not achieving.

14. We perceive this as contrary to the intention of the policy, which emphasises the importance of financial literacy, civics education and key workplace competencies for all young people, not just those students not on a traditional academic pathway.

15. To manage this risk we plan to ensure that the Toolkit doesn’t suffer from some of the negative connotations the TEC have identified as being associated with vocational education (report no B/18/00388 refers), by:

   a. working with schools, parents, whānau, employers and communities to build a shared understanding of the Toolkit’s objectives and value that can inform our branding, messaging, and focus areas for content
   
   b. partnering with resource developers to ensure that Toolkit resources are high quality and that teachers and schools are supported to deliver them
   
   c. collating resources and tools, guidance, and implementation support, on a centralised web platform with a positive, inclusive brand.

16. Aligning the Toolkit to the review of NCEA will also manage the risk that the Toolkit is seen as sitting outside the curriculum. Our research and engagement work will explore options for how the Toolkit could:

   a. Contribute to an expansion of the common core of compulsory ‘literacies’ required for NCEA Level 1, if the qualification is changed following the NCEA review.
   
   b. Support students in years 9 and 10 to progress into a revised NCEA Level 1.
   
   c. Be used as an organising framework to help schools develop individualised career and pathway plans for all students.
Timeline and Key Milestones

17. The key milestones and time frames for the research and design phase of the Toolkit are set out in the table below:

<table>
<thead>
<tr>
<th>Key Milestone</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial set of content packages available to schools in time for 2019 programme planning.</td>
<td>September 2018</td>
</tr>
<tr>
<td>Initial advice on options for future investment in Budget 2019</td>
<td>November 2018</td>
</tr>
<tr>
<td>Detailed business case to support Budget bid</td>
<td>January 2019</td>
</tr>
<tr>
<td>Toolkit content packages and supporting resources available to schools and teachers via an online platform</td>
<td>January 2019</td>
</tr>
</tbody>
</table>

Next Steps

18. If you agree to our proposed approach, we will develop a sector engagement strategy aligned to the NCEA review public engagement plan and begin working with schools and employers.

19. Once we have completed the research and engagement phase of the project, we will provide you with initial advice on future investment options to expand access to the Toolkit.

Proactive Release

20. We recommend that this Education Report is proactively released as per your expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.
Annex 1 – Components of the School Leavers’ Toolkit

Civics education

1. Our approach to civics education will build on research that indicates that New Zealand teachers are very confident teaching topics in the social sciences related to cultural identities, equality, human rights and the environment, and much less confident teaching the more contestable aspects of civics such as legal, political and constitutional topics.¹

2. While our initial focus will be on integrating civics education into local curriculum for years 9-11, engagement and research will also help us identify opportunities for students in years 11-13 to engage in experiences that develop their citizenship capabilities, for example, cross-curricula projects or micro credentials. Research tells us that active and participatory approaches to citizenship education, where learning is applied to real-world contexts and interests in practice, are more successful in leading to increased civic engagement.

3. This work will also contribute to the development of the National Open Government Partnership Action Plan (NAP) which is being led by the State Services Commission. The Ministry of Youth Development, are also working to get more young people more involved in the policy making process, and we will ensure our activities align with both of these work programmes.

Financial Literacy

4. At lower curriculum levels, financial literacy is well integrated into the teaching and learning of foundation numeracy skills, whereas, at Levels 6-8 of the curriculum financial capability becomes a more specialised discipline, closely aligned with subjects such as maths, business studies and accounting.

5. We are working with the Commission for Financial Capability (CFFC) who have $10 million funding from MBIE over four years to develop a “Sorted in Schools” financial literacy programme. The focus of their work will initially be on financial literacy resources for use in years 9-11.

6. As part of CFFCs content development process, they are working with schools to co-design the integration of financial literacy into existing curriculum learning areas. We will partner with the CFFC as they carry out their schools’ engagement and use the information on curriculum integration models to inform the design of the Toolkit.

Key workplace competencies

7. Key workplace competencies are best developed in authentic contexts, like work experience. Our engagement with schools and kura will help us understand the challenges they face when designing local curricula that provide opportunities for learning outside the classroom. This will also be relevant to our wider thinking about senior secondary and the review of NCEA.

¹ International Civic and Citizenship Education Study (ICCS) 2016 Report.
8. There are currently a range of programmes schools and kura can access that provide opportunities to develop employability skills and key workplace competencies, for example:

a. The Work Ready Passport – designed for school leavers to provide evidence to employers that they are prepared and ready for work. This regionally focused programme is currently available in Kapiti and Manawatu and has recently been piloted in Whanganui.

b. COMET Youth Employability Programme – a cross sector, business-led initiative, designed to respond to business and industry concerns that young people may not be developing the soft skills needed to succeed in the workplace.

c. Young Enterprise Scheme – provides enterprise programmes, including financial literacy, that use a combination of teachers and members of the business community to provide students with experiences that are both authentic and relevant to the world we live in.

9. We have heard from schools and kura that, while they find programmes such as these very valuable, there are barriers to increased participation. Barriers include:

a. Rules around funding streams such as STAR and Gateway.

b. Lack of flexible timetabling allowing students to participate in workplace education without missing out on other curriculum learning.

c. Time and resources required to establish and maintain community and employer relationships.

d. Managing administrative tasks such as evidence collection and assessment.

e. Providing follow up support for students, for example, to ‘unpack’ work experiences and actively build on these to ensure positive learning outcomes.

10. We will work with schools and kura to understand the opportunities and barriers to scaling and the areas of greatest need. This will include an evaluation of the Vocational Pathways – a Ministry developed framework that shows students how their learning and achievement is valued in the workplace by aligning learning to the skills needed for industry.