

# Briefing for the Associate Minister of Education Hon Louise Upston

Prepared by the Ministry of Education  
January 2017 – 30 April 2017

BUDGET SENSITIVE



# Contents

Education shapes our future .....	3
The Ministry's role .....	3
Your responsibilities .....	4
How the Ministry supports you .....	4
Structure of this briefing .....	4
1. Parents / Whānau / Family .....	5
2. Relationship with New Zealand Schools Trustees Association .....	7
3. Secondary – Tertiary progression .....	9
4. Secondary – Tertiary progression (review of Careers) .....	12
5. Secondary – Tertiary progression (alternative education) .....	14
6. Re-engagement of 16 and 17 year olds .....	16
7. Northland Place-Based Initiative .....	18
8. Initial Teacher Education .....	20
Annex 1: Government Expenditure .....	22
Annex 2: who we are and what we do .....	24
Annex 3: Our people .....	27



## Education shapes our future

1. Education is key to achieving individual wellbeing and inclusive economic growth. Education develops the skills, knowledge and competencies needed by children and young people throughout their lives. The education system plays a significant role in developing the skills and knowledge that will contribute to greater economic participation and growth.
2. The education system is currently configured in three stages: 1. early learning (early childhood education and Ngā Kōhanga Reo) 2. compulsory years (primary, secondary, kura and wharekura), and 3. tertiary education. The number of providers and children and young people is large:

Early learning	Primary and secondary schooling	Tertiary
About 200,000 children	About 788,000 children	About 420,000 students in formal tertiary education <sup>1</sup>
About 5,300 early years services	About 2,500 schools, kura	Over 550 tertiary providers

3. In 2016/17, around \$14.3 billion will be invested in education:
  - › \$11.3 billion for Vote Education (this includes early learning and schooling).
  - › \$4.3 billion for Vote Tertiary Education and student financial support.

## The Ministry's role

4. The Ministry has a focus on the long term health and performance of the education system as a whole from early learning to tertiary study. We are the primary advisor on education system policy and performance.
5. We aim to create the conditions so that the right people, resources, information and systems are in place to achieve excellent equitable outcomes for all learners. As well as knowing who to target to improve outcomes, we are also working to understand what works for whom and when best to intervene. More specifically, we:
  - › support schools and early learning services to raise achievement through advisory support and system changes, and respond in instances of identified low performance
  - › deliver policies, resources and services focused on children and young people at risk of not achieving, including targeted interventions and specialist support services
  - › provide programmes for students and their families and whānau focused on improving the community's knowledge of, and participation in, the education system
  - › deliver infrastructure services to schools – property, transport, payroll and information technology
  - › regulate the early learning services, schooling and tertiary sectors
  - › administer funding for early learning services, Ngā Kohanga Reo and schooling, and hold responsibility for tertiary education funding, which is administered by the Tertiary Education Commission (TEC)
  - › gather, analyse and provide information to improve decision-making across the system
  - › provide advice to Government across the education system
  - › monitor education and tertiary crown entities on the Government's behalf.
6. We work with, and alongside, a wide range of education and other government agencies, iwi, families and whānau, students and employers to ensure that the system can and does deliver what is needed. Annex 1 sets out more detail on the government expenditure that we administer. Annex 2 sets out more detail on who we are and what we do and Annex 3 sets out details about the Ministry workforce.

<sup>1</sup> In 2015, 84% of formal study was undertaken at the 29 public tertiary institutions (universities, polytechnics and wānanga).

## Your responsibilities

### How the Ministry supports you

7. We support you as Associate Minister for Education and provide you with advice on the portfolio areas that you have been delegated from the Minister of Education.
8. Ministers decide both the direction and the priorities for the Ministry and are responsible for determining and promoting policy, defending policy decisions, and answering in the House on both policy and operational matters.
9. The Ministry is responsible for supporting Ministers in carrying out their ministerial functions, serving the aims and objectives of Ministers by developing and implementing policy and strategy, and implementing decisions of the government of the day. We provide you with both written and verbal advice and meet with you as regularly as you require. We can also support you by attending meetings. We provide you with private secretary support to liaise with the Ministry and commission work on your behalf.
10. We operate under a "no-surprises" principle. This means we will inform you of matters of significance within your portfolio responsibilities. We will also provide you with advice on any impacts of other government policy changes on these portfolio areas. On this basis, we may also provide a copy of our advice on your portfolio areas to the overarching education portfolio Minister.
11. We look forward to working with you.

### Structure of this briefing

12. The main purpose of this document is to provide a brief commentary on the areas of your portfolio responsibilities. Each section covers background information on the portfolio responsibility any key issues that are outstanding, and sets out the key decisions between now and 30 April 2017 (the length of your delegations).
13. It also provides a summary of other information available on the topic. You may wish to receive more in-depth information on these responsibilities to inform your decisions on priorities, sequencing and pace across your work programme.
14. Your portfolio delegations comprise levers that will build a system approach to personalised pathways, better connect parents and communities to their childrens' learning, and invest in growing the quality of the profession to deliver.
15. The briefing covers the following portfolio responsibilities:
  1. Parents / Whānau / Family
  2. Relationship with the New Zealand Schools Trustee Association
  3. Secondary – Tertiary progression
  4. Secondary – Tertiary progressions (review of careers)
  5. Secondary – Tertiary progressions (alternative education)
  6. Re-engagements of 16 and 17 year olds
  7. Kainga Ora - Northland Place-Based Initiative
  8. Initial Teacher Education.



## 1. Parents / Whānau / Family

### Background

16. The evidence indicates that parental engagement in education together with high expectations for learner achievement impact positively on students' success. Demand for a system that meets the needs of all students is likely to improve educational outcomes.
17. Parents, whānau, aiga and communities potentially play a significant role in educational success. Early learners' first teachers are their parents. Across all year levels, parents and whānau play an important role in supporting learning, and in conveying to young learners the value and benefits of education and their expectations for their children's success. As learners progress through secondary school they can help them to make choices which set them on the right path to achieve their future aspirations.
18. The literature indicates that there are some useful approaches that parents and whānau can take to give voice to their expectations for high quality teaching and learning in early childhood and schooling. This goes beyond the traditional role of volunteering to support early learning and school activities, and participation in school governance.<sup>2</sup>
19. Employers are an "end-customer", benefiting from the skills and knowledge that the education system develops. We must engage with employers to understand their skill needs, especially in a changing world where shifts in economics and technology mean that a different mix of skills may be needed in the long run.
20. Across the education system, there are a number of mechanisms that support and encourage parental engagement, including:
  - the provision of on-line practical information about education for parents and carers, including vocational pathways, guidance about NCEA, handy tips, information about accessing support
  - making specific programmes and initiatives available, such as PowerUP<sup>3</sup> and Whānau Education Action Plans and workshops
  - funding a national contract with the Community Law Trust to support students and parents with their legal rights in education
  - provision of information on achievement through school reports, parent portals, and Performance Achievement Information (PAI)
  - involvement in school activities, such as camps, fundraising, welcome morning teas, sports days
  - co-designing improvements to the learning support service design to be more responsive to users.
21. We have established a new Parents & Community Information team with the intent of raising student achievement by empowering demand side audiences (parents, whānau, communities, iwi and employers) through the provision of the right information at the right time, so they are active partners in education.
22. In addition, in 2014, the Select Committee held an inquiry into engaging parents in the education of their children and over 2015 and 2016 the Education System Performance Improvement Framework (PIF) Blueprint and the system response have been conducted and released. Each of these documents recommends further work on a more demand-responsive approach to engaging parents.

<sup>2</sup> Evidence, Data and Knowledge (Ministry of Education), (31, January 2017) "Effective Practices to Raise Parental and Whānau Capability in Promoting the Academic Success of their Children: A Literature Review" Evidence, Data and Knowledge".

<sup>3</sup> PowerUP actively supports Pasifika families to champion their children's learning to achieve increased education success from early childhood through to senior secondary and is available in 20 sites nationally



## Key issues / Priorities

23. Parents are not always aware of the options they have for exercising influence and they are strongly influenced by what is on offer. Unless they are made aware of the options, the system will not benefit from their input. Research also indicates that some forms of parent involvement are more effective than others in supporting student learning, and that parent expectations are associated with higher achievement. Research also indicates that expectations have a much greater effect on educational outcomes than parental involvement in schooling<sup>4</sup>.
24. The Ministry has a particularly important role as a steward to support and enable parental and whānau agency. There is an opportunity to improve information, communication and engagement of parents in order for them to actively influence and shape our evolving education system, particularly through Communities of Learning | Kahui Ako.
25. The Parents & Community Information programme's approach will be driven by understanding customer needs, and co-designing and engaging customers as partners and 'experts' in the design process. We will focus on early delivery and fast feedback loops, using prototyping or pilots to test solutions to ensure they are fit-for-purpose
26. Through canvassing the perspectives of parents and whānau we will know more about the factors that will make a demand-side approach work. We need to understand from parents' perspectives what information they need in order to influence the education system.
27. Developing this evidence base would underpin and inform activities within our work programme, focus our actions, narratives and services and ensure collectively we are aligned and organised around demand side needs. An overarching strategy pulling this all together is being developed. It could potentially focus on:
  - improving information and communication and better engaging the demand side users and consumers of education as a consultation audience; and/or
  - creating genuine opportunities for co-design and passing control to the demand side to actively influence and shape our evolving education system.

## Key decisions up to 1 May 2017

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

- [REDACTED]
- [REDACTED]

## Additional Information / References

- "Effective Practices to Raise Parental and Whānau Capability in Promoting the Academic Success of their Children: A Literature Review" Evidence, Data and Knowledge, 31 January 2017
- Memo - Framing Parents, Whānau and Communities
- Memo - Programme Mandate
- Memo - Working with the Demand side of Education

## Key Contacts

- Apryll Parata, Deputy Secretary Parent Information Community Intelligence (04 463 8845 or [REDACTED] s 9(2)(a) OIA)
- Dr Andrea Schöllmann, Deputy Secretary Education System Policy (04 463 8097 or [REDACTED] s 9(2)(a) OIA)

<sup>4</sup> "Effective practices to raise parental and whānau capability in promoting the academic success of their children" EDK 2017

## 2. Relationship with New Zealand Schools Trustees Association

### Background

#### *Purpose of NZSTA*

28. NZSTA is an organisation that has represented boards of trustees since 1990. A new agreement between the Ministry of Education and NZSTA was signed in June 2014 and \$14.5 million additional funding was allocated to provide a number of services, free of charge, to all boards, including strengthening the Human Resources (HR) support and guidance provided to boards. The total value of the new contract is \$29.8 million from 1 January 2014 to 30 June 2017.

#### *NZSTA Services*

29. NZSTA employs a team of personnel/industrial advisers in offices located throughout the country and operates a free and confidential advisory service to all boards and principals. This includes advice on employment such as:
- Appointment Processes
  - Leave Management
  - Personal Files and Record Keeping
  - HR Processes
  - Principal Performance Management
  - Equal Employment Opportunities (EEO) Programmes
  - Employment Conditions.
30. NZSTA also provides professional development for school trustees, available through scheduled workshops for school clusters or on a one-to-one basis. NZSTA offers a range of guidance for boards through its website. The guidance is in printed form, webinars and online modules.
31. NZSTA works with the Ministry in developing guidance for boards about new legislation such as the Vulnerable Children Act 2014 (VCA) and the Health and Safety at Work Act. NZSTA have developed workshops and online modules for trustees about implications of these two Acts. Over 40 VCA workshops and 80 Health and Safety workshops have been held around the country. NZSTA has developed resources to help boards reach an informed decision on whether to be part of a Community of Learning.
32. NZSTA are contracted to manage the triennial school trustee elections. The most recent elections were successfully held during May-June 2016. These elections were large scale democratic processes to fill the over 12,000 trustee vacancies.

#### *Ministry Relationship with NZSTA*

33. NZSTA provides quarterly reports to the Ministry about the delivery of services and response to their professional development programme.
34. In 2015, the Ministry engaged Deloitte to review NZSTA delivery. Deloitte recommended that NZSTA should:
- implement an outcomes management approach
  - develop service delivery plans for Industrial Relations and Helpdesk Service areas
  - integrate service delivery plans with resourcing plans and address funding currently transferred to reserves
  - proactively lead the sector, addressing boards' needs, sector changes and Ministry initiatives



- improve service quality management practices
  - formalise risk management practice and address aspects of agreement obligations.
35. NZSTA has responded proactively to the Deloitte report by:
- reviewing its management structures and creating a new management structure, with new positions and some new personnel. NZSTA has made significant organisational and personnel changes
  - strengthening the management of its four regional Hubs to ensure that each Hub team works proactively with the Ministry and ERO at the regional level.
36. New Zealand Council for Educational Research (NZCER) undertakes an annual external evaluation by surveying trustees and principals about NZSTA performance.

### Key issues / priorities

37. It is important that boards are supported to be effective governance bodies.

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

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### Key decisions up to 1 May 2017

- Nil

### Key Contacts

- Katrina Casey, Deputy Secretary Sector Enablement and Support (04 463 8890 or [REDACTED])

s 9(2)(a) OIA



### 3. Secondary – Tertiary progression

#### Background

40. Our secondary-tertiary work focuses on improving transitions through a wider range of learning opportunities, better use of the education network (including through Communities of Learning |Kāhui Ako) and clearer pathways from school to work and/or further study.
41. Secondary-tertiary transitions form part of the Education Work Programme (improving continuity of learning, transitions and student-centred pathways), and the Tertiary Education Strategy 2014-2019 priority (getting at-risk young people into careers), and the Business Growth Agenda Skilled and Safe Workplaces workstream.
42. Students who do not achieve at least a Level 2 qualification are vulnerable in the labour market and at higher risk of becoming Not in Employment, Education or Training (NEET). Government's goal (expressed through Better Public Services Result 5) is that all young people will complete at least NCEA Level 2 or an equivalent Level 2 tertiary qualification.
43. To achieve this goal, since 2008 Government has progressively introduced a number of new initiatives at the interface between secondary and tertiary education. These are broadly termed 'Youth Guarantee'. These initiatives have provided students with more ways to achieve NCEA Level 2 or an equivalent qualification and clearer pathways into further study at Level 4 or above (Better Public Services Result 6) and/or employment, including workplace-based training.
44. Youth Guarantee comprises: Trades Academies; Vocational Pathways; Youth Guarantee Fees-Free; Gateway; Achievement, Retention and Transition; and the new DualPathways Pilot. These initiatives have links to other education programmes such as careers education and alternative education.
45. Key elements of the Government's approach to improve transitions have been:
  - strengthening qualifications pathways, particularly for vocational qualifications
  - improving pastoral care and careers guidance to ensure it is culturally appropriate and better supports students and their families and whānau
  - tracking at-risk school leavers
  - strengthening the accountability of education providers for student achievement
  - changing how we purchase education at the secondary/tertiary interface.

#### Portfolios and funding

46. The Minister of Education and the Minister for Tertiary Education, Skills and Employment have overlapping responsibilities for secondary-tertiary policy and initiatives. Funding for some secondary-tertiary initiatives sits wholly within Vote Tertiary Education, with others wholly within Vote Education.
47. Table 1 below summarises secondary-tertiary portfolio responsibilities and funding.
48. The Ministry works closely with the Tertiary Education Commission on secondary-tertiary transitions. There are also important links with the Ministry of Social Development's Youth Service.

### Key issues / priorities

49. Improvements in secondary-tertiary transitions have contributed to increased retention in education, a decreasing rate of young people aged 15-19 who are NEET and increasing achievement. In 2015, 83.3 per cent of 18-year-olds had achieved NCEA Level 2 or equivalent, a lift of nine percentage points since 2011. Māori and Pasifika achievement has improved at a faster rate (14 percentage points for Māori students, and 12 percentage points for Pasifika).

50. However further work needs to be done. Priorities include:

- continuing to support schools and tertiary providers to deliver relevant curricula, particularly beyond Level 2
- improving transitions to employment, including 'employability' skills and employer engagement with the education system
- reaching and supporting those learners most at risk of disengaging and making poor transitions

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

### Key decisions up to 1 May 2017

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

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### Additional Information / References

- Education Review Office: Vocational Pathways – Authentic and Relevant Learning (2016) [www.ero.govt.nz/publications/vocational-pathways-authentic-and-relevant-learning/](http://www.ero.govt.nz/publications/vocational-pathways-authentic-and-relevant-learning/)
- Monitoring the Youth Guarantee Policy 2014 (2016) [https://www.educationcounts.govt.nz/publications/tertiary\\_education/monitoring/monitoring-the-youth-guarantee-policy-2014](https://www.educationcounts.govt.nz/publications/tertiary_education/monitoring/monitoring-the-youth-guarantee-policy-2014)

### Key Contacts

- Within the Ministry of Education, Graduate Achievement, Vocations and Careers (GAVC) has responsibility for secondary-tertiary strategy, policy and funding settings.
- The Sector Enablement and Support function within the Ministry has responsibility for frontline implementation (supporting schools and tertiary providers to embed lasting change and link to employers through Secondary-Tertiary Leads in regional offices). Early Learning and Student Achievement (ELSA) has responsibility for the curriculum, related resources, Vocational Pathways, operational design and development, testing and engaging with stakeholders.



Responsible Deputy Secretaries are:

- Claire Douglas, Deputy Secretary Graduate Achievement, Vocations and Careers (04 439 5320 or [REDACTED] s 9(2)(a) OIA)
- Karl Le Quesne, Acting Deputy Secretary Early Learning and Student Achievement (04 463 8090 or [REDACTED] s 9(2)(a) OIA)
- Katrina Casey, Deputy Secretary Sector Enablement and Support ( 04 463 8890 or [REDACTED] s 9(2)(a) OIA)

*Table 1: Secondary-Tertiary initiatives: focus and operation within the education system*

Formal Vote Education portfolio responsibilities are shaded blue. There are significant overlapping interests with the Tertiary Education, Skills and Employment portfolio.

This table does not include Ministry of Education departmental funding (including for Vocational Pathways, regional Secondary Tertiary Leads and policy and programme capability). Relevant departmental funding sits across a range of appropriations within Vote Education and Vote Tertiary Education.

Programme	Target group	Vote and annual funding	Operational agency	Delivered by
<b>STAR</b> Funding to schools to enable broader learning experiences for students to inform and support further study and career choices	Senior secondary school students who would benefit from opportunities outside the main curriculum	Education \$36 million	Ministry of Education	Schools, through funding provided as part of their operational grants
<b>Gateway</b> Work placements for school students to support transitions	Senior secondary students who would benefit from work-based learning to support their achievement and career pathway	Tertiary Education \$19 million	Tertiary Education Commission	Schools to 14,000 students
<b>Trades Academies</b> Integrated learning programme between schools and tertiary providers towards NCEA Level 2 and industry-related certificates	Senior secondary students who would benefit from tertiary learning opportunities that link to a career pathway	Education \$74.5 million	Ministry of Education	Schools and tertiary providers have 6,200 places for students
<b>Dual Pathways Pilot</b> Integrated learning programme between schools and tertiary providers, at Level 2-3	Senior secondary students who would benefit from tertiary learning opportunities that link to a career pathway	Tertiary Education \$6 million and Education (school staffing and operational funding)	Ministry of Education and Tertiary Education Commission	Tertiary providers, in co-ordination with schools, for 1,400 student places
<b>Youth Guarantee fees-free</b> Full-time tertiary programmes towards Levels 1-3 qualifications	Those under 20 years, who have left school and not achieved NCEA Level 2 and are at risk of being NEET	Tertiary Education \$110 million	Tertiary Education Commission	Tertiary providers with 9,500 Equivalent full-time student places available



## 4. Secondary – Tertiary progression (review of careers)

### Background

#### *Review of careers system and disestablishment of Careers New Zealand*

52. In November 2014, the Ministry of Education was asked by Cabinet to lead a review of Careers New Zealand (CNZ). Ministers later agreed to extend the scope of the review beyond CNZ to look at the careers system as a whole [METIS 905547 refers].
53. The review found that, to have a more effective careers system, change was needed to:
- integrate careers education and guidance more consistently within the curriculum and improve quality
  - strengthen pathways between study and employment and connections between educators and employers
  - reduce instances of fragmentation and duplication of effort and information across Government agencies that support the careers system.
54. In response to the review, the Government decided to disestablish CNZ and create a refocused careers service within the Tertiary Education Commission (TEC) [CAB-16-MIN-0215 refers]. The mechanism for the CNZ/TEC integration is the Education (Update) Amendment Bill.
55. A six-month transition period after the commencement of the Bill will enable the TEC to reorganise its resources to undertake its new careers service function. TEC's careers functions will be focused on providing careers information and strengthening connections between education and employment. Responsibility for CNZ's current school-facing services, such as professional development for school careers advisors, will be transferred to the schooling sector.
56. The Ministry of Education is working alongside TEC and CNZ on the transition to ensure the benefits of the CNZ/TEC integration are maximised for careers system users and the wider education system.

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

#### *Proposed changes to school-based careers services*

57. Cabinet also agreed that funding not required by the TEC to deliver its new functions would be redirected to strengthen schools-based careers services, and that the Ministry would explore two approaches to doing so with the education sector.

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### Key issues / priorities

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## Key decisions up to 1 May 2017

### *Timing of Cabinet report back*

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## Additional Information / References

- Report - Proposed scope for the careers system review
- Report - Overview of the performance of the New Zealand careers system
- Cabinet paper - Careers System Review: Package of Options for Improvement
- Report - Review of the careers system: Engagement plan for school-based career services
- Implementation of the proposed changes to the New Zealand careers system

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

## Key Contacts

- Dr Andrea Schöllmann, Deputy Secretary Education System Policy (04 463 8097 or [REDACTED] s 9(2)(a) OIA
- Claire Douglas, Deputy Secretary Graduate Achievement, Vocations and Careers (04 439 5320 or [REDACTED] s 9(2)(a) OIA


## 5. Secondary – Tertiary progression (alternative education)

### Background

65. Alternative education provides educational and pastoral support to students aged between 13 and 15 who are alienated from mainstream schooling. The Ministry of Education funds 1,888 alternative education places each year for approximately 3,000 students at an overall cost of \$21 million per annum for 2017-18.
66. Schools have the flexibility to organise and deliver alternative education in the way that best suits their community and students. In some cases, the managing school may choose to provide an alternative programme or classroom in the school. They may also choose to subcontract to a community provider to deliver the programme, or adopt a mixed model combining in-school and out-of-school options.
67. Students who spend time in alternative education are amongst those most at risk of poor outcomes. They leave education with low achievement, with only 37% achieving NCEA Level 2 or above.
68. Even when these students achieve in education, their life outcomes are poor and social costs are high. The actual average justice and welfare costs between the ages of 18 to 25 for students who have spent time in alternative education are approximately \$78,200, in comparison to \$13,260 for other students. We do not see the same reduction in social costs as qualifications increase in the same way as we do in the general population.
69. These outcomes show that the provision of alternative education is largely ineffective. In most cases the intervention occurs too late to have a positive impact, as students are already disengaged. In addition, while in at-risk provision, students are often isolated and disconnected from mainstream settings, and do not always have access to a qualified teacher who can plan learning around their strengths and interests. As transitions back into school or on to further education, training or employment are not currently systemic or well managed, students often leave alternative education at the end of the year they turn 16 and become 'NEET' – Not in Education, Employment or Training.

### Context of current work programme:

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

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71. Our focus is to move to earlier proactive intervention before students disengage from education, with the aim of retaining and supporting at risk students within the school system.
72. In order to do this we have been working on understanding more about the education and wider social factors that place students at risk of disengaging and flowing into alternative education. Better evaluation data and risk modelling is providing us with a more nuanced picture of the educational journey and long-term outcomes experienced by students who spend time in alternative education.
73. There are strong links between the work on alternative education and the work that is happening in Investing in Children (led by the Ministry for Vulnerable Children Oranga Tamariki) and the Learning Support (formerly Special Education) Update that is currently underway.
74. New, two-year contracts with managing schools have been put in place for 2017 and 2018 to ensure continuity of provision while the broader education system changes take place.

### Key issues / priorities

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#### Key decisions up to 1 May 2017

§ 9(2)(f)(iv) OIA

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#### Additional Information / References

§ 9(2)(f)(iv) OIA

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#### Key Contacts

- Dr Andrea Schöllmann, Deputy Secretary Education System Policy (04 463 8097 or

§ 9(2)(a) OIA

## 6. Re-engagement of 16 and 17 year olds

### Background

78. We know that a lack of educational achievement can lead to poor outcomes for Māori and Pasifika in particular, and that ensuring young people stay in education or reengage in learning is important to stem the flow into the justice and benefit systems. The Ministry has three initiatives that work to achieve this outcome; Year 9 Plus, Count Me In, and ARoNA.

### *Year 9 Plus*

79. Year 9 Plus is a concept test that aims to provide intensive educational and social support to 100 of the most vulnerable Year 9 learners in Tairāwhiti. It aims to support the individual, their siblings and whānau to achieve better educational outcomes by allocating champions to the learners and their whānau. These champions help to navigate and support educational success both in school and out of school as they progress through the education system.
80. The aim of champions is twofold. Primarily they are actively involved in positively influencing changes in attitudes of learners and whānau towards education, social responsibility and citizenship. Secondly they help identify potential changes to education and other agency responses that would help to better support these learners and future cohorts of learners.
81. Our aim is to learn from the experiences and outcomes of this concept test, by distilling key influences, approaches and experiences that could successfully be applied to improve student engagement, retention and achievement outcomes of other such vulnerable learners across New Zealand.

### *Count Me In (CMI)*

82. Count Me In is leading the way the Ministry partners with other agencies to improve prospects for young people. The intention of CMI (which ends in June 2017) is to make a measurable contribution to the Better Public Service 5 Result Area by supporting Māori and Pasifika 16-18 year olds that are outside the education system to re-engage in learning and attain NCEA Level 2 or equivalent qualifications.
83. CMI works by targeting young people outside of the education system and making a point of understanding and responding to their circumstances. CMI has provided insights and strategies for situations where:
- parents are unable to support their child's learning due to employment demands, drug/alcohol abuse or low confidence in education linked to their own experiences;
  - education is not a priority due to more pressing imperatives e.g. safety, health, finances; and
  - parents have little knowledge of the education system, qualifications and career pathways.

### *At Risk of Not Achieving (ARoNA)*

84. ARoNA works to ensure that the right kids get the right support, at the right time. The objective of ARoNA is to align all activities in secondary, tertiary and outside the system (for Māori and Pasifika students from the 1999-birth cohort) to ensure that we have the best chance of having at least 85% of Māori/Pasifika 18-year olds with NCEA Level 2 (or equivalent) in January 2018.
85. The focus (and urgency) of ARoNA is assisting providers to:
- confirm the numbers and names of young people at risk of not achieving
  - identify the learning/qualification attainment needs of each young person
  - ensure that appropriate assistance and resources are made available for each young person; and
  - monitor the progress of each young person towards achieving NCEA Level 2.



### Key decisions up to 1 May 2017

- Nil

### Key Contacts

- Apryll Parata, Deputy Secretary Parent Information Community Intelligence (04 463 8845 or [REDACTED] s 9(2)(a) OIA)

## 7. Kainga Ora - Northland Place-Based Initiative

### Background

86. In July 2016 Cabinet agreed to the establishment of three place-based initiatives (PBIs) to implement a social investment approach in a locality with a particular focus on children and young people and whānau who are at most risk of poor outcomes. PBIs are in place in Gisborne/Tairāwhiti, South Auckland and Northland. At that time, Minister Parata was appointed the lead Minister for Kainga Ora – the Northland PBI. Northland was identified as one of eight regions where a high proportion of its younger population is at risk. Nearly 6,000 children and young people are estimated as being at risk of poor outcomes. This is approximately 12% of zero to 24 year olds in Northland.
87. Kainga Ora is being led by the local Social Wellbeing Governance Group (SWGG). The Minister of Education has signed a Memorandum of Understanding with SWGG that sets out the specific outcomes and targets that they are to achieve through Kainga Ora.
88. SWGG is supported by an Executive Office that will mobilise communities to identify and respond to the needs of at risk children and young people, undertake community-level analytics and triage, and coordinate service responses. The focus of Kainga Ora will be on engaging with communities to co-design approaches that shift at risk behaviour patterns and build communities that are capable, resilient and can help themselves. It will use improved analytics to ensure social investment spend is targeting the most at risk 0-24 year olds and that they are receiving services that are addressing their needs.
89. Children and young people will be able to engage more effectively in education to achieve better education outcomes which will, in turn, lead to greater economic participation. In order to achieve this, Kainga Ora will be working closely with the Northland Regional Economic Development Programme to ensure that required skill needs are well communicated to schools, Communities of Learning | Kāhui Ako and tertiary education providers. It will work to support these groups to deliver fit-for-purpose education that meets the needs of both employers and employees. There would be an opportunity to link the initiative with Northland Region Corrections Facility employment initiatives so outcomes for released inmates and their families can be maximised immediately.
90. Funding of about \$1.6m per annum for two years has been allocated through Vote Education to support additional dedicated staff plus seed funding for this initiative.
91. There will be interdependencies between the PBI approach and the Regional Economic Development Plan, and the Children, Young Persons and their Families (Oranga Tamariki) Legislation Bill which is expected to be passed in March 2017. In particular, the information-sharing provisions in this Bill are expected to support Kainga Ora in its work.
92. On 6 December 2016, the Minister of Education met with the Chief Executives (CEs) of the social sector agencies that are involved in Kainga Ora. The purpose of this meeting was to confirm CE's support for the PBI and to ensure that their senior leaders in Northland have the mandate to fully participate in the work of Kainga Ora, including decision rights over resources to support the PBI.

### Key issues / priorities

93. In its first year of operation, 570 individual children and their whānau and families most at risk of poor outcomes will receive integrated services through Kainga Ora (with an estimated 6000 children and young people targeted over five years).
94. The Minister of Education has made it clear that she expects to see real differences in the lives of at risk children and young people. As a priority, the Executive Office will be focusing on:
  - real progress with at risk children and young people receiving the help they need, rather than lengthy bureaucratic structures and processes (hence the 570 target in year 1)
  - a convergence of SWGG members' individual portfolios through a social investment approach and a progressive move towards a social investment board for Northland that uses collective decision making over joint resources to achieve shared outcomes for at risk children and young people



- schools and Communities of Learning | Kāhui Ako able to better focus on quality learning and achievement for at risk children and young people, because social well-being needs that impact their learning are being more effectively addressed by appropriate social sector agencies and in communities
  - the development and implementation of an evaluation framework monitoring activities under the Kainga Ora and the expansion of the Children's Team to ensure that there is no loss of impetus for achieving the Kainga Ora deliverables agreed and funded by Cabinet
  - effective connections and collective impact being achieved between Kainga Ora and the Northland Economic Action Plan.
95. SWGG was chosen to lead the PBI in Northland because of their track record in taking the initiative to cut through agency silos and to have impact on the ground for individual kids. It is important that the new funding accountability and formal staffing structure of the PBI are not permitted to smother that innovation and responsiveness to local needs. Kainga Ora must not become a bureaucracy. Actions to remove roadblocks to achieving Kainga Ora's objectives are likely to include:
- changing policies and processes where vertical accountabilities get in the way of acting collectively to achieve results for kids
  - sharing information to support identification of at risk kids and developing individualised responses that meet their needs
  - making enduring changes to the way decisions are made on allocation and prioritisation of resources and access to services, to ensure Kainga Ora does not become a stand-alone programme but is an integrated approach that breaks down silos, addresses the needs of at risk kids, and turns the tide of social disadvantage to achieve positive social and economic outcomes in Northland.

### Key decisions up to 1 May 2017



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

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### Additional Information / References

- Cabinet paper – Te Tai Tokerau, Northland Place-Based Initiative
- Te Tai Tokerau, Northland Place-Based Initiative, Business Case
- Cabinet paper – Te Tai Tokerau, Northland Place-Based Initiative: Memorandum of Understanding and Funding
- Memorandum of Understanding between the Minister of Education and the Northland Social Welfare Governance Group (signed September 2016)
- Northland SWGG Place Based Protocol to Terms of Reference
- Cabinet paper - Place-Based Approaches Overview and proposal for National Support Function
- A3 – Place Based Initiatives Overview

### Key Contacts

- Katrina Casey, Deputy Secretary Sector Enablement and Support ( 04 463 8890 or   
 s 9(2)(a) OIA

## 8. Initial Teacher Education

### Background

96. The quality of teaching practice is the key within-school factor that influences student educational outcomes. When initial teacher education (ITE) attracts high calibre students into teaching, and equips them with the skills and knowledge they need to meet the needs of diverse learners, beginning teachers are better prepared to support the progress and achievement of every learner.
97. ITE is funded from Vote Tertiary Education through the Student Achievement Component (SAC). The Education Council has the statutory oversight of ITE (Education Act 1989 s382) to:
- establish and maintain any criteria for teacher registration under Part 31 that the Education Council considers necessary or desirable
  - establish and maintain standards for qualifications that lead to teacher registration
  - conduct, in conjunction with quality assurance agencies, approvals of initial teacher education programmes.
98. A moratorium on funding new ITE programmes was put in place in 2000, following concerns about the quality and number of ITE programmes being established, coupled with a lack of quality assurance measures. Any new ITE programmes or significant changes to existing programmes require an exemption to the moratorium from the Minister of Education. Since 2001, 45 new qualifications and 63 new programmes have been approved.
99. In Budget 2013, funding was set aside for the purchase of a small number of exemplary post-graduate ITE programmes at \$4,000 per EFTS over and above the existing post-graduate SAC rate. These programmes are providing a New Zealand evidence base about the features of exemplary ITE. This funding is in baseline, but the funding agreements for some of these programmes will expire in the next year.

### Key issues / Priorities

100. There are significant concerns about ITE, in particular about entry standards, the coverage and depth of programmes, and the extent to which ITE prepares beginning teachers for the diversity of student needs and for deep content knowledge.
101. One in five teachers is aged over 60. As they begin to retire, we expect demand for new teachers to increase. [REDACTED]

s 9(2)(g)(i) OIA [REDACTED]

102. The Education Council has undertaken a sector consultation on the following proposals, [REDACTED]

[REDACTED] s 9(2)(f)(iv) OIA

- raising entry criteria
- moving to post-graduate pathways into teaching
- an extended placement in a school/kura or early learning service
- strengthening the quality requirements for and increasing the length of practicum
- strengthening assessment of graduates against the graduating teacher standards. s 9(2)(g)(i) OIA

103. [REDACTED]

104. [REDACTED]

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



### Key decisions up to 1 May 2017

s 9(2)(g)(i) OIA

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### Additional Information / References

- The Education Act now includes provisions to enable schools to employ trainee teachers who are engaged in an employment-based ITE programme approved by the Education Council. There is currently only one employment-based ITE programme offered in the schooling sector – the Post-Graduate Diploma in teaching (field-based), offered by Teach First NZ in partnership with ITE providers.

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

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### Key Contacts

- Dr Andrea Schöllmann, Deputy Secretary Education System Policy (04 463 8097 or [REDACTED])

[REDACTED] s 9(2)(a) OIA

## Annex 1: Government Expenditure

### *Government expenditure administered by the Ministry of Education*

The education portfolios account for \$14.3 billion in OBU 16 budgeted expenditure (GST excluded). The Ministry of Education administers this expenditure under two Votes:

- » \$11.3 billion in Vote Education which includes all the early childhood education and schooling budgets
- » \$3 billion in Vote Tertiary Education, the majority of which is managed by the Tertiary Education Commission and paid to tertiary providers to fund research, tuition subsidies and vocational training.

The Ministry's own departmental operating expenditure is budgeted at \$2.2 billion for 2016/17 (with all but \$12.4 million of this in Vote Education). The Ministry's departmental capital budget, primarily for building new schools and / or improving existing classrooms, is \$0.940 billion in 2016/17.

77% of the Ministry's operating expenditure (\$1.72 billion) is committed to managing and developing the Government's school property portfolio, which is owned by the Ministry.

The next largest part of the Ministry's operating budget (\$258 million in 2016/17) is spent on interventions for targeted student groups – largely to support students with learning support needs.

The other large appropriations within the Ministry's operating budget include Support & Resources for Education Providers, Support & Resources for Teachers, Stewardship of the Education Sector, Policy Advice for the Education Sector plus a number of smaller appropriations totalling less than \$15m.

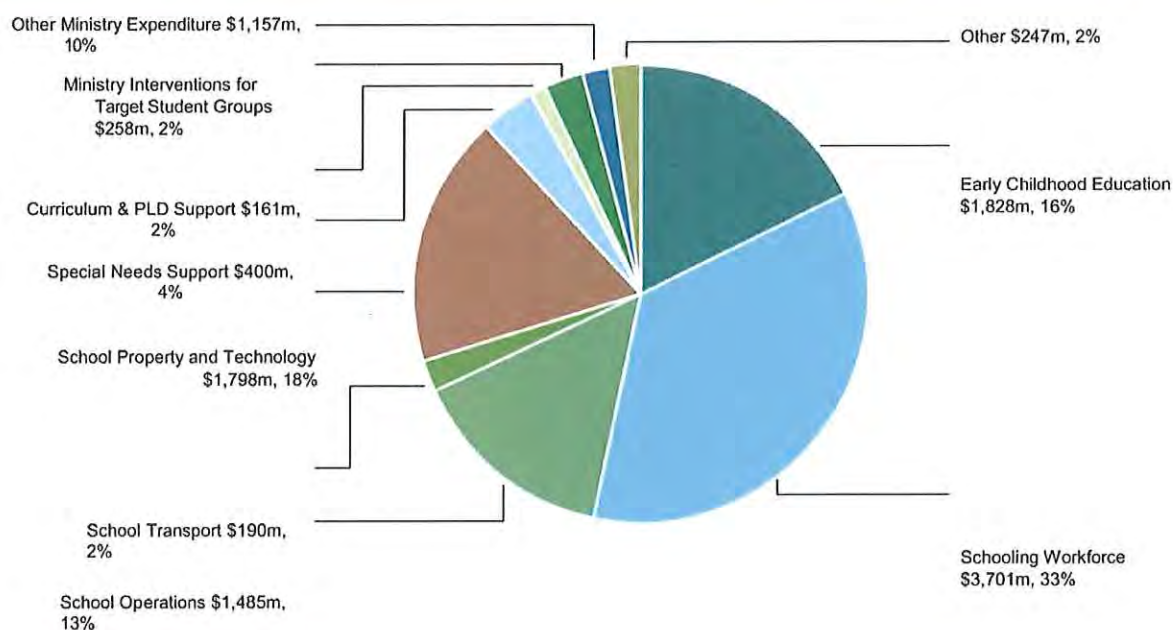
The majority of money in the non-Departmental Vote: Education and non-Departmental Vote: Tertiary Education is administered by the Ministry on behalf of the Crown, and paid to third parties. This includes:

- » payments made directly to fund education providers – including ECE subsidies, tertiary tuition subsidies and research funding, school teacher salaries, schools' operations grants
- » funding for services to support education providers, including professional development and study awards for teachers, and curriculum support
- » funding to support individual students and families, including learning support needs, school transport, and boarding allowances
- » non-departmental capital expenditure – the bulk of which in 2016/17 is \$15 million for the redevelopment of the University of Canterbury and \$41m for school furniture.

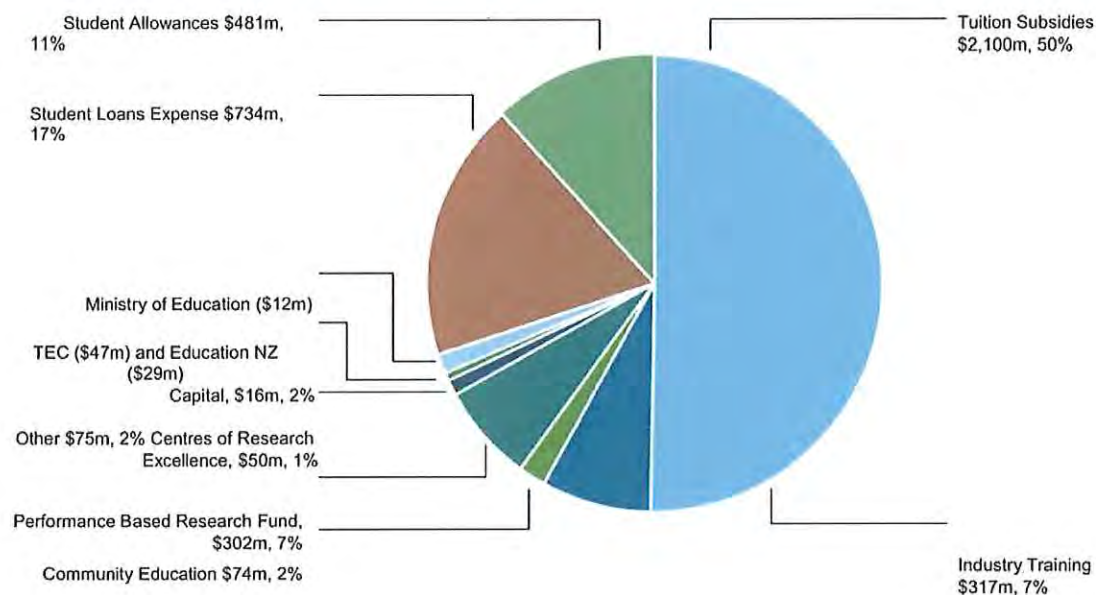
A further \$1.2 billion funds student allowances and net student loans scheme expenses for tertiary students (after annual repayments are made against student loans). Student allowances and student loan payments are part of Vote: Social Development, and administered by MSD. Student loan debt and repayments are administered by Inland Revenue.



## Vote Education Operating Budget 2016/17 (OBU 16)



## Tertiary Education Expenditure Budget 2016/17 (OBU 16)



Source: NZ Treasury  
Budget 2015 Estimates of  
Appropriations 2015/16 and  
2015 Budget Economic and  
Fiscal Update Core Crown  
Expense Tables.

## Annex 2: who we are and what we do

Name	Position	Responsibilities	Mobile/DDI
Iona Holsted	Secretary for Education Chief Executive of the Ministry of Education	The Secretary provides stewardship and leadership across the education system to drive a lift in student achievement at all levels.  The Chief Executive is responsible for executing the functions and duties of the Ministry, advice to Ministers, and efficient, effective, and economical management of the Ministry	04 463 8003 [REDACTED] s 9(2)(a) OIA
Apryll Parata	Deputy Secretary	Parent information and community Intelligence - is a new group and is responsible for information and communications programme design for parents, whānau, communities and employers that seek to raise the demand for education excellence. It also designs and delivers time-bound equity programmes targeted to support the raising of achievement of individual priority learners/students.	04 463 8845 [REDACTED] s 9(2)(a) OIA
Claire Douglas	Deputy Secretary	Graduate Achievement, Vocations and Careers (GAVC) - GAVC is responsible for tertiary education strategy, policy and sector performance analysis. This includes secondary- tertiary transitions, student and provider financial support and the Vote Tertiary Education Budget.	04 439 5320 [REDACTED] s 9(2)(a) OIA
Katrina Casey	Deputy Secretary	Sector Enablement and Support (SE&S) - is the key early learning / schooling sector group, with a regional presence to support learners, providers and sector pathways. In tertiary education, this group leads frontline implementation of Youth Guarantee initiatives across both Vote Education and Vote Tertiary Education.	04 463 8890 [REDACTED] s 9(2)(a) OIA
Karl Le Quesne	Acting Deputy Secretary	Early Learning and Student Achievement (ELSA) - is responsible for programme design, primarily for early learning and schools. In tertiary education, this group is the lead for development of curriculum resources which support Youth Guarantee (in particular Vocational Pathways and related tools).	04 463 8090 [REDACTED] s 9(2)(a) OIA
Andrea Schöllmann	Deputy Secretary	Education System Policy (ESP) - is responsible for strategic system-wide policy, Māori and Pasifika policy, the policy functions for early learning and schooling. ESP also runs the Vote Education Budget.	04 463 8097 [REDACTED] s 9(2)(a) OIA
Kim Shannon	Deputy Secretary	Education Infrastructure Service (EIS) - is supporting the system through the design, implementation and management of education infrastructure products and services.	04 463 8384 [REDACTED] s 9(2)(a) OIA



Name	Position	Responsibilities	Mobile/DDI
Craig Jones	Deputy Secretary	Evidence Data and Knowledge (EDK) - is the knowledge and information function for schooling and early learning. EDK undertakes the research and analysis to monitor at the system level and inform advice and decision making right through the system.	04 439 5406 [REDACTED] s 9(2)(a) OIA
Ellen MacGregor-Reid	Deputy Secretary	Strategy, Planning and Governance (SPG) - is responsible for business strategy, education system stewardship including Crown entity monitoring, planning and governance, risk and assurance, legal services, communications and ministerial services.	04 463 8006 [REDACTED] s 9(2)(a) OIA
Zoe Griffiths	Deputy Secretary	People, Capability and Resources (PCaR) - provides corporate services for the Ministry and the wider education sector. PCaR is responsible for finance, procurement, IT, people capability and business services.	04 463 7726 [REDACTED] s 9(2)(a) OIA

## We work with a wide range of agencies

As the Government's strategic advisor on the education system, we work closely with other government agencies to improve education outcomes and contribute to the broader social and economic sectors.

Each agency has a distinct role in the system. The key education agencies and bodies that work together to support the education system are:

- » Ministry of Education
- » Tertiary Education Commission (TEC)
- » Careers New Zealand (proposed transition to TEC)
- » Education New Zealand
- » Education Review Office
- » Education Council (the independent professional body for the teaching profession)
- » New Zealand Qualifications Authority
- » N4L (Network for Learning).

We work closely with social sector agencies including contribution to:

- » The Social Sector Board
- » Vulnerable Children Act
- » Family Violence and Sexual Violence
- » Whānau Ora
- » The New Zealand Health Strategy
- » Investing in Children
- » Social sector coordination activities such as the Children's Teams, Place-Based Initiatives and Integrated Safety Response.

We work with economic agencies such as MBIE, MSD and Inland Revenue to ensure that our graduates continue to develop the skills and knowledge needed by employers in New Zealand and overseas in a globally competitive labour market. We also work with MFAT on our international obligations and commitments on education policy and cooperation.



## Annex 3: Our people

### *FTEs and the cap*

The Ministry currently has 2,653 FTEs. We operate within an FTE cap of 2,740. The Ministry headcount and FTE by group is shown in the table below (as at 25 November 2016).

Business Group	Headcount	FTE
Early Learning and Student Achievement	94	92.7
Education Infrastructure Service	164	162.6
Education System Policy	82	78.6
Evidence Data and Knowledge	97	91.4
Graduate Achievement, Vocations and Careers	53	51.0
Parents, Whanau and Communities	54	54.0
People, Capability and Resources	277	274.2
Sector Enablement and Support	2,127	1,753.3
Strategy, Planning and Governance	97	94.7
<b>Grand Total</b>	<b>3,046</b>	<b>2,653.4</b>

Permanent and Fixed Term employees are included in the counting. Strategy, Planning and Governance includes Te Ao Maori in the counting.

Using the State Services Commission definition of 'frontline', 39% of our staff are considered frontline. More than two thirds of our staff (70%) directly support either children and young people, or educators and education services.

- 60.5% work directly with children and young people to support their learning
- 5.5% provide front-line support to education providers, iwi, communities and others
- 5.5% deliver services directly to the education sector or purchase services on their behalf – resourcing, ICT, school transport and property, professional development
- 11.7% work on data and knowledge, and provide advice to Government on how to get the most out of the education system
- 16.5% support the rest of our staff to do their jobs.

### *Contractors*

The total spend on contractors and consultants in recent years is shown in the table below.

Year	Total Cost (\$m)	Number Engaged
2015/16	\$33.2	425
2014/15	\$39.5	318
2013/14	\$40.6	633
2012/13	\$25.1	364
2011/12	\$23.5	418
2010/11	\$10.8	167
2009/10	\$14.1	239

The Ministry aims to continue reducing its contractor spend. We have initiated a plan to limit the engagement of new contractors and reduce total spend through the following actions:

- PCaR working closely with each Deputy Secretary to promote the need to reduce contractor spend, including providing information and support about different resourcing options
- PCaR working with business units to see where contractor conversion to FTE may be appropriate
- PCaR providing detailed regular reporting to Deputy Secretaries covering contractor numbers and spending to assist management decisions, and
- continuing to work on capturing all Ministry resourcing information in one source within People Capability, to better support visibility of all resourcing requirements and opportunities.

Compared to other areas of the Ministry, EIS has grown in the past three years in response to Christchurch, rapid population growth, and through expanding services to deliver the Government's eight point plan for school property. This has meant EIS has had to increase its reliance on contract staff who mostly complete one-off projects that require specialist expertise and skills for fixed periods of time. EIS recognises that it is uneconomical to have these people on permanent staff.

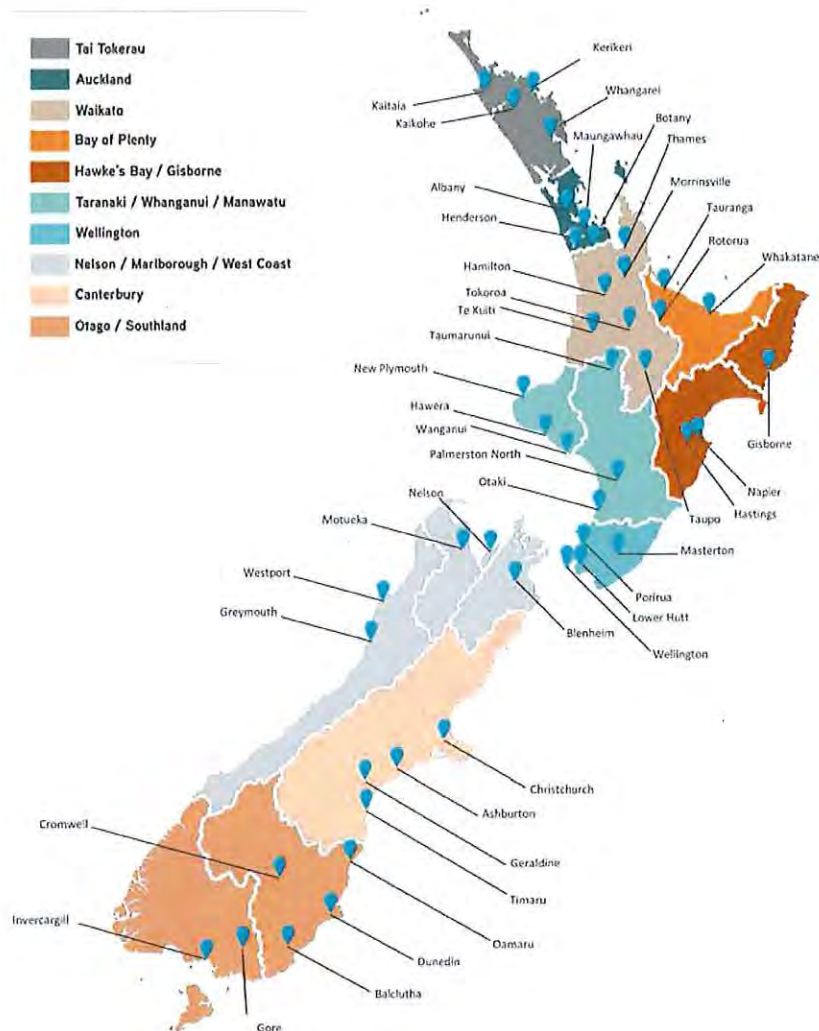
Overall, the Ministry will be reviewing a range of strategic opportunities to reduce contractor numbers such as:

- contracting out – making a decision on whether to 'make or buy'
- exploring alternative commercial arrangements to manage our contractor and temporary workforce spend
- examining secondment opportunities. This will provide skills growth for internal staff and retain knowledge in the Ministry
- ensuring contractors are engaged for specific skills, and contracts are time bound and outcome based.



### *Our location*

We operate out of 45 locations around New Zealand, as well as out of Wellington accommodation.



We have a four year accommodation strategy. Accommodation is being updated progressively to the common design standard within the Ministry's capital building replacement programme. Changes are being made over the next twelve months in the following locations:

- Tauranga (December 2016)
- Christchurch (March/April 2017)
- New Plymouth (mid 2017).

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