

Event backgrounder: Material to support the Minister of Education's meeting with Dr Stuart Middleton

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| To: | Hon Chris Hipkins, Minister of Education |
| From: | Deirdre Marshall, Manager Delivery and Projects |
| Date: | 5 March 2020 |
| Reference: | E-20-00107 |

Purpose

1. You are scheduled to meet with Dr Stuart Middleton, Specialist Advisor to the Chief Executive at Manukau Institute of Technology (MIT), from 6 – 6.30pm on Wednesday 11 March 2020.
2. The purpose of the meeting is to discuss Dr Middleton's discussion paper: *The Case for a CoVE which specialised in Secondary Tertiary Programmes, Multiple Pathways and Transitions to be established at Manukau Institute of Technology: an Initial Paper*. The paper is appended to this event backgrounder.
3. This event backgrounder provides biographical information about Dr Middleton. It also briefly addresses the information in Dr Middleton's discussion paper.
4. I recommend that this event backgrounder is proactively released in full.

About Dr Stuart Middleton

5. Dr Middleton has a background in English teaching in linguistically diverse communities. He taught at several Manukau secondary schools before joining the Auckland College of Education where he taught secondary teacher education courses in English and Education.
6. After a period as Principal of Aorere College, Dr Middleton returned to the Auckland College of Education as General Manager, Academic Services, prior to taking up his current position. He wrote regular columns for the New Zealand Education Review in New Zealand Campus Review in Australia. In 2002, Dr Middleton completed a PhD thesis on the dynamics of transformational change in a tertiary education institution. He continues to write a weekly column for Campus Review in Australia and maintains an online blog – EDTalkNZ.
7. Dr Middleton has received QANTAS Media Awards as the Best Social Issues Columnist in New Zealand in 2002 and 2003; a Commonwealth Relations Trust Fellowship to the University of London Institute of Education; and a Fulbright New Century Scholars Award for 2007 – 2008. It was out of this work that New Zealand's first Tertiary High School, a precursor to the Trades Academy model, was developed and opened at MIT.
8. Dr Middleton has been widely involved with community organisations in Manukau. This involvement has included several periods as Chair of the City of Manukau Education Trust. Dr

Middleton is currently a member of the Auckland Council Business Advisory Panel; an executive member of the Auckland Tertiary Education Cluster; and Trustee of the Genesis Trust. In 2010 Dr Middleton was made an Officer of the New Zealand Order of Merit (ONZM) for his services to education, and in 2012 he was appointed as a Justice of the Peace.

9. Dr Middleton was a member of the New Zealand delegation attending the February 2020 DREAM conference in the United States. DREAM provides participants with opportunities to engage with and learn from providers that have achieved significant, sustainable improvements for those students facing multiple academic, financial and personal hurdles.
10. Dr Middleton has worked as a consultant in a variety of countries throughout the Pacific and has contributed to policy development in Great Britain.

Background on the discussion paper from Dr Stuart Middleton

11. Dr Middleton has expertise in the area of secondary tertiary programmes and young people's transition into tertiary education and/or the world of work. TEC and the Centres of Vocational Excellence (CoVE) project team are in touch with Dr Middleton periodically on these matters.
12. The discussion paper submitted by Dr Middleton identifies the connection between the aims of the Reform of Vocational Education (RoVE) programme and the issue of the large group of young New Zealanders not in education or employment (NEETS). In particular, he focuses on RoVE's goal of delivering a vocational education system that works for all learners and enhances the appeal of vocational education for everyone, including NEETS.
13. The paper also aligns with the Government's broader goals of achieving greater strategic co-ordination between the different parts of the education sector and improving employment outcomes for disadvantaged groups such as those with disabilities, Māori, and Pacific People.
14. The CoVEs work stream team will consider Dr Middleton's proposal in detail when work begins to scope further CoVEs later in 2020.
15. The Ministry of Education will be providing advice on strengthening and broadening the range of dual enrolment secondary-workplace and secondary-tertiary learning opportunities in early 2020. Dr Middleton's advice has been provided to the Ministry as it is relevant to their work in this area.



Deirdre Marshall

Manager Delivery and Projects, Delivery

Tertiary Education Commission

5 March 2020

Hon Chris Hipkins

Minister of Education

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Appendix

The Case for a CoVE which specialised in Secondary Tertiary Programmes, Multiple Pathways and Transitions to be established at Manukau Institute of Technology: an Initial Paper

Executive Summary

This paper sets out to support a request from MIT for discussions that might lead to the establishment of a CoVE in *Secondary Tertiary Programmes, Multiple Pathways and Transitions*. It details the background to the development of activities and subsequently levels of competence in this area. This includes New Zealand's first and to this date only Tertiary High School (internally known as the School of Secondary Tertiary Studies). When Trades' Academies were developed MIT quickly adopted them working with local schools who embraced the concept with enthusiasm.

The creation of the MIT Centre for Studies in Multiple Pathways which became a vehicle for a national community of practice in the secondary tertiary programmes area involving schools and educators who were keen to have such activity in their institutions is outlined. International educators with expertise in this different way of working brought that expertise from the US and Australia to further inform the development.

The paper suggests that the time is right for the development of a CoVE and that MIT would be a logical place to establish this development. Noting the long experience with schools and other institutions in collaborative activity the paper moves on to suggest the characteristics that a CoVE might have and discusses possible *modi operandi*.

Manukau Institute of Technology requests a meeting to discuss the topics raised in this paper.

A Introduction

In reporting back to the *Review of Tomorrow's School*, the Minister of Education notes the importance of strong connections between relevant parties that support the skills, employment and well-being of our learners / akonga.

Work is already underway in this area through the review of secondary tertiary pathways and funding. Removing barriers to funding for secondary tertiary learning will support better access, and a smooth transition into vocational education, and engages these students with further learning and employment opportunities before completing their secondary schooling. (Reform of the Tomorrow's School System p.30)

A key priority which is to be progressed within the next 18-24 months is a requirement that "*the Ministry investigates the most effective ways to fund joint secondary-tertiary learning, and make changes to encourage greater uptake.*" (ibid. p.44)

It is noted that the area of secondary tertiary programmes was not part of ROVE (Reform of Vocational education) signalling perhaps that it was not an area that required urgent attention. Following hard on the heels of Rove the number of places to be allocated to one form of secondary tertiary programme, Trades' Academies, was increased by almost 30% - perhaps a sign even of some satisfaction that these secondary tertiary programmes were meeting a need, producing good results and adding value to student outcomes. But that would not be a reason to stand still – one Tertiary Secondary School (the successful MIT Tertiary High School) and the trade's academies reflect a sound start in the addition of a different way of working.

It would be timely and appropriate to establish a CoVE in the area of Secondary Tertiary Programmes that could support then growth of knowledge about Secondary Tertiary Programmes and the unique advantages they have brought into the secondary schools of New Zealand.

B Background

It might not be too much of an exaggeration to see the emerging Secondary /Tertiary developments in the New Zealand schooling system as something of a paradigm shift, albeit one which re-visits features of an older system which was progressively put aside during the late 1970s and through into the 1980s.

Those features are the opportunities that secondary students once enjoyed in making a real choice between on the one hand, a pathway that led to academic study and on to university and, on the other, one that which allowed a student to experience an education that led to vocational options and relatively early entrance into a career in the trades.

There were ostensibly sound reasons for these changes – students were being drafted into pathways on the basis of academic requirements for the academic track and, where that was not deemed suitable, the offer was track that had become unfashionable despite the success and careers that were gained through the vocational pathway.

Another factor that led to this situation was the fact that students were staying at secondary school for a longer time. For instance, the proportion of students staying in a secondary school for five years grew from around 12% to 65% in the period between the 1960s and the 1990s. Furthermore, there was vague but strong talk focused around the needs of a society that would be populated by “information workers” whose skill needs were predominantly about “learning how to learn” so as to be well equipped for “multiple careers” as workers were forced to flee jobs that would no longer exist.

These were each worthy in their own way but the changes in the community did not happen as quickly as anticipated but schooling, particularly at the secondary level, continued to shift away from providing opportunities for all students and especially those whose skills, aptitudes and perhaps aspirations were guided by the hands as much as their heads and by the attraction of vocationally oriented pathways which had a closer, more immediate connection to their lives than the delayed career entry of the academic pathway.

It is not a surprise that during this period of time the phenomenon of the NEETs (those Not in Employment, Education, or Training) emerged as a serious issue that has proved to be intractable.

C Development that Made a Difference

During 2007-2008, Dr Stuart Middleton was undertaking a Fulbright New Century Scholar's Award in the United States with a group engaged with the research topic “Access and Equity in Higher Education” and it quickly became apparent to him the a key element in this issue was the growing disengagement from secondary education. Put simply, too many students were leaving secondary education before they had developed an adequate set of learning skills and often before they had considered the life opportunities that were there for them. Even mathematics and sciences and other such important disciplines had little appeal when there was no near and easily understood application of the skills and techniques. This was occurring in all the large English-speaking schooling systems which suggested that the solution could well be a structural one.

The outcome of this work was the development of a Tertiary High School that would offer both tertiary and secondary education in an integrated manner – the conventional and for many the difficult transition from secondary to tertiary was for those students taken out of the system.

In order to facilitate this development, changes were needed to the Education Act and these were made in 2009. These are an important for the part they played in making other developments possible. The changes were:

Dual enrolment

This provision legitimised the fact that students under the legal school leaving age were able to be in “*a place other than a school*” and they would continue their school enrolment while simultaneously being enrolled in the tertiary institution.

Discharge of the responsibilities of governance

School Boards of Trustees are responsible for the "duty of care" but this was transferred by way of an agreement approved by the Secretary of Education so that a tertiary ITP Council could take on that role.

Clarification of the Status of the MIT Tertiary High School

A clear and inarguable right of a tertiary institution to act as a school was established opening up the right to register qualifications on the students NCEA record of learning etc.

The role of the Tertiary High School in operating outside the then regulatory framework was confirmed when the subsequent changes made to the Education Act in 2010 which had specified "Manukau Institute of Technology" was replaced by the more general terms, "Secondary Tertiary Programmes" which would each be managed a "Lead Provider."

On the foundation of these changes and the principles of the tertiary high school, a Ministerial Youth Guarantee Advisory Committee oversaw the early developments such as Trades' Academies, Dual Pathways, and Youth Guarantee places in tertiary. None of these developments happened by chance.

D MIT Centre for Studies in Multiple Pathways

Once the Tertiary High School was started, Manukau Institute of Technology did not sit on its laurels but instead developed the MIT Centre of Studies in Multiple Pathways (CSMP). This a virtual rather than a bricks and mortar Centre which focussed on a community of practice that was interested in the secondary tertiary programme development. Specific activity that the centre focussed on included the following.

The Director (Stuart Middleton) had returned from America with an array of contacts with US professionals and academic who were starting to define the "Early College High School". While motivated by similar goals and motivations the developments in the US and in NZ differed. ECHS in the US was a conservative opportunity to take college paper while in high school, whereas the NZ Tertiary High School emphatically emphasised those who were left behind in Year 10 (this focus has endured to quite a degree in the Trades' Academies).

The *Te Ara Whakamana International Conference* which in partnership with Ako Aotearoa and later the Industry Training Federation was a popular event that was run annually over a period of seven years until 2016. It was the only outlet for professional development in the secondary tertiary area and international speakers would encourage developments that were growing, but in a different instantiation. New Zealand teachers shared their views and challenges as they developed confidence in tackling the secondary tertiary transition by working in a different way.

The CSMP undertook research for such organisations as Ako Aotearoa (on Transitions) and the Tertiary Education Commission (younger students in tertiary programmes undertaking tertiary programmes). The Centre Director supervised a PhD study of the Tertiary High School and shared this knowledge and the findings widely. To this day this small body of research stands alongside studies undertaken by ERO (Vocational Pathways) and MBIE (NEETs). This is a very small body of research given the impact and growing interest in the secondary tertiary space.

E The Time is Right

"CoVES will drive innovation and excellence in teaching and learning and improve links to industry and communities. They will be established in areas of particular importance. Their coverage could be pan-sector ..., industry-wide ..., or specific. They could potentially also cover key types of educational delivery and support.... And include applied research." (Reform of Vocational Education, - Summary of Change Decisions p.15, p.33)

CoVES will bring together the Institute, other providers, WDCs and other industry and regional stakeholders to enable all vocational education organisations to access the of what is available nationally. (ibid, p.15)

MIT could meet the demands of a development such as this. There is a number of experienced staff who could bring insight and experience to the work of a CoVE.

Below are listed features of MIT's current Secondary Tertiary activity.

540 students currently in 23 trade's academy programmes.

26 Secondary schools working in partnership with MIT.

MIT is the Tertiary Partner in NZ first P-TECH Secondary Tertiary development.

The MIT Tertiary High has a student body numbering, on average, 180 each year into which 80+ new students come each year – over the decade the school has existed students from over 40 from secondary schools have been enrolled at the school. Over 1,000 students have been through the programme and 69% of students graduate with a qualification that is Level 3 or higher – 40 have achieved degrees. Students are selected from Year 10 with mutual agreement of both the student/family and the school that the student is seriously at risk. MIT has never advertised the programme.

MIT supports 2 PTEs in their trades' academy activity.

Following the announcement of further Trades' Academy places, MIT has applied for 180 additional places for the MIT Trades' Academies and 20 for the MIT THS.

F Why establish a CoVE in this area?

There are six key reasons why MIT, situated in the Southern Region of Auckland is ideally placed to bid for a Cove dedicated to secondary tertiary programmes, multiples pathways and transitions.

1. Its region is characterised by key large communities that reflect the diversity of New Zealand including Māori, Pasifika, Pakeha, and Migrant communities.
2. There is now a significant number of schools in the region that reflect different school type and different instantiations of the model.
3. It has engaged with the full range of secondary tertiary programmes and associated activity – the MIT Tertiary High School, Trades' Academies at all levels and across a wide range of disciplines, NZ's first P-TECH Programme, and Youth Guarantee Advisory Groups.
4. Before and since 2008 it has worked widely with other regions as a community of practice was built demonstrating wide levels of collaboration with resources, ideas, advice and encouragement.
5. It has levels of expertise in the pedagogical implications of secondary tertiary programmes as it teaches 700+ academy students across XX disciplines.
6. MIT believes that the secondary tertiary model cannot stand still but should explore next stages in the development of crossing the sector line.

G Characteristics / qualities /competencies within a CoVE

MIT would bring to any discussion aspirations to develop a CoVE that is:

- I. a consortium of experiences experts;
- II. reflects cross sector representation;
- III. hosted by a regional institution that is deeply committed to learners swerved well by this secondary tertiary model;
- IV. based on consultation and co-design as the basis for working locally, regionally, nationally and internationally;
- V. responsive to a specific challenges or opportunities;
- VI. experienced in and enthusiastic about working with national agencies.

H Envisaged Functions of a Secondary Tertiary CoVE

The functions each CoVE should undertake will be determined through discussion across regions, needs that are exposed.

Scope or coverage

Centred on the Southern Region of Auckland for the central organisation with potential hubs across New Zealand possibly and developed over time in Tai Tokerau,

Tai Rawhiti, West Coast, Southern and SI East Coast. These hubs would be small and focussed on spreading the impact of the CoVE, ascertaining needs and directions for development and so on.

Coverage would be aided by a strong interactive web presence.

Who should be involved?

Clearly both sides of the secondary/tertiary equation will work together collaborative to meet the needs of students and to increase early access to vocational and applied education. Currently schools and tertiary institutions work together and this would enable some early gains to be made

How long should the CoVE run for?

As long as it was contributing to increasing numbers of students gaining increased levels of outcomes, a CoVE would continue but would over time change to reflect the increasing maturity of its operation and its impact. Secondary tertiary programmes will become frozen but will continue to develop and mature to meet the needs of young people.

What makes a successful CoVE?

One which informs practice through assisting developments to flourish.

How is a CoVE measured?

A set of metrics could provide a quantitative set of measures on the reach, impact and contribution of its work. Such measures might include:

- a. the growth in numbers of students and schools involved;
- b. progression data for students back into school, and on to further education;
- c. targets for growth on involvement;
- d. targets for the development and maintenance of relationships with industry aimed at supporting students in secondary tertiary programmes;
- e. Etc.

Qualitative data could be achieved through satisfaction surveys, research samples, focus groups and a diligent questioning of the value and quality of activities as they are delivered.

But the ultimate measure in the increased engagement of students, their results, and their preparedness for progression to further education or employment.

I The wider picture

MIT would if it were invited to discuss the establishment of a CoVE be able to make a fair and convincing argument that it would bring to such a development evidence of:

- a national reputation in this field;
- a commitment to quality practice;
- a capacity for leadership;
- a research capability.

Notes:

A Note on Funding.

Discussion about the concept of a CoVE have focused on a level of funding that has suggested that each CoVE should be funded to the same level as any other CoVE. It is my view that this need not be so and while reluctant to use the term "boutique CoVE", it seems clear that there could be small CoVEs and larger CoVEs. For instance a CoVE such as that suggested in this discussion could be smaller than say one in the primary sector, or the construction sector. Span of activity and impact would drive some of this.

A Note on International Activity

Since 2014, MIT has collaborated with education authorities in Tonga to develop and deliver a TVET based programme, the *Certificate in Vocational and Technical Skills Level 2*, which is registered on the Tongan Qualifications Framework, and is taught to Year 12 students in 14 Tongan secondary schools. The course which can be delivered in one year or across two years has over 200 graduates completing each year. The programme reflects sound secondary tertiary programme principles with the tertiary institution, the Tonga Institute of Science and Technology (TIST) becoming the destination of choice for students with this qualification. TIST also delivers a complementary programme in the schools at the next year level. Of the 2018 graduating cohort, 94% of the students went on to enrol in either the TIST programme delivered in the schools or the TIST-based programmes. This programme is changing the face of technical education in Tonga, increasing access to school programmes that re-engage them in education qualifications and is starting to see a clear pathway to employment in both the formal and informal economies of Tonga.

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