



Education Report: Enhanced Induction Programme for newly graduated teachers with reduced practicum experience

To:	Hon Grant Robertson, Minister of Finance Hon Chris Hipkins, Minister of Education		
Date:	29 July 2020	Priority:	High
Security Level:	In Confidence	METIS No:	1235916
Drafter:	Hae-In Kim	DDI:	463 8572
Key contact and number:	Ben O'Meara	DDI:	463 8704 s 9(2)(a)
Messaging seen by Communications team:	N/A	Round robin:	Yes

Purpose of report

This paper seeks Ministers' agreement to reprioritise unallocated funding in Vote Tertiary Education for initial teacher education (ITE) programmes to fund a short-term enhanced induction and mentoring programme for ITE graduates who have had their practicum placement disrupted by COVID-19.

The Ministry of Education has consulted the Treasury on this paper.

Summary

1. Due to school and early learning service closures in response to the COVID-19 pandemic, many students completing ITE qualifications this year may not be able to meet the Teaching Council's practicum requirements. This risks reducing the number of new graduates entering the teaching workforce next year.
2. In response, the Teaching Council has confirmed temporary changes to its ITE programme requirements, including a reduction in the minimum practicum requirements. Students who graduate having met the reduced practicum requirements, but not the standard practicum requirements, will need to complete an enhanced induction and mentoring programme when they begin employment as provisionally certificated teachers.
3. We estimate that approximately 1,440 ITE graduates will meet the reduced practicum requirements and need to complete an enhanced induction programme upon employment.
4. The Teaching Council will approve programmes that meet its requirements for enhanced induction. These programmes will only be offered by tertiary providers of approved ITE programmes. The seven universities that deliver ITE have put together a proposal for a programme, which we have used as the basis for estimating costs.

5. Based on this proposal, the maximum cost of delivering the programme to 1,440 newly graduated teachers is estimated at \$4.769 million (GST exclusive) ¹.
6. The Ministry has identified underspends within Vote Tertiary Education from funding allocated for the delivery of postgraduate ITE programmes that could be reprioritised to support delivery of the new programme.
7. If you agree to transfer funding to support the enhanced induction and mentoring programme, we will work with the Teaching Council to make the programme available.

Recommended Actions

The Ministry of Education recommends you:

- a. **note** that, due to school and early learning service closures as part of the COVID-19 pandemic response, approximately 1,440 students expected to complete an initial teacher education (ITE) qualification this year may not meet the Teaching Council's full practicum requirements

Noted

Minister of Finance

Noted

Minister of Education

- b. **note** that the Teaching Council has implemented temporary changes to ITE requirements in response to this disruption, including:
 - i. a temporary reduction to minimum practicum requirements; and
 - ii. a requirement for ITE graduates who have met the reduced practicum requirements to complete an enhanced induction and mentoring programme

Noted

Minister of Finance

Noted

Minister of Education

- c. **note** that the Teaching Council will approve enhanced induction programmes, delivered by tertiary providers of ITE programmes

Noted

Minister of Finance

Noted

Minister of Education

- d. **note** that we estimate up to approximately 1,440 ITE graduates may need to complete an enhanced induction and mentoring programme during 2021, at a cost of \$4.769 million

Noted

Minister of Finance

Noted

Minister of Education

- e. **note** that there is uncommitted funding of \$2.520 million per year in Vote Tertiary Education for postgraduate ITE programmes that ran until 30 June this year

Noted

Minister of Finance

Noted

Minister of Education

¹ This cost has been established through working with the Council of Education Deans (who represent University ITE providers) and the Teaching Council to develop a model for an effective programme. This model has a per-participant cost of \$2,600 plus administrative overheads. The cost also includes a 10% margin of error.

- f. **agree** that the cost of the enhanced induction programme be funded for the financial years 2020/21 and 2021/22 only, from uncommitted postgraduate ITE programme funding in the Tertiary Sector / Industry Collaboration Projects appropriation within Vote Tertiary Education.

Approach to reprioritisation (\$m)	2020/21	2021/22	Total
Uncommitted postgraduate ITE funding	2.520	2.520	5.040
Enhanced induction programme costs	3.577	1.192	4.769

Agree Disagree

Minister of Finance

Agree Disagree

Minister of Education

- g. **approve** the following fiscally neutral adjustment to fund the remaining costs of the enhanced induction and mentoring programme for newly graduated teachers who have met the Teaching Council reduced practicum requirements, with no impact on the operating balance:

	\$m – increase/(decrease)				
Vote Tertiary Education Minister of Education	2020/21	2021/22	2022/23	2023/24	2024/25 & Outyears
Non-Departmental Output Expense: Tertiary Sector / Industry Collaboration Projects	1.057	(1.057)	-	-	-

Approved Not Approved

Minister of Finance

Approved Not Approved

Minister of Education

- h. **agree** that the proposed change to appropriations for 2020/21 above be included in the 2020/21 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply

Agree Disagree

Minister of Finance

Agree Disagree

Minister of Education

- i. **note** the appropriations for the enhanced induction programme will be reviewed in the context of the October Baseline Update when better information is available on the actual level of demand and the proportion of the graduates who will complete the programme in 2020/21 or 2021/22

Noted

Minister of Finance

Noted

Minister of Education

- j. **agree** to forward a signed copy of this report to the Minister of Finance for his consideration

Agree Disagree

Minister of Education

Proactive Release Recommendation

- k. **agree** that this Education Report is proactively released once a decision on the funding is made.

Agree Disagree
Minister of Finance

Agree Disagree
Minister of Education



Dr Andrea Schöllmann
Deputy Secretary
Education System Policy

29/07/2020



Hon Grant Robertson
Minister of Finance
20/8/2020



Hon Chris Hipkins
Minister of Education
2/8/2020

ITE students have had their qualifications disrupted by COVID-19

1. Initial teacher education (ITE) qualifications include a practicum component in which students learn the practice of teaching in supported school, kura, and early learning service settings. The Teaching Council's ITE Programme Approval Requirements stipulate the minimum amount of practicum that must be included in an ITE qualification that leads to registration.
2. Due to COVID-19 closures of early learning services, schools and tertiary institutions, many students will not be able to meet the practicum requirements of their ITE qualification. This is particularly an issue for students due to graduate this year.
3. Only teachers with an approved ITE qualification can be registered, granted a practising certificate, employed to teach and paid on the qualified teacher scale.
4. With the move to COVID-19 Alert Level 1 from 9 June 2020, schools and early learning services have re-opened to all students and staff. We anticipate that schools and services will need some time to focus on supporting their learners and staff to readjust to the learning environment. However, we understand that the majority of schools and services have been able to host ITE students on practicum from the start of term 3 (20 July).

Teaching Council's temporary changes to ITE requirements

5. In response to the disruption of practicum requirements, the Teaching Council has confirmed some temporary changes to the ITE Programme Approval Requirements. These include:
 - a. A temporary 25 percent reduction to the minimum practicum requirements to:
 - 10 weeks for one year programmes; and
 - 15 weeks for multi-year programmes.
 - b. Requiring the provision of additional support for students graduating with reduced practicum experience, through enhanced induction and mentoring.
6. The Teaching Council is also providing greater flexibility to other aspects of its practicum requirements, to make it easier for students in ITE programmes to meet them.
7. The Teaching Council has notified ITE providers of these changes and will work with them to support students who are expecting to graduate from their ITE qualifications this year.
8. The Teaching Council will approve suitable induction programmes, delivered by tertiary providers of approved ITE programmes.

Proposed programme to meet the Council's enhanced induction and mentoring requirements

9. The seven universities that offer ITE have put forward a proposal for a nation-wide programme that would deliver enhanced induction and mentoring support for beginning teachers who have graduated with the reduced practicum requirements. A key advantage of this collaborative approach is that the universities would support each other's graduates as students get jobs around the country following graduation.

10. The programme would provide a university-based academic mentor who would support the beginning teacher, as well as their designated in-school/centre mentor teacher, over their first ten weeks of teaching. The programme would be available to all 2020 ITE graduates who have met the reduced practicum requirements and subsequently gain employment as teachers. This would include those employed in both the schooling and early learning sectors.
11. The Teaching Council considers that the programme proposed by university ITE providers will provide the necessary support for beginning teachers to make up for the reduced practical experience during their qualification. We have therefore used this proposal as the basis for estimating the costs of any enhanced induction programme that may be approved by the Council.
12. We understand that the Council is currently exploring options to ensure the best outcome for beginning teachers. This includes considering whether to seek proposals from any other providers for the enhanced induction programme. As part of the commercial decision-making process, the Teaching Council is in discussion with stakeholders in the Māori-medium sector to discuss support for students in Māori-medium ITE programmes who may have been impacted by COVID-19. The Teaching Council has also consulted Early Childhood Education ITE providers and stakeholders to establish principles for providing support to affected teachers who gain employment in the Early Childhood Education sector.
13. If it does seek other programme proposals, the Council will work within the budget identified in this report.
14. The programme proposed by university ITE providers would cost approximately \$2,600 (GST exclusive) per participant, in addition to mileage and an allowance for administration.
15. The Ministry has consulted the Treasury on the proposal to reprioritise funding for postgraduate ITE programmes in Vote Tertiary Education in order to fund the enhanced induction programme, as outlined in this report. The Treasury supports this reprioritisation.
16. The Teaching Council's high trust model for endorsement of provisionally certificated teachers moving to full certification will continue to apply. This means the Council will expect the relevant professional leaders in early learning services, schools and kura to evaluate these beginning teachers' readiness to continue with their "standard" induction and mentoring programme and continue their journey from provisional to full certification, once the enhanced induction programme has been completed.

The Ministry has considered other options

17. Currently, schools and services are responsible for establishing their own programmes to support the induction of beginning teachers. Schools are able to access funding to support their induction processes in the form of a 0.2 Full-Time Teacher Equivalent (FTTE) subsidy of beginning teachers' salary in the first year of their employment. This subsidy is intended to fund beginning teachers' release time so they can focus on professional development, though schools may use this funding for other purposes.
18. We considered increasing the provision of release time to support in-school mentor teachers and ITE graduates to engage in more intensive induction. However, there is no existing funding for release time in the early childhood education sector and providing an increased level of release time for all graduates who could be affected would exceed any available funding that could be reallocated for this programme. Furthermore,

providing release time alone would not necessarily ensure the quality and consistency of support for graduates who have had their training disrupted by COVID-19.

19. We consider that the structured support from ITE providers within the enhanced induction programme is more likely to deliver on crucial additional elements of in-service induction, such as integrating theory with teaching practice, supported reflection on practice and how effective it is for all learners, and providing professional learning opportunities for beginning teachers as well as in-school mentors.

Funding the delivery of the programme

20. This investment in the delivery of the enhanced induction programme will help to ensure the stability of teacher supply by supporting graduates impacted by COVID-19 to enter the workforce, while maintaining the quality of these newly graduated teachers.
21. Schools will be able to support beginning teachers and in-school mentor teachers to participate in the programme through existing resourcing for beginning teachers' release time and mentor teachers' allowance. Early learning services will need to support programme participants through their standard induction process. However, we do not consider it realistic to expect schools and services to be able to cover the additional costs of the programme, such as the external academic mentor support.

Estimating the number of graduates who may be required to complete the enhanced induction programme

22. To understand the potential numbers of beginning teachers that will need to complete the enhanced induction programme, the Teaching Council has approached ITE providers for an indication of the numbers of students they expect will graduate this year having met the reduced, rather than the full practicum requirements.
23. This has resulted in the estimate that approximately 1,440 graduates in the 2020 cohort may require the enhanced induction programme. This figure is an estimate as providers cannot give accurate graduate numbers until students complete all components of an ITE programme.

Cost of supporting graduates to complete the enhanced induction programme

24. To ensure the enhanced induction programme is available to all graduates that may need it, we have added a ten percent margin of error to the number of potential programme participants given by ITE providers.
25. Delivering the programme to approximately 1,440 graduates with an additional 10% margin for error, would cost approximately \$4.769 million (GST exclusive).

Cost	\$000
Programme delivery - \$2,600 x 1,438 graduates (+10% margin of error)	\$4,113
Support costs (mileage and administrative overheads)	\$656
Total	\$4,769

26. We estimate that approximately 75% of the cohort will complete their induction programme during 2020/21, with 25% gaining employment later and completing in 2021/22. We will monitor uptake of the programme and make any necessary adjustments in the October Baseline Update.

Possible source of funding

27. We have identified underspends in funding for postgraduate ITE programmes. This fund of \$2.520 million per annum is within the appropriation for Tertiary Sector / Industry Collaboration Projects.
28. The funding is currently unallocated as all funding agreements with providers of postgraduate ITE programmes have now expired (the last ended in June of this year).
29. The Ministry of Education delayed a procurement process for a second round of funding agreements due to the Teaching Council's review of its ITE Programme Approval Requirements, which was underway at the time. The Council released its new requirements for ITE in 2019, and providers are in the process of reviewing and redeveloping all ITE programmes to meet the new requirements. All ITE programmes must be approved under the new requirements by 2022. The Ministry will provide advice to the Minister of Education on a new procurement round when the review and approval of programmes under the new requirements is completed.
30. This means that the postgraduate ITE funding is currently uncommitted. We propose to reprioritise the funding for 2020/21 and 2021/22 financial years only, to deliver the enhanced induction and mentoring programme for graduates that gain employment in 2021. This proposal does not require funding to change appropriation. The table below summarises the funding reprioritisation proposal. It involves a fiscally neutral adjustment as programme costs are higher in 2020/21 financial year than in 2021/22.

Approach to reprioritisation (\$m)	2020/21	2021/22	Total
Uncommitted postgraduate ITE funding	2.520	2.520	5.040
Fiscally neutral adjustment	1.057	(1.057)	-
Enhanced induction programme costs	3.577	1.192	4.769

Risks

Employers' confidence in the 2020 graduate cohort's preparedness to teach

31. There is a risk that those who have graduated with the reduced practicum requirements, may be seen as less 'ready' to teach than other cohorts, and school and early learning service leaders may be less willing to employ them.
32. The Teaching Council is consulting peak bodies representing employers of ITE graduates to ensure they support the enhanced induction and mentoring programme, and feel confident about hiring teachers from the 2020 cohort.
33. The Ministry will also prepare messaging to schools and early learning services to provide assurance that all those that graduate in 2020 will have been assessed as meeting the Teaching Standards, and to ensure employers are aware of the funded enhanced induction programme available to these graduates.
34. We will be monitoring this cohort's transition into employment and will consider any further support for these graduates to transition to work as part of our ongoing Teacher Supply work programme.

Next Steps

35. We recommend that funding decisions are finalised as soon as possible, as the Teaching Council needs certainty that the enhanced induction programme will be funded, before they can announce the support for ITE students due to graduate this year.
36. If Ministers approve the transfer of funding, we will work with the Teaching Council to put the programme in place.

Proactively Released