

Education Report: Wellbeing Budget Package announcement and options for guidance counsellors in secondary schools

To:	Hon Chris Hipkins, Minister of Education Hon Tracey Martin, Associate Minister of Education		
Cc:	Hon Jenny Salesa, Associate Minister of Education Hon Kelvin Davis, Associate Minister of Education		
Date:	12 June 2020	Priority:	High
Security Level:	Budget Sensitive	METIS No:	1230312
Drafter:	Beth Charlton	DDI:	s 9(2)(a)
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Messaging seen by Communications team:	Yes	Round Robin:	Yes

Purpose of Report

The purpose of this paper is for you to:

Note the Ministry of Education is proposing to leverage implementation of the new package of wellbeing supports in schools, kura and early learning services to operationalise a new way of working across the education system.

Note that the Ministry of Education proposes to operationalise and communicate the initiatives as an integrated package of support.

Note that the initiatives relating to workforce and tertiary wellbeing, while complementary to the new support package, can be operationalised and communicated as discrete items.

Agree to announce the new package of wellbeing support in schools, kura and early learning as an integrated suite, and the tertiary and workforce wellbeing initiatives as discrete items.

Agree to one of three options for providing guidance counselling in secondary schools

Note that the tertiary initiative is funded through Vote Health, and the Ministry of Health will progress discussions with the office of the Minister of Health on a joint announcement with you.

Note the communications package to support the announcement(s) is attached.

Summary

- On 11 May 2020, Cabinet agreed to fund a package of initiatives across the education sector to support the wellbeing of learners, their family and whānau, and school staff, in the wake of COVID-19. The package consists of: initiatives that provide short-term support for immediate responses to the pandemic; and longer-term initiatives which will strengthen curriculum delivery, support positive whole of school, kura¹ and early

¹ Schools and kura refers to state and state-integrated schools and kura throughout.

learning service² learning environments, and improve access to wellbeing services for those who need it.

- 2 The Ministry of Education is proposing to operationalise and communicate the initiatives relating to supporting learners in schools, kura and early learning services as an integrated package of support. This ensures the initiatives work cohesively and in a coordinated way across the education system. This will be a new way of working within the Ministry of Education and across the education sector, signalling the transformational shift required to realise a joined up and collaborative system. These changes will put learners and whānau at the centre, including Māori, Pacific and those with learning support needs, traditionally underserved by the education system.
- 3 The proposed approach, which is underpinned by increased frontline support, stronger partnerships between the sector, the regions and the centre, is consistent with the key principles of the Review of Tomorrow's Schools. The approach is also consistent with the Learning Support Delivery Model, which supports flexible, outcomes focussed, tailored responses.
- 4 The initiatives relating to tertiary and workforce wellbeing are complementary to this new package and approach, but can be viewed as discrete items for announcement and operationalisation.
- 5 We have prepared communications, attached as annexes, to support the upcoming announcements of the package.
- 6 Following discussion at the Agency Meeting on 8 June, we have also identified options for repurposing the secondary schools guidance counselling initiative to be partially or fully delivered by community organisations rather than through the guidance staffing entitlement.

² Refers to centre-based early learning services, including ngā kōhanga reo, throughout.

Recommended Actions

The Ministry of Education recommends you:

- a. **Note** the Ministry of Education is proposing to leverage implementation of the new package of wellbeing supports in schools, kura and early learning services to operationalise a new way of working across the education system.

Noted

- b. **Note** that the Ministry of Education proposes to operationalise and communicate the initiatives as an integrated package of support.

Noted

- c. **Note** that the initiatives relating to workforce and tertiary wellbeing, while complementary to the new support package, can be operationalised and communicated as discrete items.

Noted

- d. **Agree** to announce the new package of wellbeing support in schools, kura and early learning as an integrated suite, and the tertiary and workforce wellbeing initiatives as discrete items.

Agree / Disagree

EITHER

- e. **Agree** to maintain the increase to guidance staffing unchanged, with additional guidance staffing provided in secondary schools with more than 200 secondary students;

Agree / Disagree

OR

- f. **Agree** to seek Cabinet agreement to use the funding for increasing guidance staffing to instead contract community organisations to provide guidance counselling in schools;

Agree / Disagree

OR

- g. **Agree** to seek Cabinet agreement to provide a smaller increase to guidance staffing for secondary schools, and to use the remaining funding for contracting community organisations to provide guidance counselling in schools;

Agree / Disagree

- h. **Note** that the tertiary initiative is funded through Vote Health, and the Ministry of Health will progress discussions with the office of the Minister of Health on a joint announcement with you.

Noted

- i. **Note** the communications package to support the announcement(s) as Annexes.

Noted

- j. **Not release** this Education Report at this time because final decisions on the announcement of the package are still to be made.

Release / Not release



Damian Edwards
Deputy Secretary
Evidence, Data and Knowledge

12/6/20



Hon Chris Hipkins
Minister of Education

15 6 2020
11/1

Hon Tracey Martin
Associate Minister of Education

1/1

A new way of working that puts learner and whānau wellbeing at the centre

This package is a significant shift towards embedding a new way of working across the education system

- 7 The proposed approach will be key to signalling the transformational shift required to deliver a world-class education system that puts learners and whānau at the centre. In the long-term, this shift will support an integrated system that:
 - a. is founded on the mutual obligations of partnership, trust and a shared vision with Māori and the sector
 - b. understands local needs and tailors frontline support and responses
 - c. is supported by a collaborative and cohesive Ministry of Education
 - d. places the wellbeing of learners and whānau at the centre.
- 8 Across the Education system, including within the Ministry of Education, this means:
 - a. the formation of strategic oversight and governance to ensure the wellbeing learners and whānau is at the centre of what we do, how we work and what we invest in across the system
 - b. establishing a governance model that enables us to partner with the Tertiary Education Commission, the New Zealand Qualifications Authority, Education New Zealand and the Education Review Office in a meaningful way
 - c. ensuring that decision is devolved and shared making that supports an education system that has a strong focus on the diverse needs of learners, families, whānau and communities, as well as the education sector
 - d. shifting our funding approach to prioritise long-term, outcomes-focussed, strategically aligned investments in partnership with communities
 - e. bringing together the knowledge, expertise and resources from across the sector, including within the Ministry of Education, with a focus on building partnerships across curriculum and operational support
 - f. working at multiple layers across the system in ways that enables responsive and collaborative support at the frontline for the education sector, learners, families, communities and NGO providers.

We propose to operationalise and communicate the new wellbeing initiatives as an integrated package of support that enables system transformation

- 9 The package consists of:
 - a. short-term financial support for immediate wellbeing needs
 - b. system-level support to improve wellbeing and learning experiences for all learners
 - c. increased access to targeted support for those who need it.
- 10 In addition, new and additional support for Māori and Pacific organisations to support the wellbeing of their communities through relationship and service brokerage and

Background

Funding to support the wellbeing of learners, whānau and the education workforce was secured through Wave 2 of the COVID-19 response

- 1 On 11 May 2020, Cabinet agreed to fund a package of initiatives to support the wellbeing of learners and whānau across the early learning, schooling, kura and tertiary sectors, and additional wellbeing support for teachers and kaiako in schools and kura [CAB-20-MIN-0219.09 refers].
- 2 The package will support the education sector to respond to the short-term impacts of COVID-19, while also strengthening the system as a whole in the longer term. The package includes initiatives to respond to immediate and emerging wellbeing needs, as well as longer-term system-level improvements to provide ongoing support throughout the education sector and communities for learners and their families.

We know that learners and their families and whānau want us to take a more coordinated, sustained approach to supporting their wellbeing

- 3 Through Kōrero Mātauranga, the Māori Education Wānanga and Pacific Education Fono series, we heard from young people, families, whānau, communities and the education sector that the Ministry of Education needs to take a more coordinated approach to, and have an explicit focus on, supporting wellbeing. To achieve this, it is critical for the Ministry of Education to enable and support inclusive learning environments and high-quality curriculum delivery for all learners, and better access to wellbeing services for those who need it.
- 4 Ka Hikitia outlines the shifts needed in education for Māori to enjoy and achieve educational success as Māori. The shifts require an education system that gives Māori agency over education for Māori, recognises the diversity of Māori, understands and engages with Māori learners in the context of their whānau and their culture, identity and language, and ensures that Māori learners are free from racism, stigma and discrimination in education.
- 5 The new package of wellbeing initiatives that will be progressed as a result of the COVID-19 Wave 2 funding will ensure Māori wellbeing and wellbeing in education is progressed by embedding these shifts across the package.

The new funding provides an opportunity for the Ministry of Education to take a coordinated, partnership approach with the sector that signals system transformation

- 6 We know that historically, the targeting and implementation of wellbeing initiatives has not always been coordinated across the education sector. The new package of wellbeing supports gives us the opportunity to take a system-wide approach, with a focus on high quality curriculum delivery, that is joined up across the Ministry of Education and across schools, kura, early learning services, learning and engagement support services, and communities. Continuing to build trust and strong partnerships with and across the sector is at the heart of system transformation, with a strong focus on improving frontline support for the sector, learners and whānau.

facilitation was also secured through Wave 2. These relationships and supports will be critical to embedding the shifts required under Ka Hikitia and for Pacific education across the new package of support. While we expect these initiatives will likely be announced by their respective Associate Ministers, operationally this targeted, culturally sustaining support is a critical component of the package of support.

- 11 We have attached communications material, as Annex 1, to support the announcement of the new package.

We are providing access to additional funding to respond to immediate and emerging wellbeing needs

Urgent Response Fund (\$2m in 19/20, \$50m in 20/21)

- 12 The Urgent Response Fund is a 13-month time-limited fund for centre-based early learning services, schools and kura to fund immediate support for any learning, social and emotional, mental, behavioural, or other wellbeing issues directly or indirectly as result of the pandemic and its impacts. The fund is a response to an extraordinary crisis, and because it is unknown what needs will emerge, where, and at what scale, responsibility for the allocation of fund is devolved to the Directors of Education in the Ministry of Education's ten regions.
- 13 The fund will be allocated to regions using the Equity Index to ensure an equitable funding approach that prioritises where the greatest needs are. Directors of Education will work with schools, kura and early learning services to understand and jointly allocate the funds to respond to the needs they are seeing. Individuals, families, groups and communities will be affected in different ways, and will require tailored responses.

System-level change and supports that will strengthen the sector's ability to promote and support wellbeing of all learners in the medium and long term

Embedding quality teaching approaches to mental health, wellbeing and healthy relationships in schools, kura and early learning services (\$32.754m over four years)

- 14 Given the expected increase in wellbeing and mental health needs amongst learners post-COVID-19, there is greater urgency to deliver high quality curriculum programmes relating to mental health, healthy relationships and wellbeing, within inclusive learning environments. This initiative includes:
 - a. Forty FTE Curriculum Leads based in Ministry of Education regions
 - b. Six FTE National Office staff to support the new ways of working
 - c. Two FTE staff in 2022/23 and 2023/24 to design and implement an accreditation process for external providers of the Health and Physical Education learning area in schools
 - d. Hauora curriculum resources for kura
 - e. Whānau information resources about the Health and Physical Education and Hauora learning areas³

³ Health and Physical Education is a learning area of the New Zealand Curriculum taught in English Medium education. Hauora is a learning area of Te Marautanga o Aotearoa taught in kura and wharekura.

- f. Wellbeing and Mental Health Education Guidelines for schools, kura and early learning.
- 15 The forty curriculum leads will work directly with early learning services, schools and kura. For example, in schools and kura the leads will:
- a. support teachers and kaiako to deliver high quality Health and Physical Education and Hauora programmes, including implementing the refreshed Relationships and Sexuality Education Guidelines and the Wellbeing and Mental Health Guidelines
 - b. support School Boards to undertake quality engagement with their school communities on designing their localised Health and Physical Education programmes (as required under s60B of the Education Act 1990)
 - c. support and promote positive whole of school and kura environments relating to wellbeing, mental health and healthy relationships, including through working with, for example, Learning Support Coordinators, guidance staff, Boards, school/kura staff, school communities, and Māori and Pacific brokerage organisations.

And improves access to additional support for those learners who need it

Pilot of guidance counsellors in primary schools (\$23.450m over four years)

- 16 From Term 1 2021, guidance counselling will be provided to primary school learners in nine sites (consisting of multiple schools and kura) across three regions. Local counselling organisations in areas most impacted by the economic downturn from COVID-19 will be contracted to deliver this service to schools in their area using the Cambridge Lifeskills framework of provision.
- 17 The initiative includes:
- a. 63 part-time counsellors (47.25 FTE) and 9 full-time Clinical Leaders (9 FTE), equating to 21 part-time counsellors and 3 full-time Clinical Leaders per region
 - b. three contract managers (one for each region) from the Ministry of Education who will have oversight of managing the deliverables of the sites, and
 - c. a national level evaluation framework, with an evaluation of the pilot in 2023/24.

Increase to guidance staffing entitlement in secondary schools (\$52.392m over four years)

- 18 Guidance staffing is allocated to all state and state-integrated schools with secondary students for the provision of guidance counselling, careers guidance and pastoral care. Increasing this entitlement would enable schools to provide greater access to guidance counselling to help secondary students deal with mental wellbeing difficulties caused or exacerbated by the COVID-19 crisis. However, schools would be able to use the entitlement to employ registered teachers for any reason.
- 19 You have requested advice on other options for providing additional resourcing for guidance counselling in secondary schools, including contracting community organisations. We have consulted with Treasury and confirmed that, as the initial decision was made by Cabinet and no delegation was made for joint Ministers, you would need to seek Cabinet agreement to make these changes.

Options for providing guidance counsellors in secondary schools

- 20 We have identified three options for you to consider:
- Maintaining the increase to guidance staffing as originally intended;
 - Using the funding for increasing guidance staffing entitlement to instead contract community organisations to provide guidance counselling in primary and secondary schools;
 - Providing a smaller increase to guidance staffing for some schools than originally intended, and using the remaining funding for contracting community organisations to provide guidance counselling in primary and secondary schools.

Option 1: Maintaining the increase to guidance staffing as originally intended

- 21 We have received consistent feedback from secondary schools that their guidance staffing entitlement is insufficient for them to meet increasing student need for guidance counselling and pastoral care support. This option would therefore involve three changes to the guidance staffing formula to increase the maximum entitlement per school from 2.3 to 2.8 Full-Time Teacher Equivalents (FTEs). These changes are:
- increasing the maximum FTE per year level from 0.45 to 0.55 FTE;
 - increasing the roll-based FTE from 0.00185 per student to 0.00188;
 - increasing the secondary roll size that generates full entitlement from 200 to 250 students.
- 22 Around 285 schools (those with more than 250 secondary students) would receive a 0.5 FTE increase, enabling them to employ guidance counselling staff for an additional two and a half days per week. These schools are likely to have the greatest level of demand for counselling services, but currently receive the lowest level of entitlement per student.
- 23 Around 40 schools with a smaller number of secondary students would receive an increase of less than 0.5 FTE as a result of these changes, and approximately 175 schools with secondary students would not receive an increase. These are mostly small area schools with less than 200 secondary students, and receive the highest level of entitlement per student under the current formula.
- 24 Modelling suggests that these changes would result in a total system-wide increase of 149 FTEs.
- 25 We would clearly communicate that the staffing increase is to be used for guidance counselling, and the importance for students' mental health and wellbeing of being able to access counselling during the COVID-19 pandemic recovery. We could also follow up with recipient schools to confirm that the resource was used for counselling services.

Option 2: Contracting community organisations to provide guidance counselling in primary and secondary schools

- 26 You could seek Cabinet agreement to use the funding that was approved for increasing the guidance staffing entitlement to instead contract community organisations to provide guidance counselling. This could be combined with the funding originally agreed to pilot guidance counselling in primary schools, allowing us to contract organisations to provide counselling across all year levels.

- 27 This would enable greater central control over how the funding was used, rather than distributing the funding to individual schools to employ counsellors who are registered teachers.
- 28 Given the amount of funding available, we would recommend targeting to areas of known need, rather than seeking to cover every school. We could do this based on indicators of need, for example the Equity Index.
- 29 We may need to progressively build up the supply of services to contract with over time, so we may not be able to ensure immediate access in all areas where there is need identified, particularly in the first year. There may also be some displacement of existing services initially (meaning increased access within schools, but decreased access in the community) as the workforce is built up.
- 30 There is also likely to be opposition from the secondary school sector to this option. In our conversations with schools about the Equity Index, they have indicated a preference for employing staff such as guidance counsellors themselves, rather than accessing outside services that they do not have any control over.
- 31 Recommendations to seek Cabinet agreement for this option are included in Annex 4.

Option 3: Providing a smaller increase to guidance staffing for some schools and contracting community organisations to provide guidance counselling in primary and secondary schools

- 32 This option would involve providing a smaller increase in guidance staffing for some schools, and using the remaining funding to expand the pilot of guidance counsellors in primary schools to provide guidance counselling across both primary and secondary schools.
- 33 The increase to guidance staffing could be scaled by targeting the increase more towards larger schools, so that only schools with at least 1,000 secondary students would receive a 0.5 FTTE increase. This could be done by keeping the guidance staffing formula for schools with less than 200 secondary students the same, but changing the formula for schools with more than 200 secondary students to increase from 2.3 FTTE up to 2.8 FTTE at a rate of 0.00055 FTTE per student above 200.
- 34 This would result in a system-wide increase of around 91 FTTEs, costing \$31.926 million over four years. Around 82 schools would receive a 0.5 FTTE increase, with around 187 schools receiving a smaller increase. Approximately 220 schools with secondary students would not receive an increase.
- 35 This would leave \$20.466 to expand the pilot of guidance counselling in primary schools to include contracted provision for both primary and secondary school students.
- 36 This option would allow us to meet the demand for additional guidance staffing in large secondary schools, while also testing contracted provision of guidance counselling in secondary schools to inform future policy decisions. While there would still be some implementation risks, they would be lower than Option 2.
- 37 This option would also require Cabinet agreement. Recommendations are attached in Annex 4.

Wellbeing support for school and kura workforce and Tertiary students

- 38 In addition to the package of initiatives above, funding was also secured through Wave 2 to support the wellbeing of the education workforce and tertiary students. These initiatives complement the new package of support outlined above by improving wellbeing support across the entire education pathway.
- 39 A communications package to support the announcement of the workforce initiative is attached as Annex 2. The Ministry of Health will discuss plans with their Minister to issue a complementary or joint announcement of the tertiary initiative. A communications package to support this announcement is attached as Annex 3.

We are supporting the wellbeing of school and kura staff through better access to workplace assistance services

Workplace assistance for education workforce (\$15.988m over three years)

- 40 The impact of valuing wellbeing in workplaces is well evidenced, particularly in social service workplaces and in sectors working with young people. Wellbeing is critical to having a productive, high quality workforce that is able to support the wellbeing of learners. Currently, access to workplace assistance services in schools and kura are provided at the discretion of the school board, leaving gaps in the provision of this support to the education workforce. This proposal intends to fill these gaps, and will increase access to wellbeing support services for an additional 6,500 school employees in 2020/21, increasing to 10,000 in 2021/22.

And making sure learners in the tertiary sector are able to access support when they need it

Strengthening mental wellbeing services for tertiary students (Vote Health: \$25m over four years)

- 41 This initiative builds on the Government's Wellbeing Budget 2019 investment in mental wellbeing. It provides funding to accelerate the Ministry of Health's roll-out of youth-specific primary mental health, wellbeing and addiction support, with a specific focus on tertiary providers. This funding provides for support for students experiencing mild to moderate levels of distress delivered by:
- a. clinical professionals, such as psychologists and nurses, and
 - b. non-clinical staff, such as peer support staff.
- 42 The number of FTEs over the 4-year roll out will increase each year. The expansion of these services will start next year. This means we expect that students will notice an expansion in services and increased choices from 2021.

Annexes

Annex 1: Communications for announcement of the integrated package of support in schools, kura and early learning services

Annex 2: Communications for the announcement of the school and kura workforce wellbeing initiative

Annex 3: Communications for the announcement of the tertiary wellbeing initiative

Annex 4: Recommendations for an oral item to Cabinet on changing the increase to guidance staffing entitlement

Proactively Released

Annex 4: Recommendations for an oral item to Cabinet on changing the increase to guidance staffing entitlement

Option 2: Contracting community organisations to provide guidance counselling in primary and secondary schools

1. **note** that, on 11 May 2020, Cabinet approved the Increasing Wellbeing and Mental Health Support to Learners and Education Workforce initiative and associated appropriation changes, including a pilot of guidance counselling in primary schools and an increase to the guidance staffing entitlement for schools and kura with over 200 secondary students [CAB-20-MIN-0219.09 initiative 12675 refers];
2. **agree** to rescind the decision to include a pilot of guidance counselling in primary schools and an increase to the guidance staffing entitlement for schools and kura with over 200 secondary students in this initiative;
3. **agree** to instead include funding to support community organisations to provide guidance counselling in both primary and secondary schools;
4. **approve** the following fiscally neutral adjustments to give effect to the policy decision in recommendation 3 above, with no impact on the operating balance and net core Crown debt;

Vote Education Minister of Education	\$m – increase/(decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/23 & Outyears
Multi-Category Expenses and Capital Expenditure:					
Outcomes for Target Student Groups (MCA)					
<i>Departmental Output Expense:</i>					
Interventions for Target Student Groups (funded by revenue Crown)	-	1.085	1.085	1.085	1.085
 Primary and Secondary Education (MCA)					
<i>Non-Departmental Output Expense:</i>					
Primary Education	-	1.691	4.155	4.155	4.155
Secondary Education	-	(2.776)	(5.240)	(5.240)	(5.240)

5. **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;

Option 3: Providing a smaller increase to guidance staffing for some schools and contracting community organisations to provide guidance counselling in primary and secondary schools

1. **note** that, on 11 May 2020, Cabinet approved the Increasing Wellbeing and Mental Health Support to Learners and Education Workforce initiative and associated appropriation changes, including a pilot of guidance counselling in primary schools

and an increase to the guidance staffing entitlement for schools and kura with over 200 secondary students [CAB-20-MIN-0219.09 initiative 12675 refers];

2. **agree** to rescind the decision to include a pilot of guidance counselling in primary schools and an increase to the guidance staffing entitlement for schools and kura with over 200 secondary students;
3. **agree** to instead include funding to support community organisations to provide guidance counselling in both primary and secondary schools and an increase to the guidance staffing entitlement targeted towards larger schools;
4. **approve** the following fiscally neutral adjustments to give effect to the policy decision in recommendation 3 above, with no impact on the operating balance and net core Crown debt;

Vote Education Minister of Education	\$m – increase/(decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/23 & Outyears
Multi-Category Expenses and Capital Expenditure:					
Outcomes for Target Student Groups (MCA)					
<i>Departmental Output Expense:</i>					
Interventions for Target Student Groups (funded by revenue Crown)	-	0.465	0.465	0.465	0.465
Primary and Secondary Education (MCA)					
<i>Non-Departmental Output Expense:</i>					
Secondary Education	-	(0.465)	(0.465)	(0.465)	(0.465)

5. **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;