

## Cabinet Paper material Proactive release

Minister & portfolio Hon Tracey Martin, Associate Minister of Education  
Name of package Disability and Learning Support Action Plan: Approval to Consult  
Date considered 17 September 2018  
Date of release 26 July 2019

### These documents have been proactively released:

**Cabinet paper: Disability and Learning Support Action Plan: Approval to Consult**

Date considered: 12 September 2018, Social Wellbeing Committee  
Author: Ministry of Education

**Cabinet paper: Disability and Learning Support Action Plan: Approval to Consult – Appendix 1**

Date considered: 12 September 2018, Social Wellbeing Committee  
Author: Ministry of Education

**Cabinet paper: Disability and Learning Support Action Plan: Approval to Consult – Appendix 2**

Date considered: 12 September 2018, Social Wellbeing Committee  
Author: Ministry of Education

**Cabinet paper: Disability and Learning Support Action Plan: Approval to Consult – Appendix 3**

Date considered: 12 September 2018, Social Wellbeing Committee  
Author: Ministry of Education

**Cabinet paper: Disability and Learning Support Action Plan: Approval to Consult – Appendix 4**

Date considered: 12 September 2018, Social Wellbeing Committee  
Author: Ministry of Education

**Cabinet paper: Disability and Learning Support Action Plan: Approval to Consult – Appendix 5**

Date considered: 12 September 2018, Social Wellbeing Committee  
Author: Ministry of Education

**Social Wellbeing Committee Minute – SWC-18-MIN-0126**

Date considered: 12 September 2018  
Author: Cabinet Office

**Cabinet Minute – CAB-18-MIN-0449**

Date considered: 17 September 2018

Author: Cabinet Office

**Material redacted**

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

Section 9(2)(f)(iv) to protect the confidentiality of advice tendered by Ministers of the Crown and officials

Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of this material.

You can read the Official Information Act 1982 here:

<http://legislation.govt.nz/act/public/1982/0156/latest/DLM64785.html>

## BUDGET SENSITIVE / INDUSTRIAL RELATIONS IMPACTS

Office of the Minister of Education

Office of the Associate Minister of Education

Chair, Cabinet Social Wellbeing Committee

### **Approval to consult on the Disability and Learning Support Action Plan**

#### **Proposal**

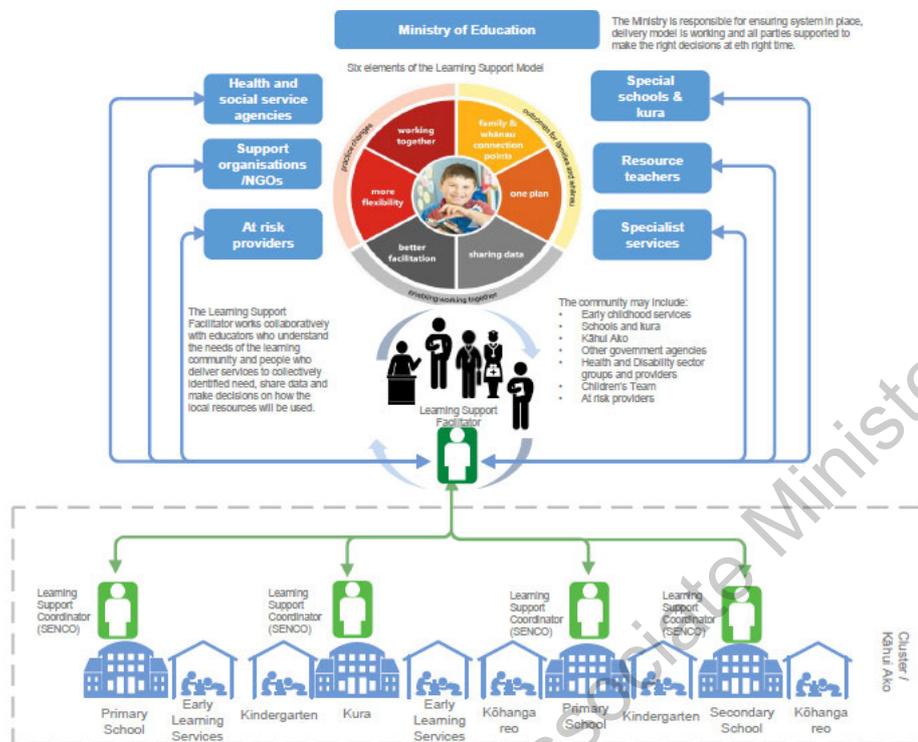
- 1 This paper seeks Cabinet's agreement to undertake targeted consultation on a Disability and Learning Support Action Plan with a view to implement some of the outstanding recommendations made by all Government Parties to the "Inquiry into identification and support for students with dyslexia, dyspraxia and autism spectrum disorders in primary and secondary schools". Particular areas of focus for consultation will be:
  - 1.1 The development of a job description for an "in school" Learning Support Coordinator (previously known as a Special Needs Coordinator or SENCO) as an addition to the current Learning Support Delivery Model being expanded across New Zealand by the end of 2019.
  - 1.2 The development of screening tools, in both English and Te Reo Māori, for the early identification of multiple learning differences at school entry, Years 2 to 3 and Year 9, as part of the Supply and Confidence agreed "Teen Health Check for all Year 9 students".
  - 1.3 The development of a central data collection process and system that will allow across country levels of appropriate access to all schools to better serve the needs of students. This central data collection will also provide the Government with the ability to identify needs to initiate research, allow resource provision planning and future workforce planning

#### **Executive Summary**

- 2 In 2015 the Ministry of Education (the Ministry) spoke to over 3,650 parents, whānau, education and community groups, who made it clear that the current system of supports (from early learning onwards) is too complex, slow to respond, difficult to access, and is unable to show that it is making a difference for children and young people who need support to learn.
- 3 In response to this feedback, a new Learning Support Delivery Model (the model) was designed. It draws on a number of other models in place across Government, which have highlighted the value of flexibility and responsiveness to the local community. This new model also draws on best practice in place in other jurisdictions including Finland, Victoria (Australia), the USA, Scotland, England and Singapore.
- 4 In 2016, Cabinet approved piloting the model (SOC-16-MIN-0078 refers), which has been in place in Bay of Plenty, Taupo and Whakatane since 2017. The model was piloted using existing funding both inside the Ministry and from participating school resources. The

Ministry is now rolling out this delivery model across New Zealand and is expecting to have it fully implemented by the end of 2019.

5 The model is shown below:



6 I am proposing to strengthen the model through the addition of a new in-school Learning Support Coordinator role, as shown in the above diagram. Currently Special Education Needs Coordinators are not a formal, funded role in the system, although some schools and kura choose to use their own resources to fund one.

7 In addition to a funded Learning Support Coordinator role, there is also a need for a new Learning Support Facilitator role. The Learning Support Facilitator will connect with the Learning Support Coordinators to enable easier and more seamless access to services and support. This person will be the formal contact and connection point for each Learning Support Coordinator and will work across a local cluster of schools and early learning services, or a Community of Learning | Kāhui Ako. Currently the Learning Support Facilitator role is being carried out by Ministry staff members within existing departmental resources.

8 The Disability and Learning Support Action Plan (the Action Plan) will further enhance and widen the education system's ability to support all students with learning differences and challenges, while fulfilling commitments made by all Government Parties in the "Inquiry into the identification and support for students with the significant challenges of dyslexia, dyspraxia and autism spectrum disorders in primary and secondary schools."

9 We are seeking Cabinet's approval to undertake targeted consultation on the Action Plan. Consultation will take place in late September and October 2018 and will have a particular focus on:

9.1 the development of a job description for an "in school" Learning Support Coordinator (previously known as a Special Needs Coordinator or SENCO) as an

addition to the current model being expanded across New Zealand by the end of 2019.

- 9.2 The development of screening tools, in both English and Te Reo Māori, for the early identification of multiple learning differences at school entry, Years 2 to 3 and Year 9, as part of the Supply and Confidence agreed “Teen Health Check for all Year 9 students”.
  - 9.3 The development of a central data collection process and system that will allow across country levels of appropriate access to all schools to better serve the needs of students. This central data collection will also provide the government with the ability to identify needs to initiate research, allow resource provision planning and future workforce planning.
- 10 We are not seeking to consult on the proposed Learning Support Facilitator role at this time. If it cannot be delivered sustainably within existing resources, a budget bid will be submitted for Budget 2021.
  - 11 We are also seeking Cabinet’s agreement to extend the original timeframes agreed for the report-back on the final Action Plan (Cabinet minute SWC-18-MIN-0004 refers) to December 2018.
  - 12 Appendix two (comprising a set of A3s) is the draft Disability and Learning Support Action Plan, which will be the basis of targeted consultation. In addition to our key priorities above, it includes a plan to:
    - 12.1 improve the way children and young people are assessed for additional learning needs;
    - 12.2 strengthen the range of supports for children and young people with disabilities and additional learning needs;
    - 12.3 improve the way the education system responds to neurodiverse learners and gifted learners; and
    - 12.4 ensure that learning support is resourced for increased support and delivery.

## Background

- 13 In 1989, the Education Act gave children with special education needs the same rights as everybody else to enrol in and receive education. By the late 1990s, most children with additional learning needs were included in mainstream education, from early learning services to secondary schools. Over the past thirty years, changes in education have reinforced that all children, whatever their abilities, have the right to be present, participate, learn and make progress across all areas of education.
- 14 The New Zealand Curriculum, Te Marautanga o Aotearoa and Te Whāriki set the direction for teaching and learning. The curricula reflect the rights of all children to a high quality education that provides broad, rich learning experiences, the Treaty of Waitangi and New Zealand’s place in the Pacific, and highlight the importance of identity, language and culture.

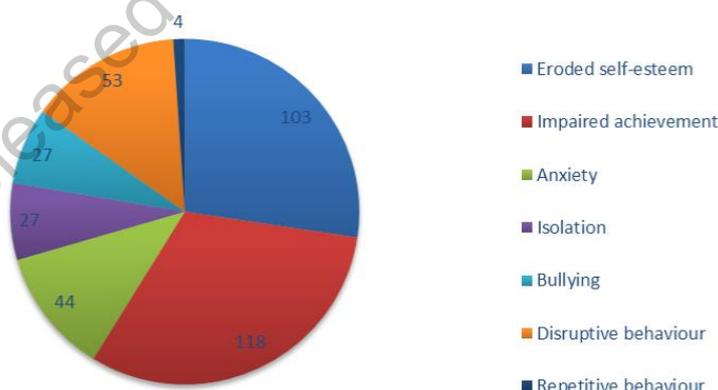
## Problems with the current learning support system

- 15 Over time, a range of programmes and supports have been put in place for children and young people with disabilities and other additional learning needs. However, there has been little investment to support teachers and leaders to equip them with the knowledge and strategies to meet the needs of those students with moderate yet diverse learning challenges.
- 16 It can be challenging for parents and whānau to get their children's needs recognised and supported. At times, it is also challenging for teachers and support workers to respond to children and young people with complex behaviour and learning needs.
- 17 The way our education system has provided extra learning support to some children and young people has not fully supported their participation and engagement in education. Between March and April 2017, 305 parents and whānau formally reported to the Ministry barriers their children and young people with disabilities and additional learning needs were experiencing to enrolment, attendance and/or participation in education.
- 18 In addition, at the recent education summits, disabled people have identified that 'belonging' needs to be included as a core value within the education system. This highlights the importance of the education system being inclusive of all children so that they can feel they belong in their school community.
- 19 We know that the schools and early childhood services that are inclusive in their practice achieve better outcomes for all children and young people, including those with disability and learning support needs, and are less likely to seek assistance from outside of their school and early childhood service.
- 20 In December 2016, the Education and Science Committee reported back to Parliament on their inquiry into the identification and support for students with significant challenges of dyslexia, dyspraxia and autism spectrum disorders in primary and secondary schools.
- 21 They reported that, from the 445 submissions received, several key themes were highlighted<sup>1</sup>:
  - 21.1 Parents need more information about what support is available, and assistance with accessing that support.
  - 21.2 Schools are inconsistent and variable in their approach to supporting students with learning support needs.
  - 21.3 The capability and capacity of teachers, teacher aides and other specialist support providers varies widely between schools.
  - 21.4 Submitters helped determine whether the current provision of support services adequately meets the needs of students with learning differences.

---

<sup>1</sup> Inquiry into the identification and support for students with the significant challenges of dyslexia, dyspraxia, and autism spectrum disorders in primary and secondary schools [https://www.parliament.nz/resource/en-NZ/51DBSCH\\_SCR71769\\_1/cd88907f3c87d07b8b1db046417ed1e43fcd3e85](https://www.parliament.nz/resource/en-NZ/51DBSCH_SCR71769_1/cd88907f3c87d07b8b1db046417ed1e43fcd3e85)

- 21.5 Submitters suggested a range of ways to improve the transitioning of students with learning support needs from early childhood education through to tertiary education.
- 21.6 The importance of strengthening the early identification of additional learning needs, because delayed progress cumulatively affects academic achievement, self-worth, and personal aspirations.
- 21.7 Current screening for dyslexic, dyspraxic and autism spectrum students including the adequacy or otherwise of current early screening tools, including the place of the B4 school check and the Early Intervention Service.
- 21.8 Best educational practice for dyslexic, dyspraxic and autism spectrum students.
- 21.9 Current supports available for the transition through schooling for dyslexic, dyspraxic and autism spectrum students and adaptations for their learning including special assessment conditions.
- 22 Submitters also highlighted that people with learning differences who had a delayed or no assessment of their learning needs were over-represented in New Zealand's benefit-dependent, mental-health, and prison demographics. International research indicates that in other jurisdictions, 30-52 percent of the prison population are dyslexic or have other neurodisabilities.
- 23 The Committee as a whole made 46 recommendations to Government to improve learning support provision. An additional 26 recommendations were made in a Minority report by New Zealand First, New Zealand Labour Party and the Green Party of Aotearoa New Zealand. It was specifically noted by the Committee that a person's experiences at school affect their resilience, self-efficacy, confidence and ability to try new challenges. The chart below details how submitters to the inquiry described the effects of dyslexia, dyspraxia and autism spectrum disorder on student wellbeing.



### The Learning Support Delivery Model

- 24 A new Learning Support Delivery Model (the model) was designed in response to the 2015 feedback from the sector, and drew on a number of other models in place across Government, which have highlighted the value of flexibility and responsiveness to the local

community. This new learning support approach also draws on best practice models in place in other jurisdictions including Finland<sup>2</sup>, Victoria (Australia), the USA, Scotland, England and Singapore. The international delivery models highlight six important and consistent underpinnings, including:

- 24.1 fully inclusive schooling systems;
  - 24.2 clarity around what teachers are expected to deliver in the classroom and how they fit into the learning support model;
  - 24.3 learning support teaching expertise is available within the school to enable more targeted intervention in the classroom;
  - 24.4 other expertise is available within the school to address barriers to learning such as mental health issues and alienation;
  - 24.5 provision of specialised services is driven from an individualised plan; and
  - 24.6 special schools can be used to provide expertise, as well as specialised education.
- 25 In New Zealand, the new model has six key elements:
- 25.1 family and whānau connection points to help navigate the system;
  - 25.2 a single plan to support each child or young person to achieve their learning goals;
  - 25.3 working together to identify needs and set priorities across learning communities;
  - 25.4 more flexibility to create support that is innovative and responsive;
  - 25.5 facilitation to bring together local education and service providers to work collaboratively; and
  - 25.6 sharing data to get a clear picture of local needs, resources and response options.
- 26 In 2017, a promising small scale pilot involving three Kāhui Ako in the Bay of Plenty showed a level of engagement between schools and early learning services on learning support that has not been seen before, and has allowed for responses to be more proactive and flexible.

---

<sup>2</sup> In Finland, there is a legal duty for children and young people to be educated with their peers, unless a mainstream school or class does not meet the nature and/or severity of their needs. In this case, students can attend special schools that act as national development centres providing expert services to local authorities, schools, students and families, and temporary education and rehabilitation for students from other schools. Each mainstream school has specialist learning support expertise located within the school to work with classroom teachers to provide more targeted and intensified support to students. There is one fulltime special needs teacher to seven teachers with smaller schools sharing an itinerant teacher. These teachers have a Master's degree with special pedagogy or a teaching qualification including special needs teacher studies.

Each school also has a community welfare team comprising the principal, special needs teacher(s), the school guidance counsellor, the school social worker, the school psychologist and the school nurse. This team meets regularly to deal with the general wellbeing of the school environment, and to plan and decide on the support provided to individual students. This model has built a highly professional in-school workforce with specialist learning support expertise. While it is not proposed to implement the Finnish model as part of the Disability and Learning Support Action Plan, the Education Workforce Strategy provides us with an opportunity to reshape the workforce in New Zealand so that the most highly qualified teachers support the students with the highest needs.

- 27 For example, in the Otumoetai Kāhui Ako, they combined their learning support registers, which enabled them to identify trends and learning support needs across their community. One of these trends was a very high need for support around anxiety.
- 28 By identifying this need, the Ministry and Kāhui Ako were able to approach their local District Health Board (DHB) for support with Mental Health Services. Mental Health Services then placed two 0.5 Full Time Equivalents to work across the schools to deliver programmes and coping strategies to groups of children with anxiety. They are also helping to build adult and teacher capability.
- 29 Similarly, in Taupo they were able to identify a strong need across their community around oral language deficiencies. Based on this data, the Service Manager was able to develop plan to deliver communication workshops across the community, including a focus on building confidence and capability amongst parents and teachers.
- 30 The result is a waitlist that started at 40 children and is now minimal. It also meant that the Speech Language Therapists were able to support more people at once, deliver support to children earlier and free up their time to focus on higher need students.
- 31 Following the outcomes of these pilots, the model is now being extended across regions in Communities of Learning | Kāhui Ako, networks of schools and early learning services. The Ministry's regional teams are working with local communities, iwi and clusters to co-design the implementation in a way that is relevant to the community and that works for them. Some are well advanced while others are still at the early stages of stakeholder engagement, preparation, planning, and design.
- 32 In Tai Tokerau, community hubs are providing a range of venues such as schools, churches and marae to enable easier and immediate access for whānau to get advice on a range of social services and simplified and faster access to learning support. Some whānau attending the hubs said that this approach enabled them to get access to really helpful information and made them feel empowered.
- 33 In Canterbury, the model is being implemented alongside the Mana Ake 'Stronger for Tomorrow' initiative which provides children and young people with mental health and wellbeing support at school. Both initiatives are founded on closer collaboration to ensure supports are targeted effectively to those who need them.
- 34 In West Auckland, a Kāhui Ako has incorporated Special Schools and students within Alternative Education for the first time, to get a clear picture of the learning support needs in their community. This group is focussed on early identification and intervention across their community, by building the capability and confidence of teachers and SENCOs.
- 35 The model will also ensure learning support services work better for Māori and Pacific children and young people. The Ministry will continue to implement this new model across the country. It is clear from the initial findings that one size does not fit all. The Ministry expects to have the new approach fully implemented by the end of 2019.

### **The draft Action Plan**

- 36 The goal of the Action Plan is to drive progress towards an inclusive education system where children and young people with additional learning needs, including disabilities, are welcome and where their achievement, progress, wellbeing and participation is valued and supported. The development of the Action Plan will leverage off key pieces of work within

our wider education priorities. This includes the Education Workforce Strategy, the review of Tomorrow's Schools, the review of the National Certificates of Educational Achievement, the early learning strategic plan and the review of home-based early childhood education, the nationwide roll out of the model and our continued focus on raising achievement for Māori and Pacific students, all of which will include a focus on the wellbeing and achievement of children and young people with disability and learning support needs. Cabinet has also recently considered an update on the Education Work Programme.

- 37 The Action Plan will support New Zealand to meet its international human rights obligations under the United Nations Convention on the Rights of the Child (UNCROC)<sup>3</sup> and the Convention on the Rights of Persons with Disabilities (UNCRPD).<sup>4</sup>
- 38 The Action Plan also connects to the wider cross-Government goals in the New Zealand Disability Strategy 2016 - 2026<sup>5</sup>, Disability Action Plan, 2019 – 2022, and the work underway on the Disability Support System Transformation<sup>6</sup> and Child Wellbeing Strategy.<sup>7</sup>
- 39 The Action Plan will also support the Government to deliver on its previous commitments regarding wider identification tools, data collection and support for those students with identified moderate learning differences.
- 40 The Action Plan builds on the positive progress of the Ministry's new model. The new model will provide an accessible, flexible, child-centred and connected approach to disability and learning support provision. The Action Plan will also support schools to build a highly professional, inclusive and holistic in-school workforce.

## Key proposals in the Action Plan

### *The development of universal screening tools*

- 41 We are proposing the development of a set of universal screening tools in both English and Te Reo Māori to identify and assess a broad range of children's needs at different points of their schooling: school entry, Years 2 and 3, and Year 9. These tools will also allow for information to be shared across transition points and support teachers to modify and target their practices.

### *New disability and learning support roles*

- 42 The Action Plan proposes to create a new role, the Learning Support Coordinator (LSC), to strengthen the new delivery model. The Action Plan proposes to formalise and fully fund the Special Education Needs Coordinator role as a Learning Support Coordinator. In addition to this, the Action Plan includes a Learning Support Facilitator (LSF). The LSF role has not been costed as a new role at this stage. Existing Ministry staff members will carry out parts of the LSF role.

---

<sup>3</sup> UNCROC gives all children the right to a free primary school education

<sup>4</sup> UNCRPD gives people with disabilities the right to access an inclusive, quality education on an equal basis with others

<sup>5</sup> As agreed by Cabinet, disabled people have provided a set of five indicators that are intended to measure how effectively we are realising the Education Outcome in the Disability Strategy. We will consider how we will measure these indicators as a contribution to understanding the progress being made from the perspective of children and young people and their families.

<sup>6</sup> The Disability Support System Transformation will ensure disabled people and their families have greater choice and control in their lives. The prototype of the new system includes "connector" and "government liaison" roles which are well aligned with the LSC and LSF, in that they aim to make accessing support easier.

<sup>7</sup> The Strategy will set out the actions the Government will take to improve the wellbeing of all New Zealand children.

- 43 The LSC role will strengthen the Ministry's new delivery model and help to simplify the current fragmented and complex system, build capability in schools, and make it easier for families and whānau to navigate and gain access to required services.
- 44 The LSCs will be the primary point of contact for parents and whānau, and support them to work in partnership with the school. They will support the school or kura to build the capability and knowledge base of teachers. This person could be a registered teacher, and will be responsible for leading and coordinating support for children and young people with disabilities and additional learning needs within the school. LSCs will not require a specialist qualification at the outset, although, like Resource Teachers: Learning and Behaviour (RTLBs), this may be gained over time.
- 45 The LSF will connect with the LSC to enable easier and more seamless access to services and support. This person will be the formal contact and connection point for each LSC and will work across a local cluster of schools and early learning services, or a Community of Learning | Kāhui Ako.
- 46 LSFs will also identify patterns of need in a cluster or Community of Learning; support coordinated professional learning and development; and work alongside agencies such as the district health board, New Zealand Police, Oranga Tamariki and the Ministry of Health.
- 47 The LSF role will not be included in the targeted consultation on the Action Plan.

#### *Development of a national data collection system*

- 48 We are also concerned that the Ministry does not require nor collect data around the numbers of students who schools have identified as having learning support needs, including those who have been identified as gifted or dyslexic. We envisage that the data from the broadened school entry assessments, universal screening, and regions use of learning support registers would be centrally collected. This would enable the Ministry to be informed about exactly what type of funding is needed and where it needs to go to meet individual learner needs.

#### **Other proposals for the Action Plan**

- 49 In addition to our key proposals outlined above, there are four priority areas the Action Plan will address.

#### *Improve the way children and young people are assessed for additional learning needs*

- 50 The current approach to identifying, assessing and responding to learning needs combines a needs-based approach by people close to the child or young person with more formal, point-in-time checks (the Before School Check) or tests and individual diagnoses by the health sector where needed. However, there are a number of barriers to the success of this approach, including some teachers having limited time and resources to identify and follow up on a need, and gaps in universal screening.
- 51 We have asked the Ministry to look at options for breaking down these barriers, including the development of a tool to identify and assess a broad range of children's needs at the start of their schooling. Ministry and school data could then be used to effectively target learning support interventions as early as possible.

*Strengthening the range of supports for children and young people with disabilities and additional learning needs*

- 52 We want to ensure that current gaps in provision are filled, so that there is a graduated system of response that better meets the needs of all learners, including at-risk children and young people.
- 53 The roll out of the new model will improve the support received by children and young people with disabilities, learning differences or additional learning needs. We want to improve the appropriate range and quantum of supports and services for at-risk children and young people, and address gaps in provision that limit the participation of young people with learning support needs in secondary/tertiary programmes and tertiary education.

*Improving the way the education system responds to neurodiverse and gifted learners*

- 54 We also want to focus on supporting neurodiverse children and young people, including those with autism. Currently, the capacity and capability of early learning services, schools, teachers, kaiako and specialised interventions to support these children and young people varies widely, and some are not getting the right support.
- 55 We know that a lack of adequate identification and intervention for individual needs can have negative long-term impacts on both neurodiverse individuals and society overall. As a starting point, we have begun to explore possible actions around better supporting children and young people with dyslexia. These include: making information more accessible; exploring options to introduce agreed tools and processes for identifying dyslexia; and improving the capacity and capability of both teachers and specialised interventions.
- 56 It is estimated that around five in 100 children and young people are gifted. Gifted children and young people and their parents and whānau tell us that our education system is not doing enough to identify and meet their learning needs.
- 57 Research shows that the approaches that work best for gifted learners include:
  - 57.1 identifying giftedness as early as possible;
  - 57.2 meeting unique learning needs (including social and emotional needs) through personalised approaches to teaching and learning, and ensuring teachers, schools and families have access to information, education and support;
  - 57.3 ensuring gifted learners can link with like minds, including through specific gifted education programmes; and
  - 57.4 ensuring gifted learners are in inclusive environments where their diversity is celebrated.
- 58 We have asked the Ministry to engage with a range of gifted education organisations to undertake research to identify how the needs of gifted children and young people could be better met. This work will inform the changes we need to make through the Action Plan.
- 59 The inquiry into the identification and support for students with significant challenges of dyslexia, dyspraxia and autism spectrum disorders in primary and secondary schools noted a lack of cultural diversity in the submissions. They received very few or no submissions from submitters who identified as Māori, Pasifika, or Asian or from other ethnic communities.

However, if we accept the expert evidence from the Dyslexia Foundation that conservatively one in ten New Zealanders, regardless of heritage background, have dyslexia then we must look at universal screening tools to address what appears to be an obvious lack of provision for parts of our population.

*Ensuring that Learning Support is resourced for increased support and service delivery*

- 60 We intend to ensure that learning support services are resourced to meet identified needs in an efficient and timely manner, with flexibility to change the mix of services to meet the needs of children and young people, families and whānau, and education professionals

**Investing in the wider aspects of the Action Plan**

- 61 Implementation of the plan will balance investment in quality improvements with investment in new services, and with the need to keep up with cost and demand pressures. The initiatives confirmed in the final Action Plan will need to be phased in gradually, with funding sought over successive budgets. This includes seeking funding for the following key initiatives in the plan:

*Improvements in quality*

- 61.1 *improving the provision of at-risk education* – we are planning to seek funding to build on the current Activity Centre model, so that at-risk children and young people can remain in their school/kura while they are supported to re-engage in a viable pathway, whether that is education, training, or employment;

- 61.2 *the new LSC and LSF roles* – it is expected 1,615 Full Time Equivalents (FTE) will be required to support the implementation of the LSC role. s 9(2)(f)(iv)

- 61.3 s 9(2)(f)(iv)

*New services*

- 61.4 *flexible support package* - for neurodiverse and other students with ongoing needs who are not eligible for ORS. This support will ensure these students can access more flexible and tailored support;

*Keeping pace with rising cost and demand*

- 61.5 *automatic population and price adjustment to learning support funding* – some targeted, and all intensive supports, are delivered through Ministry frontline staff or contracted providers. None of these supports are currently able to be adjusted for inflation or to the continued growth of the student population. The Ministry is looking at options on how automatic adjustments in funding can be made for these services;

- 61.6 *early intervention* – this will build on funding we have committed through Budget 2018 to clear remaining waitlists and minimise wait times for specialist support; and

61.7 *residential schools cost pressures* – responds to longstanding cost pressures for accommodation for Residential Special Schools.

62 Appendix four provides an indicative timeline for implementation, including proposed phasing for budget funding over the next three Budgets.

*We propose to consult with key stakeholders on the Action Plan*

63 We propose to undertake targeted consultation with key stakeholders on the Action Plan in September and October 2018. The A3s attached as appendix two is the draft Action Plan, which will be the basis of the targeted consultation. The consultation will enable stakeholders to have input into the initiatives proposed for the Action Plan.

**Financial implications**

64 Implementing the Action Plan will have associated costs. Most of these costs will not be able to be reprioritised from within Vote Education or enabled through improvements in the way services are delivered. New funding will be sought through the normal Budget process.

65 Appendix four proposes a phased implementation which will seek funding over successive Budgets to support the priorities identified in the Action Plan. It also highlights the work that is underway in other aspects of the Education Work Programme, and work across Government that the Action Plan will be able to leverage and connect to.

66 The table below provides you with an indicative view of the costs to fully implement the key initiatives highlighted in section above. Please note that these costs are indicative only and could change significantly depending on decisions made following the consultation and more detailed costing work.

67 Further work will on the cost estimates will need to be completed if a bid is progressed for inclusion in the Budget 2019 process.

Budget initiative	Proposed costs (\$m)
Improving the provision of at-risk education	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv) [redacted]</li> </ul>
The Learning Support Coordinator role	<ul style="list-style-type: none"> <li>• \$147m<sup>9,10</sup> per year; plus</li> <li>• \$30 - \$100m capital for property over four years; and</li> <li>• \$12 - \$40m for operating costs over four years</li> </ul>
The Learning Support Facilitator role	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv) [redacted]</li> </ul>

<sup>8</sup> s 9(2)(f)(iv) [redacted]  
<sup>9</sup> [redacted] s 9(2)(j)

<sup>10</sup> This cost has assumed that the LSC will be a registered teacher role within in the school.

	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> </ul>
s 9(2)(f)(iv)	<ul style="list-style-type: none"> <li>• [redacted]</li> </ul>
Flexible support package for neurodiverse and other students with ongoing needs who are not eligible for ORS	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> </ul>
Development of universal screening tools	<ul style="list-style-type: none"> <li>• Costs to be developed</li> </ul>
s 9(2)(f)(iv) population and price adjustment to learning support funding	<ul style="list-style-type: none"> <li>• Costs to be developed</li> </ul>
Early intervention	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> </ul>
Residential schools cost pressures	<ul style="list-style-type: none"> <li>• s 9(2)(f)(iv)</li> </ul>
Centralised data collection	<ul style="list-style-type: none"> <li>• Costs to be developed</li> </ul>

s 9(2)(f)(iv)

s 9(2)(f)(iv)

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

- 69 The LSC role is one of a number of Government initiatives that will have associated property costs for schools, including, counsellors in schools and career’s advisors. There may be the opportunity to bundle these together as one budget bid to gain efficiencies as the additional roles in schools will be able to share spaces.
- 70 The cost of the LSF role will initially be met within current Ministry baselines as part of the existing Ministry employed Service Managers. s 9(2)(f)(iv)
- [redacted]

### Risks

- 71 There are some risks associated with the implementation of the Action Plan. We have outlined these below for Cabinet’s consideration, along with mitigations to help manage these.

<sup>11</sup> Resource teachers refers to Resource Teachers: learning Behaviour, Māori, Literacy, Vision and Deaf.

<sup>12</sup> Actual expenditure for RTLb provision will be higher as schools are able to use other funding streams to employ RTLb.

*Managing engagement and sector expectations*

- 72 There will be a need to manage expectations of the sector during the engagement process. We will be clear that the draft Action Plan does not mean the government is committing to funding all the identified actions, and that the Action Plan would need to be implemented within available funding, and is subject to securing funding through the Budget process.
- 73 We will also ensure we are clear that the education and disability sectors understand the scope of the engagement.

*Workforce implications of adding additional roles to the system*

- 74 There are significant teacher supply pressures already present in the education sector. We are aware that potentially adding around 1,615 new registered teacher roles (for the LSC) will increase supply pressures on the sector. § 9(2)(f)(iv)

- 75 § 9(2)(f)(iv)

**Human Rights**

- 76 The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

**Legislative Implications and Regulatory Impact Analyses**

- 77 There will be legislative impacts for the Learning Support Coordinator role as it will be funded through the Ministry's staffing order process. This is an annual process completed each year and will allow for implementation of the role to begin at the start of the 2020 school year.

**Gender Implications**

- 78 There are no gender implications arising from the proposals in this paper.

**Disability Perspective**

- 79 The disability sector strongly supports strengthening disability and learning support. The proposals in this paper are consistent with the principle, inherent in the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy 2016-2026, of people with disabilities getting an excellent education.
- 80 The disability sector alongside the gifted and neurodiverse sector will be fully involved in the consultation process and any opportunities for co-design.
- 81 We will need to ensure that the Disability and Learning Support Action Plan is well aligned with the range of other disability initiatives underway such as:
  - 81.1 the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Disability Strategy 2016-2026, of people with disabilities getting an excellent education;

- 81.2 developing and implementing measures for the education outcome and indicators in the New Zealand Disability Strategy 2016-2026;
- 81.3 the Transformation of the Disability Support System; and
- 81.4 the new Disability Action Plan 2019-2022.

## **Publicity**

- 82 We propose to do a media release regarding the release of the draft action plan, and the Ministry will contact all relevant stakeholders to notify them of the opportunity to input to the plan. No other widespread publicity is planned.

## **Consultation**

- 83 The State Services Commission, Treasury, Education Review Office, Ministry for Women, Ministry for Pacific Peoples, Te Puni Kōkiri, Ministry of Health, Oranga Tamariki – Ministry for Children, Ministry of Social Development, New Zealand Police and Office for Disability Issues were consulted on this paper. The Department of the Prime Minister and Cabinet was informed about this paper.

### *Comment from the Treasury*

- 84 The Treasury supports the case for improvements in the delivery of learning support. However, to ensure that Ministerial decision making and the consultation are fully informed, the Treasury thinks that further work is needed on the case for, value and relative priority of the policy proposals presented in the paper, particularly the proposed LSC role. Further work is also required to understand the likely impacts of the LSC proposal on learning support waiting times and service gaps, as well as teacher supply.
- 85 The proposals that have been costed add up to over \$200 million in operating per year and have associated capital costs of \$30 – 100 million over four years. This would represent a significant increase (around 20%) in learning support funding as well as a significant capital investment, and will need to be considered against wider pressures and priorities in Budget 2019 and future Budgets.

### *Comment from Education Review Office*

- 86 The proposed commitment to substantial additional funding into the Learning Support system is positive. ERO believes that any roll-out of what is proposed must be based on evidence and include ongoing robust evaluation. This will help assess the capacity of specialist services and support, scalability, value for money and surface any unforeseen consequences in what is proposed.

## **Recommendations**

- 87 The Minister of Education and Associate Minister of Education recommend that the Committee:
  - 1 **note** that the Minister of Education and the Associate Minister of Education, are developing a Disability and Learning Support Action Plan (the Action Plan)

- 2 **note** that the Ministry is already implementing a new approach to learning support provision
- 3 **note** that the goal of the Action Plan is to drive progress towards an inclusive education system where children and young people with additional learning needs, including disabilities, are welcome and where their achievement, progress, wellbeing and participation is valued and supported
- 4 **note** that the Minister of Education and the Associate Minister of Education have identified four priorities for the Disability and Learning Support Action Plan:
- 4.1 improve the way children and young people are assessed for additional learning needs;
  - 4.2 strengthen the appropriate range, use and quantum of supports and services for children and young people with disabilities and additional learning needs;
  - 4.3 improve the way the education system responds to neurodiverse and gifted learners; and
  - 4.4 ensure that learning support is resourced for increased support and delivery
- 5 **note** that within these priorities, the Minister of Education and Associate Minister of education want to have a particular focus during targeted consultation on three specific areas:
- 5.1 the development of a job description for an “in school” Learning Support Co-ordinator role (previously known as a Special Needs Coordinator SENCO) as an addition to the current Learning Support delivery model.
  - 5.2 the development of English and Te Reo Māori screening tools for the early identification of multiple learning differences at school entry, Years 2 to 3 and Year 9, as part of the Supply and Confidence agreed “Teen Health Check for all Year 9 students”.
  - 5.3 the development of a central data collection process and system that will allow across country levels of appropriate access to all schools to better serve the needs of students.
- 6 **note** that as part of finalising the Action Plan, the Minister of Education and the Associate Minister of Education will consider the case for change and the relative value of creating the Learning Support Coordinator role
- 7 s 9(2)(f)(iv) [REDACTED]
- 8 **note** that funding for the implementation of the Action Plan will be sought through Budget 2019 and subsequent budgets
- 9 **agree** to targeted consultation with key stakeholders, including unions, education sector and disability groups, in September and October 2018 to inform the content for the Disability and Action Plan, including the case for change and relative value of creating the Learning Support Coordinator role

- 10 **note** that Cabinet has previously agreed to a report back on the Action Plan in October 2018 (Cabinet minute SWC-18-MIN-0004 refers)
- 11 **agree** to extend the original timeframes for report back on the Action Plan to December 2018
- 12 **note** the report back will include the outcomes of the consultation, the proposed Action Plan, and the case for change and value of the Learning Support Coordinator role relative to other education priorities. This will include, where appropriate, cost-benefit analysis and Regulatory Impact Statements.

Authorised for lodgement

Hon Chris Hipkins  
Minister of Education

Hon Tracey Martin  
Associate Minister of Education

**Many children and young people will need some form of support for their learning**

In 2016, the Ministry moved to the Learning support approach, which recognises that children and young people may face a diverse range of barriers to learning



There is a broad range of disability and learning supports to enable children and young people to overcome these barriers and access education and learning. Depending on the intensity of need, these supports may be:

**Universal** resourcing or programmes delivered to schools

Supports **targeted** at groups of priority students and may focus on building the capability of adults

**Intensive** supports delivered to individual students

**Overview of services provided and reach of provision**

**1.02m\*** Children and young people are enrolled in schools and Early Childhood Education Services or Playgroups

	Early Childhood	Schooling
<b>Intensive*</b>	Services to 15,367 children aged 0-5	24 interventions or services delivered to 49,659 students aged 5-21 Sensory services to 1,979 students aged 0-21
<b>Targeted*</b>	30 interventions* or services delivered to 95,264 children* and students, 3,168 parents, and 2,911 teachers (Interventions span children and students aged 0-21)	
<b>Universal*</b>	ECE Equity funding to help children with special needs, non-English speaking backgrounds and disadvantage	Special Education Grant, Targeted at Risk Grant, & Funding for Educational Achievement was provided to all schools PB4L (School-Wide, Restorative Practice and/or Huakina Mai) training for 157 schools.

**219,367\*** enrolments in licensed ECEs & Playgroups (16,595)

**800,334\*** enrolments in schools

Including **3,492\*** (0.5%) in special schools... (State residential, day and private)

...AND there are also children and young people in alternative education settings, health schools, and Oranga Tamariki and Youth Justice residences included in school enrolments.

**Learning Support demand is increasing**

Our population is growing and it costs more to provide the same level of service

We know more, resulting in earlier and more frequent identification of need

Society expects more around the success and inclusion of children and young people

Parents are seeking to enrol their child in special schools in some areas, despite trends towards inclusion

Insights from equity index show that we need to do more to respond to disadvantage

**Demand for intensive learning supports exceeds supply, which has resulted in wait lists**

Ongoing Resourcing Scheme	Communication Service	Behaviour Service	Early Intervention Service
<ul style="list-style-type: none"> <li>66 children waiting</li> <li>Avg wait 23.75 days</li> </ul>	<ul style="list-style-type: none"> <li>855 children waiting</li> <li>Avg wait 74.13 days</li> </ul>	<ul style="list-style-type: none"> <li>510 children waiting</li> <li>Avg wait 41.83 days</li> </ul>	<ul style="list-style-type: none"> <li>2,552 children waiting</li> <li>Avg wait 98.81 days</li> </ul>

• We have wait time and wait list data for a small number of interventions  
• Wait time is national average  
• We do not have information on unmet demand for support from children and young people who do not meet eligibility criteria.

**Budget 2018 allocated \$285m in new funding for Learning Support**

<b>\$21.5m</b>	<b>\$30.2m</b>	<b>\$59.3m</b>
<b>Early Intervention Services</b> • Support over 7,600 additional children and reduces current wait list by 1,400 per year	<b>Sensory Schools &amp; NZSL</b> • Respond to demand pressures for support for 4,400 low vision, deaf and hard of hearing students	<b>Teacher-aid Funding rates</b> • Increase to \$20 per hour by 2021/22
<b>\$133.5m</b>	<b>\$34.5m</b>	<b>\$4.8m</b>
<b>Ongoing Resourcing Scheme</b> • Fund up to 995 more students	<b>English for Speaker of Other Languages</b> • Enable schools to meet higher demand for ESOL programmes	<b>Te Kahu Toi Intensive Wraparound Services</b> • Increase delivery by 30 places to 365 from July 18

**Overview of the total investment in Learning Support from Vote Education in Budget 18/19**

Breakdown of funding <sup>1</sup> by Tier of Intervention	Spend (GST exc)
Universal	\$286,864,000
Targeted and intensive (delivered by the Ministry of Education)	\$286,339,000
Targeted and intensive (not delivered by the Ministry of Education)	\$525,043,000
<b>Total</b>	<b>\$1,080,247,000</b>

**1. Caveats:**

- The definition of Learning Support and which tier of support each intervention belongs to comes from the Learning Support Data Index.
- Learning Support Funding figures are difficult to determine at a service or intervention level. There is significant complexity in how Vote Education departmental and non-departmental appropriations are allocated across services, interventions, related contracts and staffing. The figures above are an interim attempt to calculate funding by tier of learning support. The Ministry of Education is developing a Learning Support Financial Model to allocate and track the costs of learning support interventions and services. When that work is completed the numbers above are likely to be adjusted.

**Note**

- Less than half of all learning supports have adjustment mechanisms for population growth or price increases.
- We increase funding for these supports through discretionary budget bids to address cost pressures.

\* Enrolment figures are from 2017 and volume of supports are from 2016  
• Schools, parents, teachers and individuals may have received support from more than one intervention. Data cannot be disaggregated in a way that lets us know the exact number of children and young people receiving learning support.  
+ Interventions include: PB4L (School-Wide, Restorative Practice and/or Huakina Mai) training for 157 schools, PB4L IY Autism Parents and Teachers, Te Kura (Learning Support Gateways), Resource Teachers: Deaf (RTD) Deaf Education Centres Regional Service, Special Education Transport Assistance (SESTA)

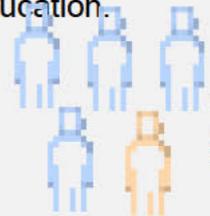


# Draft Disability and Learning Support Action Plan Engagement A3s

Proactively Released the Associate Minister of Education

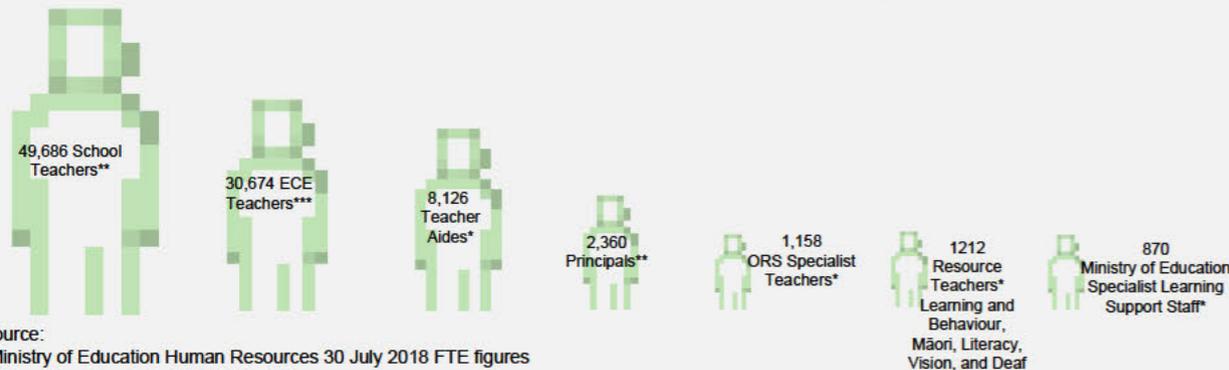
# What we know about the learning support system

Every child and young person in New Zealand has the right to an education. Inclusive education is about giving all children and young people the same opportunity to be present, participate, learn and achieve regardless of their individual needs or differences. Learning support refers to the additional support some children and young people need to engage and achieve in education.



**1 in 5** Children and young people access some form of extra support for their learning  
Source: Ministry of Education learning support data

## Educators, leaders and specialists all contribute to learning support



Source:  
\*Ministry of Education Human Resources 30 July 2018 FTE figures  
\*\*Education Counts April 2017 FTTE figures  
\*\*\*Education Counts 30 June 2017 full and part time figures

The current learning support model was largely developed in the mid-1990s with a focus on access to specialist support for those with the greatest level of need. The key features of that model were that the Ministry of Education provided the specialist supports, Resource Teachers Learning and Behaviour (RTLB) provided the targeted supports for moderate needs and schools and early learning provided supports for low needs through special education grants and equity funding (respectively).

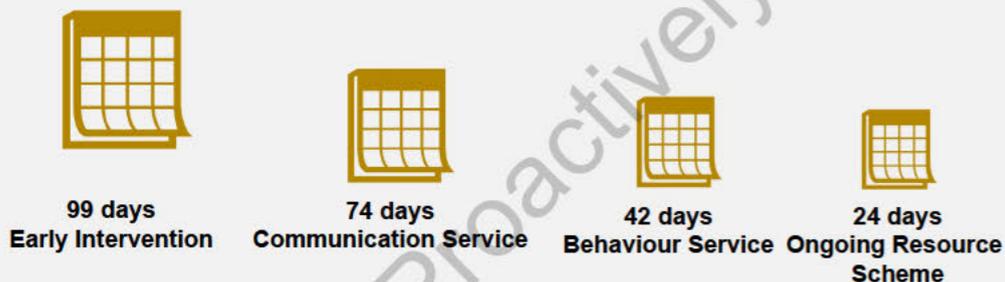
There has been little financial investment in supporting teachers and leaders in early learning, schools and kura to equip them with knowledge and strategies to meet the needs of all children and young people.

## More than \$1 billion is spent each year on learning support

As our definition of learning support has expanded beyond those services previously considered special education, our spend on learning support has expanded to over \$1 billion. There is significant complexity in how Vote Education is allocated across services, interventions, related contracts and staffing. Some characteristics of spending on learning support are:

- More than half of funding is capped
- Funding hasn't kept up with demand
- There are cost pressures across a range of the supports including but not limited to: Early Intervention, Te Kahu Tōi/Intensive Wraparound Service and Residential Special Schools.

This is resulting in increased wait times and reduced service. For example national average wait times across some the services:



9z29goh391 2019-06-18 08:40:20  
Source: Ministry of Education learning support data

We are not there yet. We have heard from children and young people with disabilities and learning support needs, their parents, caregivers, families and whānau and the disability and education sectors.<sup>1</sup> We have identified a number of concerns about the effectiveness of the learning support system. These concerns are reflected in the participation and achievement rates for children and young people with disability and learning support needs.

Some parents report that they have been discouraged from enrolling their child at their local school; that their child has not been welcome and/or allowed to attend for full school hours; or that their child has been excluded from education opportunities outside of the classroom.

There is not enough guidance for teachers on how to work with children and young people with dyslexia and dyspraxia.

In its report, the Select Committee noted that submitters highlighted that people with learning differences who had a delayed or no assessment of their learning needs were over-represented in New Zealand's benefit-dependent, mental-health, and prison demographics.

Submissions made during the Select Committee Inquiry into the identification and support for students with the significant challenges of dyslexia, dyspraxia, and autism spectrum disorders in primary and secondary schools identified the challenges experienced to get children and young people's needs recognised and to access the information, expertise and specialist services to support them.

The learning support system has evolved in response to emerging issues over the years. As a result, it has become increasingly complex, slow, fragmented and difficult to navigate.

This means parents, caregivers, family, whānau and educators have to deal with a range of different people and jump through multiple hoops to get funding approved for their children.

Teachers and support workers have told us that more support is needed because at times it is challenging to respond to children and young people with complex behaviour and learning needs while meeting the needs and ensuring the safety of all learners.

In 2017, 42.3% of disabled young people aged 15-24 were not in employment, education or training.

There are gaps in support for children requiring early intervention and children and young people with needs that do not meet the criteria for high need support.

<sup>1</sup> We have captured these voices through:

- The Education Conversation | Kōrero Mātauranga, including the Education Summits, wānanga and Pacific fono
- Ministry of Education Client Satisfaction Surveys
- Correspondence to the Ministry of Education by parents, caregivers, family, whānau, schools, early childhood education centres and other education providers

# Draft Disability and Learning Support Action Plan

The draft Action Plan has been developed in response to feedback from parents and whānau and the disability and education sectors. The goal of the Action Plan is to drive progress towards an education system where children and young people with additional learning needs, including disabilities, are welcome and where their achievement, progress, wellbeing and participation is valued and supported. The draft Action Plan builds on the Learning Support Delivery Model. We need to strike a balance between in school support and increasing service delivery within available resourcing. Actions will need to be phased or sequenced over time. Each action is indicative and subject to the results of consultation, further policy work and funding decisions. All actions will be culturally responsive and designed to recognise the specific cultural needs and context for Māori and Pacific children and young people and their

## PRIORITY AREAS

### 1. Improve the way children and young people are assessed for learning needs

**Outcome:** Children's learning needs are identified quickly and responded to in a timely way

**Proposed Actions:**

- Tools for assessment of needs:** Design and implement collaboratively across government a suite of measures and related tools in English and Te Reo Māori for identification and assessment of multiple learning differences at different points of their schooling. Ensure alignment with proposed measurement for progress across the curriculum and health checks led by the Ministry of Health. Could include:
  - universal checks at age three (MOH),
  - consistent school entry measurement tool,
  - screening for dyslexia and dyspraxia between ages six and eight,
  - screening for gifted between ages six and eight,
  - health and wellbeing check on transition to secondary school (MOH).
- Central data collection:** Develop a central data collection process and system that will allow levels of appropriate access to all schools to better serve the needs of students across the country. This central data collection will also provide the Government with the ability to identify needs to initiate research, allow resource provision planning and future workforce planning.

### 2. Strengthening the range of supports for children and young people with disabilities and additional learning needs

**Outcome:** Current gaps in provision are filled, so that there is a graduated system of response that better meets the needs of all learners, including at-risk children and young people

**Proposed Actions:**

- Learning Support Coordinator:** Strengthen the Learning Support Delivery Model through the establishment of in school Learning Support Coordinator role (currently known as Special Education Needs Coordinators (SENCO)).
- Flexible package of support:** Co-design a flexible package of support for neurodiverse and other children and young people with ongoing needs who are not eligible for Ongoing Resource Scheme (ORS) including tools for neurodiverse learners.
- Early intervention:** Determine appropriate levels of investment for early intervention services and the appropriate balance of responsibility between Ministries of Health and Education.
- Dispute resolution:** Implement a dispute resolution process so that parents, whānau and schools have a next step when issues arise.
- Improving the provision of at-risk education:** Explore options to improve at-risk education to ensure all students reengage in a viable pathway to education, training or employment.
- Transitions:** Identify additional supports required to enable young people with learning support needs to access secondary/tertiary programmes, careers advice and transition into further education.
- Alignment with Ministry of Health supports:** Align education and health supports for disabled children aged 0-8 and their families and whānau (Ministry of Health-led MidCentral prototype for Disability System Transformation).

**Note** that consideration will be given to potential differences in service delivery needs and mechanisms for rural vs urban settings.

### 3. Improving the way the education system responds to neurodiverse and gifted learners

**Outcome:** Children and young people who are neurodiverse and/or gifted progress in education and achieve their potential

**Proposed Actions:**

- Improve teacher capability:** Support teachers across all education settings to recognise and respond to the needs of gifted and neurodiverse students. This will include exploring options in Initial Teacher Education (ITE) and professional learning and development (PLD).
- Make information more accessible:** Provide information about teaching and learning for neurodiverse students, including through exploring the potential to create new tools.
- Flexible targeted supports:** Ensure that possible solutions to the specific challenges gifted and neurodiverse students experience in secondary schools are addressed in the flexible package of support under 'strengthening the range of support'.

### 4. Ensuring that learning support is resourced for increased support and service delivery

**Outcome:** Learning support services are resourced to meet identified needs in an efficient and timely manner, with flexibility to change the mix of services to meet the needs of children and young people, families and whānau and education professionals

**Proposed Actions:**

- Cost and demand pressures:** Respond to pressures across specific supports such as Residential Special Schools, Early Intervention, Te Kahu Tōi/Intensive Wraparound Service, New Zealand Sign Language and Deaf education.
- Future network provision:** Clarify the role of special and residential schools, satellite units and learning support facilities within inclusive communities of provision.

## Cross Cutting Components of the Disability and Learning Support Action Plan

### 5. Learning Support Workforce

**Outcome:** Early learning services and schools have the workforce they need to meet the needs of all learners.

**Proposed actions:**

- Workforce Strategy:** Include the learning support workforce in the Education Workforce Strategy to consider the quantity, training, professional learning and development, and career progression of the teachers, specialists and support workers needed to support future delivery of services.

### 6. Wellbeing and Resilience

**Outcome:** Learning environments have access to the support they need to promote wellbeing so that children and young people can engage in learning.

**Proposed actions:**

- Wellbeing and resilience support:** Deliver a cohesive, cross agency wellbeing, bullying prevention and mental health continuum of supports.
- Child Wellbeing Strategy:** Ensure the particular wellbeing challenges for children and young people with disabilities and additional learning needs are taken into account within the Child Wellbeing Strategy.

### 7. Data and Evaluation

**Outcome:** Quality information is gathered and used to improve support for children and young people and system-level decision making.

**Proposed actions:**

- Data sharing protocols:** Develop data sharing protocols so that data gathered about disability and learning support needs can be shared amongst agencies, while maintaining the privacy of individuals.

## The Disability and Learning Support perspective will also influence other Education and Government priority work

- Tomorrow's Schools Review
- NCEA Review
- Curriculum, Progress & Achievement
- Early Learning Strategy
- Māori Education
- Pacific Education
- Child Wellbeing Strategy
- Inquiry into Mental Health and Addiction
- Disability System Transformation
- Vocational Education and Training Reform

# Building on the new Learning Support Delivery Model

A new Learning Support Delivery Model is currently being implemented and will be fully in place by the end of 2019. It has been developed in response to feedback from parents and whānau and disability and education sector groups ...

Parents and whānau, principals, teachers and support workers report that they have been experiencing challenges having children and young people's needs recognised and accessing the information, expertise and specialist services to support them. Better facilitation and sharing data will enable us to work together and create more flexibility so we can improve outcomes for children and young people.

The Model draws on best practice models in place in other jurisdictions including Finland, Victoria (Australia), the USA, Scotland, England and Singapore. The six core elements to the approach for delivery of Learning Support can be implemented within schools, kura, early childhood education (ECE) me ngā kohanga reo, Kāhui Ako and clusters of providers. The six elements are:



**Having family and whānau connection points** to help navigate the system

**Working together** to identify needs and set priorities across learning communities

**Better facilitation** to bring together local education and service providers to work collaboratively

**A single plan of support** for each child or young person to achieve their learning goals

**More flexibility** to create support that is innovative and responsive

**Sharing data** to get a clear picture of local needs, resources and response options

... we are proposing to build on this positive direction with a new roles: Learning Support Coordinator

We want these roles to:

1. Help students get the right support at the right time.

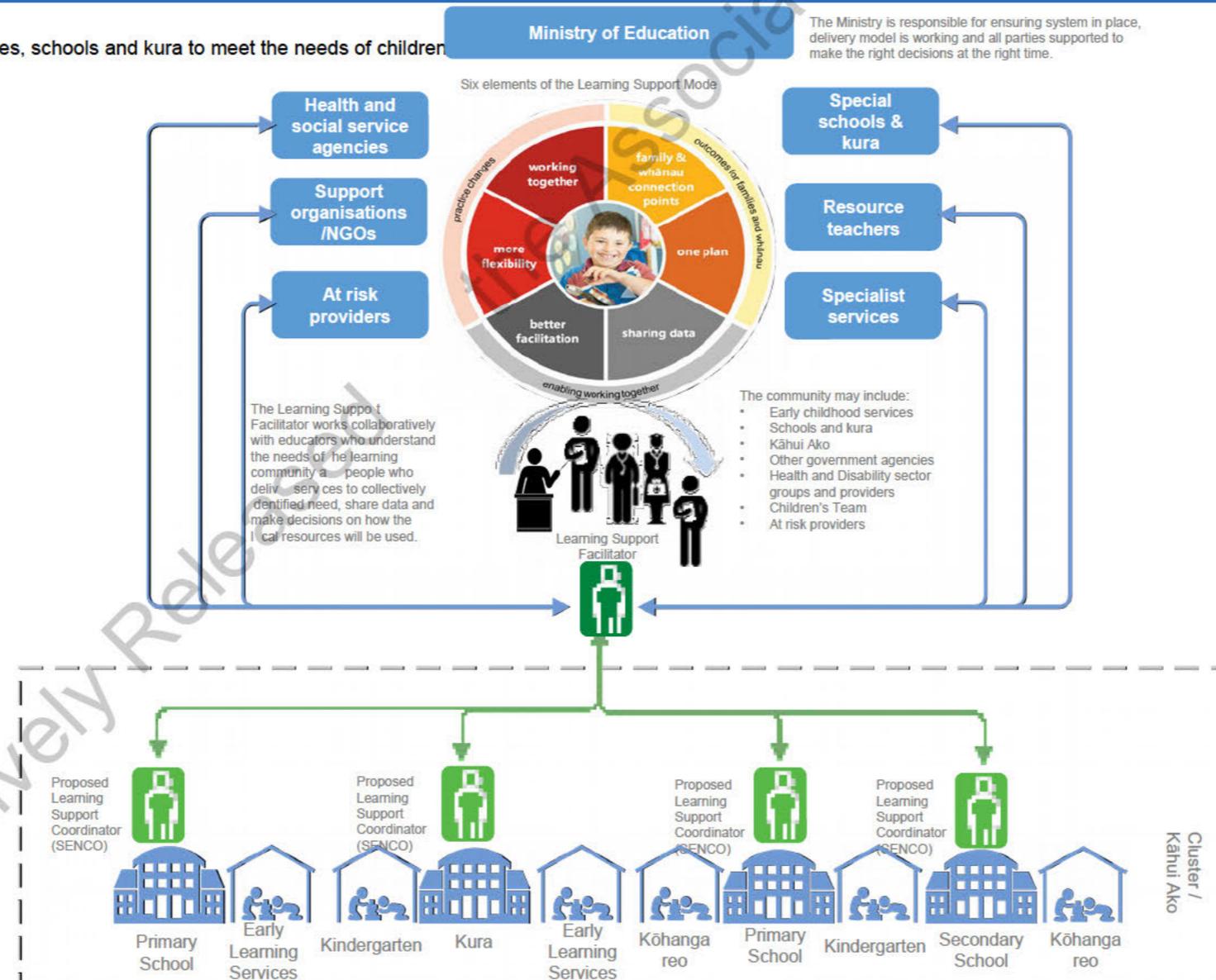
2. Strengthen the capability and capacity of early learning services, schools and kura to meet the needs of children

### Learning Support Facilitators

This function is currently being funded from Ministry of Education baselines and delivered by existing staff as part of their existing role.

The function currently:

- is a formal contact and connection point to disability and learning support services available across education and other government agencies and could work closely with the proposed Learning Support Coordinator role
- supports the coordination of professional learning and development
- establishes ways to ensure the collective decision-making process reflects the needs and views of parents and whānau
- identifies patterns of need in a cluster or Community of Learning; support coordinated professional learning and development; and work alongside agencies such as the District Health Board, New Zealand Police, Oranga Tamariki and the Ministry of Health.



### Learning Support Coordinators

The proposed in school Learning Support Coordinator role (previously known as a Special Needs Coordinator (SENCO)) will require a funding decision before it can be confirmed or implemented.

This role will:

- be the primary point of contact for parents and whānau, and support them to work in partnership with the school
- support the school or kura to build the capability and knowledge base of teachers
- make connections for transitions from early learning services.

**We are consulting on the development of a job description both in urban and rural environments**

We **shape** an **education** system that delivers  
**equitable** and **excellent outcomes**

He mea **tārai** e mātou te **mātauranga**  
kia **rangatira** ai, kia **mana taurite** ai ōna **huanga**



education.govt.nz

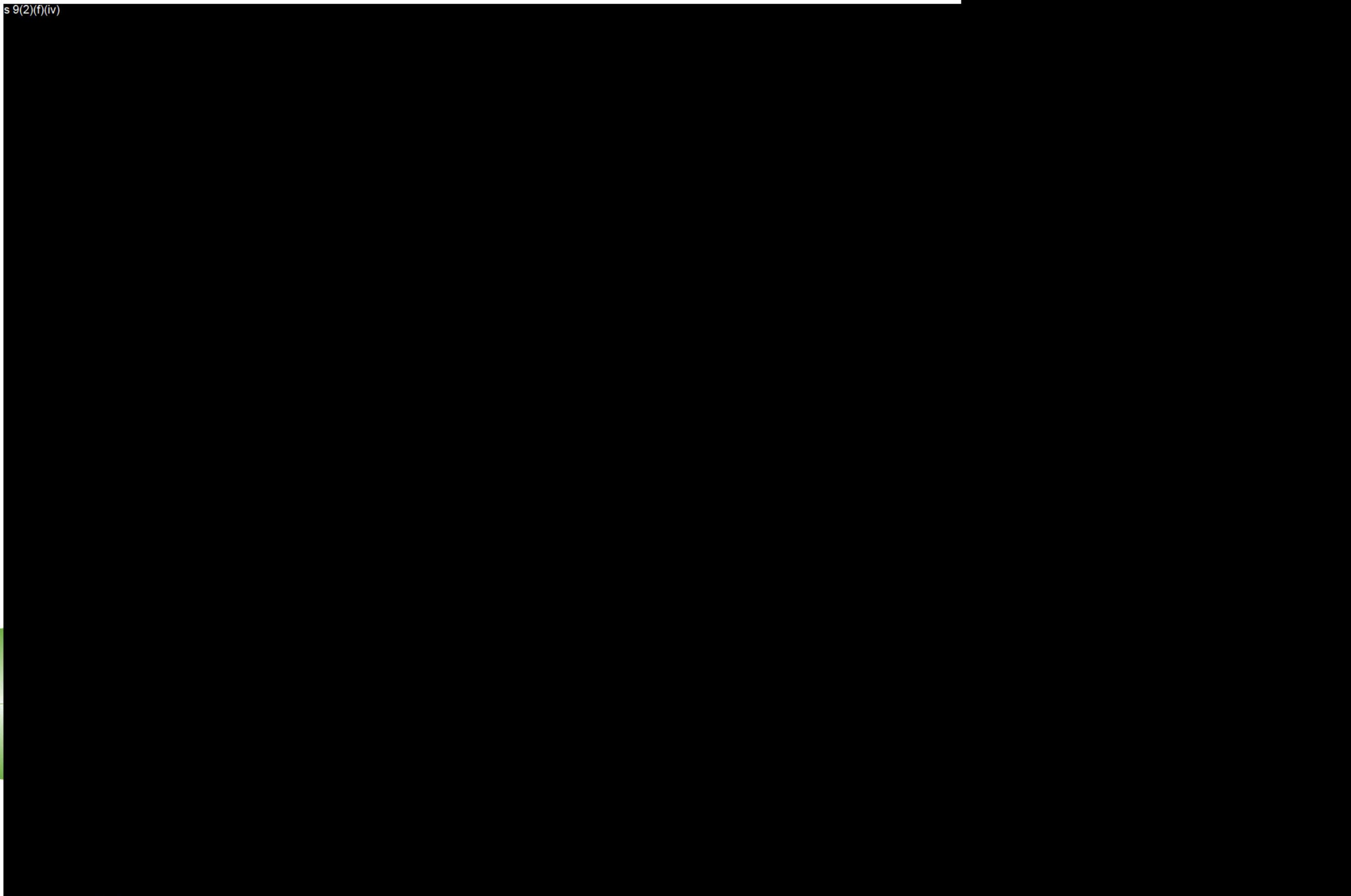
New Zealand Government

# Appendix 3: Learning Support Roles in the Education System

1137722 CABINET PAPER

s 9(2)(f)(iv)

s 9(2)(f)(iv)



**Implementation of Learning Support Delivery Approach, and other on-going workstreams**

**Continuing implementation of the Learning Support Delivery Approach**  
 The Ministry continues to work with the education sector, government agencies, NGOs, local communities, iwi and Pacific peoples to continue to roll out the new Delivery Approach throughout the country by December 2019. This includes the learning support facilitator function being provided within Ministry baseline funding.

**Continue Budget 2017/18 initiatives**

Ministry continues the expansion of specialist behaviour services and the implementation of Incredible Years Autism and the oral language initiative.

**All redactions on this page made in line with s9(2)(f)(iv) of the Official Information Act 1982**

**Disability and Learning Support Action Plan priorities that may result in Budget Bids**

**Learning Support Coordinators:** Seek Cabinet funding for coordinator roles in schools with intention for implementation in 2020 and 2021

**Flexible support package** for neurodiverse and other students with ongoing needs not eligible for ORS including online tools for neurodiversity

s 9(2)(f)(iv)

**Residential special schools** cost pressure

**Early intervention** demand pressure

**Improving the provision of at-risk education**

Scope and design **assessment tools for school entry**

Scope and design **assessment and screening tool for dyslexia and dyspraxia**

s 9(2)(f)(iv) adjust funding for learning support for population (roll growth) and cost pressures

s 9(2)(f)(iv)

**NZSL and Deaf demand** increases from 2019 and cost pressures

**Te Kahu Tōi/Intensive wraparound service** demand pressure

s 9(2)(f)(iv)

**Centralised data collection:** Scope and design education information system

Implementation of **assessment tools for school entry**

Implementation of **assessment and screening for dyslexia and dyspraxia**

s 9(2)(f)(iv)

s 9(2)(f)(iv)

s 9(2)(f)(iv)

◆ = Budget decision

**Priorities that do not have budget implications**

Develop data sharing protocols so that data can be shared amongst agencies

Health-led MidCentral prototype for Disabilities System Transformation

Provide information about teaching and learning for gifted and neurodiverse students

**Education Work Programme**  
 The Education Work Programme will be on-going. Part of the programme will aim to improve teacher capability through Initial Teacher Education and professional learning and development so that teachers can better recognise and respond to needs of gifted students



## **Appendix 5: Additional information in response to Ministerial and departmental feedback**

This appendix outlines key feedback received during consultation on the cabinet paper and provides Cabinet with additional information in response.

### **There is a need for the Action Plan to link to work being done within the wider education work programme and across Government (Minister of Health, Ministry of Health, Minister of Social Development and for Disability Issues, Green Party of Aotearoa NZ)**

The development of the Action Plan will leverage off key pieces of work within our wider education priorities. This includes the Education Workforce Strategy, the review of Tomorrow's Schools, the review of the National Certificates of Educational Achievement, the early learning strategic plan and the review of home-based early childhood education, and our continued focus on raising achievement for Māori and Pacific students, all of which will include a focus on the wellbeing and achievement of children and young people with disability and learning support needs. Cabinet has also recently considered an update on the Education Work Programme.

There is an opportunity to develop a tool to identify and assess a broad range of children's needs at various points of their schooling collaboratively across agencies working on education and child wellbeing. Taking a cross-government approach would significantly improve the information landscape for children and their whānau, including Māori and Pacific children and young people

### **The problem definition and rationale for the proposals in the paper needs to be stronger (Minister of Finance, Minister of Health, Treasury, Ministry of Health, Ministry of Social Development, Education Review Office)**

We know that children and young people with disability and learning support needs are still experiencing poor outcomes in education and in life. Parents and whānau consistently raise concerns about the effectiveness of the current disability and learning support delivery approach.

These concerns are reflected in the achievement rates for children and young people with disability and learning support needs. For example, in 2017, 42.3 percent of disabled young people aged 15-24 years were not in employment, education or training (NEET).

Early analysis also suggests that in 2015, approximately 13 percent of children in care were receiving specialist Learning Support services.

The education system is not yet fully inclusive in its practices to support outcomes

New Zealand has taken steps towards creating a fully inclusive education system since the implementation of Special Education 2000. Today, the majority of children and young people attend a mainstream school, including 65 percent of our Ongoing Resourcing Scheme (ORS) verified students.<sup>1</sup>

---

<sup>1</sup> There are currently 3,492 children and young people attending special education schools or special school satellite units in mainstream education. This is less than 0.5 percent of the school aged population and represents children

However, children and young people with disabilities and additional learning support needs still face barriers to enrolment, attendance and participation in compulsory education. Between March and April 2017, 305 parents and whānau formally reported to the Ministry barriers their children and young people with disabilities and additional learning needs were experiencing to enrolment, attendance and/or participation in education.

In addition, at the recent education summits, disabled people have identified that 'belonging' needs to be included as a core value within education system. This highlights the issue that these children and young people are not feeling a part of their school community.

We know that the schools and early childhood services that are inclusive in their practice achieve better outcomes for all children and young people, including those with disability and learning support needs, and are less likely to seek assistance from outside of their school and early childhood service.

*The current approach to supporting children and young people is fragmented and complex*

Disability and additional learning support has evolved in response to emerging issues over the years. As a result, it has become increasingly complex, slow, fragmented, and difficult to navigate. Parents and whānau have to deal with a range of people and jump through multiple hoops to get funding for their children.

Children and young people are also often referred and assessed several times before being able to access the help they need. Parents and whānau are clear that the system needs to be easier to access, more focused on children and young people's needs, more flexible, simplified and better linked in with other health and social services.

*There is significant pressure across the education system on disability and learning support provision*

The number of learning support interventions delivered to children and young people with disability and additional learning needs increased by 14 percent between 2014 and 2016.

We know the number of children and young people requiring support is increasing due to the sustained growth of the early learning and school aged population, earlier identification of needs through the use of early intervention services, and increased participation in early childhood education.

Increases in demand are creating continued pressure on wait times. In the 2017/2018 financial year, children and young people waited, on average, around 81 days for access to four of the Ministry's most intensive learning supports post-assessment.

---

and young people with the highest and most complex needs. In some instances, these needs cannot be effectively met within mainstream classrooms and require the support of special education schools.

In addition, we know there are current supply gaps for children requiring early intervention and children and young people with needs which do not meet the criteria for high needs support. There is not enough guidance for teachers on how to work directly with children and young people with dyslexia and dyspraxia.

To address these issues, the Ministry of Education is implementing a new model to learning support provision that is accessible, flexible, child-centred and connected. The model ensures students get the right supports at the right time, and is being implemented within existing Ministry resources. The model was designed in response to feedback from the sector, provided in 2015, and drew on a number of other models in place across Government, which have highlighted the value of flexibility and responsiveness to the local community. This new learning support model also draws on best practice models in place in other jurisdictions including Finland, Victoria (Australia), the USA, Scotland, England and Singapore. More detail about the approach is provided in the body of the paper

We propose building on the positive direction of the new model through the Action Plan, detailed in the paper.

**It is important that the work on the Action Plan links strongly with the UN Convention on the Rights of Persons with Disabilities (Minister for Disability Issues)**

There will be some people in the disability sector who will be hoping for a co-design of the Learning Support system, as has been undertaken for the Disability Transformation, reflecting government's obligations under Article 4.3 of the UN Convention on the Rights of Disabled Persons (UNCPRD). This states that disabled people and their organisations should be involved in the design and development of policies and programmes that affect them.

We will uphold the UN obligations under the convention in two ways:

1. genuine engagement with disabled people's organisations on the draft Action Plan. The Ministry will clarify how the draft Action Plan has been developed. The engagement process will give people the chance to indicate if they do not agree with the top priorities as they are set out on the A3s; and
2. identifying key aspects of the implementation of the draft Action Plan where a co-design process with disabled people and their organisations and other sector groups may be needed. For example, one aspect might be the design of a flexible package of supports for children and young people with moderate needs.

**The Learning Support Coordinator and Facilitator roles should work in a whānau centred way (Te Puni Kokiri)**

We expect people in these roles to be competent in working in a whānau-centred way and that whānau-centred principles be included as essential competencies within the roles.

## **Many children who receive learning support services are in care (Oranga Tamariki)**

Early analysis suggests that in 2015, approximately 13 percent of children in care were receiving specialist Learning Support services.



# Cabinet Social Wellbeing Committee

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Disability and Learning Support Action Plan: Approval to Consult

**Portfolios**                      **Education / Associate Education (Hon Tracey Martin)**

On 12 September 2018, the Cabinet Social Wellbeing Committee (SWC):

- 1        **noted** that the Minister of Education and the Associate Minister of Education (Hon Tracey Martin) (the Associate Minister), are developing a Disability and Learning Support Action Plan (the Action Plan);
- 2        **noted** that the Ministry of Education (the Ministry) is already implementing a new approach to learning support provision;
- 3        **noted** that the Minister of Education and the Associate Minister have identified four priorities for the Disability and Learning Support Action Plan:
  - 3.1      improve the way children and young people are assessed for additional learning needs;
  - 3.2      strengthen the appropriate range, use and quantum of supports and services for children and young people with disabilities and additional learning needs;
  - 3.3      improve the way the education system responds to neurodiverse and gifted learners; and
  - 3.4      ensure that learning support is resourced for increased support and delivery;
- 4        **noted** that within these priorities, the Minister of Education and Associate Minister want to have a particular focus during targeted consultation on three specific areas:
  - 4.1      the development of a job description for an “in school” Learning Support Co-ordinator role (previously known as a Special Needs Coordinator (SENCO)) as an addition to the current Learning Support delivery model;
  - 4.2      the development of English and Te Reo Māori screening tools for the early identification of multiple learning differences at school entry, Years 2 to 3, and Year 9, as part of the “Teen Health Check for all Year 9 students”;
  - 4.3      the development of a central data collection process and system that will allow across-country levels of appropriate access to all schools to better serve the needs of students;

- 5 **noted** that as part of finalising the Action Plan, the Minister of Education and the Associate Minister will consider the case for change and the relative value of creating the Learning Support Coordinator role;
- 6 s 9(2)(f)(iv) [REDACTED]
- 7 **noted** that funding for the implementation of the Action Plan will be sought through Budget 2019 and subsequent budgets;
- 8 **agreed** to targeted consultation in September and October 2018 with key stakeholders, including unions, education sector and disability groups, to inform the content for the Disability and Action Plan, including the case for change and relative value of creating the Learning Support Coordinator role;
- 9 **noted** that:
- 9.1 in February 2018, SWC noted the purpose, objectives and overview of the education portfolio work programme, which included reference to the Minister and Associate Minister's intention to report-back with a cross-agency Disability and Learning Support Action plan in October 2018 [SWC-18-MIN-0004];
- 9.2 on 5 September 2018, SWC invited the Minister and Associate Minister to report back in November 2018 on the Disability and Learning Support Action Plan [SWC-18-MIN-0114];
- 10 **agreed** to extend the original timeframes for report back on the Action Plan to December 2018;
- 11 **noted** that the report back on the Action Plan will include the outcomes of the consultation, the proposed Action Plan, and the case for change and value of the Learning Support Coordinator role relative to other education priorities, and will include, where appropriate, cost-benefit analysis and Regulatory Impact Statements.

Gerrard Carter  
Committee Secretary

---

**Hard-copy distribution: (see over)**

**Present:**

Rt Hon Winston Peters  
Hon Grant Robertson (part of item)  
Hon Chris Hipkins  
Hon Andrew Little  
Hon Carmel Sepuloni (Chair)  
Hon Dr David Clark  
Hon Stuart Nash  
Hon Tracey Martin  
Hon Willie Jackson  
Hon Aupito William Sio  
Jan Logie, MP

**Officials present from:**

Office of the Prime Minister  
Office of the Chair  
Officials Committee for SWC

**Hard-copy distribution:**

Minister of Education  
Associate Minister of Education (Hon Tracey Martin)



# Cabinet

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

Redactions made as content outside of scope of release

### Report of the Cabinet Social Wellbeing Committee: Period Ended 14 September 2018

On 17 September 2018, Cabinet made the following decisions on the work of the Cabinet Social Wellbeing Committee for the period ended 14 September 2018:

[Redacted] [Redacted] [Redacted]

[Redacted] [Redacted] [Redacted]

[Redacted] [Redacted] [Redacted]

[Redacted] [Redacted]

[Redacted] [Redacted] [Redacted]

SWC-18-MIN-0126 **Disability and Learning Support Action Plan: Approval to Consult** CONFIRMED  
Portfolios: Education / Associate Education (Hon Tracey Martin)

[Redacted] [Redacted] [Redacted]

[REDACTED]

Redactions made as content outside scope of release

Michael Webster  
Secretary of the Cabinet

---

**Hard-copy distribution:**  
Cabinet Social Wellbeing Committee