In Confidence

Office of the Minister of Education

Strengthening Inclusion and Modernising Learning Support

Proposal

1.   I am seeking Cabinet endorsement to strengthen the inclusiveness of the education system by designing one system of providing learning support with improved accountability, using investment analysis to better target resources and deliver services more effectively. The approach builds on our commitment to social investment principles by putting learners at the centre of planning, programmes and resourcing.

Executive summary

2.   The Government has a clear expectation that the education system will meet the educational achievement challenge for every child and young person. To achieve our vision we need a sustainable, integrated, fit-for-purpose and inclusive education system that puts progress and success for all children and young people at the heart of teaching and learning.

3.   The three year education work programme, approved by Cabinet in November 2014 [CAB Min (14) 1/14], provides a coherent set of actions to improve key legislative and funding settings and to update the education system. We are building quality teaching and leadership and improving collaboration around learner pathways.

4.   The work programme identified strengthening inclusion, through updating the special education or learning support system. The Government invests about $590 million a year in specialist education services, additional teacher funding and school operational grants for children and young people needing additional support to access the curriculum and learn. About a third of this funding is controlled directly by the Ministry of Education; the remainder is allocated to schools, including residential and special schools (refer Appendix 1 for more detail).

5.   The update is needed because:

- The system has become highly compartmentalised and fragmented and access to specialist support is complicated for parents and schools.

- There are no whole-of-system parameters to measure the success of the investment.

- While we know through demographic changes and growing waiting lists that demand is rising, an investment approach has not been used to ensure best use of funds.

6. During 2015 we engaged with over 3650 parents, whānau, educators, the disability sector and many others to help identify the right service and system improvements. I want to build on the momentum and commitments made through that process, and enable better outcomes for learners. I want to see individuals getting the right support at the right time to access the curriculum. Children must be at the centre, not services and who delivers them.

7. The following proposals are key to strengthening inclusion and modernising learning support:

   • Measuring performance and improving accountability by developing an outcomes framework with clear measurable goals. This will strengthen accountability and give a better whole of system picture.

   • Improving investment decisions through better analysis and identifying opportunities for earlier intervention. This will be based on a better understanding of the needs of learners, what services they are currently receiving and what works for whom. An advisory panel has been established to give advice on applying an investment approach.

   • Review the Ongoing Resourcing Scheme, especially for those over 18 years, Communication Services and Behaviour Services as a priority as there are opportunities to improve the flexibility of these services.

   • Deliver services more effectively through redesigning and simplifying the way they are delivered and ensuring learning support is easy to access, timely and appropriate.

   • Changing the language used to describe the system. The use of the term "special needs" singles people out, and by concentrating on learner's deficits, can marginalise individuals and create a barrier to a fully inclusive education system. Further analysis of the implications of this change is required.

8. No change to overall funding is proposed. Before I can determine if the current level of resourcing is about right or not, I must be convinced that the system is as efficient as it can be. Investment analysis will be used to inform future decisions about levels of resourcing.

9. This work complements the changes being made through the work to develop the New Children's Entity. The proposed service delivery model will introduce a single point of contact within the education system for high intensity cases, reduce bureaucracy by having one process for accessing support, and increase accountability. This is aligned with the CYF direction.

10. I am seeking Cabinet support for progressing the design and policy work required to bring about change.

Background

11. Our three year education work programme, approved by Cabinet in November 2014 [CAB Min (14) 1/14], provides a coherent set of actions to improve key legislative and funding settings and to update the education system.

12. The work programme includes:

- The implementation of Investing in Educational Success which will raise the quality of teaching and leadership and develop the 0-18 operational framework of Communities of Learning.

- The update of the Education Act 1989, which will introduce enduring educational goals, focus more on the achievement of children and young people and strengthen school accountabilities for learning outcomes.

- A review of Funding Systems, where the overall objective is to direct funding to the size of the education challenge ECE services, schools and Communities of Learning face; and to shift the focus to growing the learning and achievement of children and young people, particularly those most at risk of underachievement.

- Tighter targeting of professional learning and development for teachers which is on track for full implementation in 2017.

13. Strengthening inclusion is my other priority. While the education system has become much more inclusive over recent years[1], more needs to be done.

14. During 2015 the Ministry of Education did a detailed analysis of the current state of learning support, of system-wide funding arrangements and international evidence on what works in practice to raise achievement of diverse learners.

15. We heard about difficulties throughout our engagement around the country in 2015. There was consistent feedback that the approach to providing learning support is far too complicated, people need much easier and faster access to help, and the support needs to be seamless. Similar concerns were being raised through submissions to the Education and Science Select Committee Inquiry into the identification and support for students with dyslexia, dyspraxia, and autism spectrum disorders in primary and secondary schools, which is in progress.

16. I released the findings of the engagement in December 2015. Six areas for improvement were identified - better guidance and training for teachers; greater involvement of parents and whanau and better information for them; much simpler and more transparent access to support; better interagency coordination; more joined up services across the education system; and streamlined support when a child moves to primary or high school or to another school.

17. At the same time I released the Update Action Plan. The actions were to design a recognisable, simple system of learning support, redesign and implement a service delivery model, to remove fragmentation, inflexibility and other barriers to effective service delivery, and undertake work to ensure best use of funds.

18. I have tested the principles of the emerging system with the Ministerial Cross-Sector Forum on Raising Achievement (11 March 2015). Some sector and disability groups have been briefed. Ministry of Education staff, some Resource Teachers Learning and Behaviour, school leaders and early childhood education (ECE) representatives, have contributed to the emerging service design. Engagement with parents, whanau,

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[1] An Education Review Office evaluation report in 2015 showed that over three quarters of the schools in the sample (78 percent) were found to be mostly inclusive of students with additional learning needs, compared with only half in a 2010.

educationalists, sector groups and other stakeholders will continue during the next phase.

Summary of services, volumes and funding distribution

19. An estimated 80,000 to 100,000 children and young people in ECE and schools, or about 10% of the ECE/school population, receive some form of learning support each year. Over 95% of these learners are enrolled in local schools, rather than special schools.[2]

20. Demand is increasing for learning support because of growth in the school age population, earlier identification of needs through early intervention services and increased participation in early childhood education. There are also more children and young people with acute and complex needs, eg neuro-developmental issues such as Autism Spectrum Disorder and Foetal Alcohol Syndrome Disorder.

21. Demand for the Ongoing Resourcing Scheme (ORS), which provides support to those with the most complex needs, has been rising consistently. ORS, the early intervention service, assistive technology, high health needs and the intensive wrap around service are expected to exceed forecast levels for the 2015/16 year.

22. In 2015/16, spending on learning support was $590m excluding overheads, and $651m with overheads.[3] It is divided into two broad streams: one stream, making up about a third of the spend, is administered by the Ministry of Education; and the other stream, making up about two thirds of the spend, is mostly administered by schools that make decisions about the learning support provided. A breakdown of funding is included in Appendix 2.

23. The third of the funding administered by the Ministry is for specialist education services, such as Communications Service, Early Intervention Service, Severe Behaviour Services and other support such as the special education school transport allowance. These services are mostly provided to individual students. The two thirds administered by schools and contracted providers is directed at high intensity support (through the Ongoing Resourcing Scheme and special schools) and school funding for those with low to moderate learning challenges. It also funds supports like some of the Positive Behaviour for Learning initiatives that are targeted at schools, rather than individuals.

24. This mixed model means the Ministry has two roles. It is both a service provider and, as the major funder, also has stewardship responsibilities. Both the way services are delivered and stewardship of the system (through system oversight, defining outcomes, monitoring performance, developing capability and so forth) need to improve. The changes suggested in this paper are aimed at both these things.

Building a more inclusive education system – proposals

Measuring performance and improving accountability

25. The changes will create a system that is more responsive to learners' diverse needs and adapted to local circumstances. It will mean some centrally managed interventions will become less prescriptive and there will be greater flexibility to make decisions by the people who are close to the child and local circumstances.

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2 Service user numbers, including in Appendix 2, are estimates.

3 Overheads includes costs of corporate services, financial management, payroll and HR services, IT property rental and other shared services.

26. To work, this type of model needs expectations about outcomes to be clear, close monitoring, clear accountabilities. At the moment, we mostly focus on and measure inputs.

27. The update of the Education Act will strengthen accountability of schools by making the responsibilities of school boards clearer, introducing a new planning and reporting framework and requiring public reporting against national performance measures.

28. For the learning support system, the Ministry will work, in consultation with the sector, on defining measures of what successful provision of learning support looks like. Measures will need to strike a balance between being relevant locally and being high level enough to track performance across the system. I would expect to see:

- Progress made towards student achievement as measured by National Standards, NCEA and progress against The New Zealand Curriculum/Te Marautanga O Aotearoa.

- Student engagement improve as measured by family feedback, attendance, reduced stand-downs, suspensions, exclusions and expulsions, and data on barriers to enrolment, attendance and participation.

- Early intervention prioritised as measured by the number of children getting support earlier, and level of spend directed towards supports for younger students.

- Timely access to support as measured by the time taken for students to receive learning support, reductions in waiting lists and increased parent and whanau satisfaction.

- Improved quality of support as measured by parent/whanau satisfaction with progress and the quality of individual learning plans, which will be strengths based.

29. Measures such as these will help provide a basis for measuring the effectiveness of programmes as well as system performance overall.

Improving investment decisions

30. The key principle behind improving investment decision-making will be ensuring that students receive the most suitable support, best matched to their needs, as early as possible in their lives. Analysis of the spend by the age range of the recipient indicates that a disproportionate amount of the funds are for school-age children (refer Appendix 2 for more detail). This is despite clear evidence in some areas that early support can have greater benefits in terms of educational outcomes.

31. Funding arrangements should support these principles by allowing resources to shift to meet forecast demand and towards interventions that prove the most successful.

32. Better information on learner volumes, costs and timeliness is a fundamental first step in improving decision-making around funding. Gathering this baseline information, and making smarter use of the information the Ministry already holds, is a current focus. In the longer term, an improved approach to making investment decisions will be developed to forecast demand, assess programme effectiveness and manage emerging trends.

33. Improving investment decisions using social investment analysis involves complex issues. For example, the approach needs to take into account success measures beyond achievement only, such as curriculum key competencies, wellness and wellbeing and improved employment outcomes. In addition, classroom and school-level interventions, as well as direct support to individuals, need to be considered. Benefits from these different types of support are difficult to compare.

34. The Ministry of Education has established a cross-agency advisory group on improving investment decisions to help work through the issues around learning support. It will draw on the expertise of the Social Investment Unit and the Treasury.

35. Initial areas recommended for analysis are:

  • Reviewing the Ongoing Resourcing Scheme (ORS), which provides support to students with the highest levels of disability. ORS students are eligible for funding throughout their schooling until the age of 21. We want to ensure that support is targeted at the right students at the right time. In particular, I want to look at the effectiveness of ORS funding for 18 to 21 year olds and whether there are better ways of helping these students transition out of school.

  • Clustering behaviour services[4] to provide a continuum of services and greater flexibility regarding the type and timing of support. The current programmes, which range from intensive individual support to classroom based interventions, are discretely staffed and managed and some have arbitrary eligibility criteria which limit the possibility of earlier intervention. For example, the intensive wraparound service is restricted to children aged 8 to 14 but early intervention might be more beneficial in the long term.

  • How communication services are provided for things like speech disorders (eg stuttering) and oral language delay, to determine the benefits that could be realised from intervening earlier.

Delivering services more effectively

36. Current learning support arrangements have evolved over many years. They comprise separate sources of special education expertise arranged around programmes, or services, to address particular forms of need, and often particular age groups. Service silos exist, each having their own referral, assessment and application processes, which makes access difficult, increases the administrative burden for staff, schools and families, and limits the systems' capacity to innovate, adapt and change.

37. Changes to the way learning support is provided are proposed to overcome fragmentation and simplify access to services and decision-making.

38. The new model, which is elaborated on in Appendix 3, is child-centred rather than service driven, collaborative (involving teachers, families and appropriate specialists and/or other agencies, as appropriate) and will provide more timely and targeted support. It will give more scope for locally led solutions and enable better use of collective resources.

39. Key new features where individuals need intensive support and specialist services will be:

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4 Includes Severe Behaviour service, Intensive Wraparound service, Incredible Years Parent & Teacher programmes and school wide Positive Behaviour for Learning initiative.

- An early triage to identify individual needs, information and support for families and mobilise resources. This will replace the multiple assessment and referral points which have been a feature of the system for a long time.

- Learning support plans documenting actions, resources and goals will be developed using a collaborative process. Plans will evolve and move with the child.

- A lead practitioner will act as a contact point and champion for the child and family to make sure the plan happens, and is adjusted and reviewed as needed.

40. Communities of Learning will be supported to identify and respond to achievement challenges for groups of students needing additional learning support in local communities. These plans may include additional class-based support, professional learning and development initiatives, plans for groups of students and effectively using available resources across a group of ECE and schools.

41. The high level service design draws on 22 local improvement projects around the country and workshops and forums with Ministry of Education managers and, in some cases, Resource Teachers Learning and Behaviour, principals, specialist educators, ECE representatives and others.

42. Some of the improvement projects started in 2015 are showing good early results, for example:

    Better transitions from ECE to school: In Canterbury, 37 early childhood learners are participating with educators and parents in the We Are Ready transition programme and in Otago/Cromwell a similar project has seen an increase in referrals.

    Simpler processes for parents and educators: Porirua's Early Access Support Project targets Māori and Pasifika early learners who might otherwise miss out on support. An increase in ECE requests for support is being experienced with some being managed immediately and others resulting in referrals for both special education and other social services. The work also supports the area's focus on increased participation in ECE and has resulted in practice sharing between ECE centres.

    Earlier and better support for early childhood learners, their educators and parents: In Gisborne we are working with 19 teachers to build their early language skills in eight early learning centres and two schools and also helping the teachers to run courses for their parents.

43. The 22 improvement projects will continue and be extended where they are making progress tackling local problems within the limitations of the current system.

44. The service design will be further developed before implementation in 2017. This will include an assessment of Ministry of Education workforce capability and capability gaps, and work to address the culture change required. Changes to the Ministry of Education organisational structure is likely, to better support Directors of Education to transition to the new model.

Changing our language

45. I propose moving away from terminology such as "special needs" and "special education". This terminology accentuates differences and can act as a powerful barrier to development of a fully inclusive education system. The terms 'inclusive

education' and 'learning support' better describe the broad system of educational support available for all children and young people and we want to transition to these terms. The feedback received during engagement supports this change.

46. We are modifying our language in everyday communications. We do not propose changing the formal language in the Education Act 1989, which is descriptive of types of schools and services, and defines legal obligations. There are also associated legislation and regulations. Further analysis of the implications is required.

47. I will report back to Cabinet Social Policy Committee on any policy changes required and progress with implementation in March 2017.

Link to funding review

48. The review of early childhood education services and schooling funding will look at ways to direct funding to the size of the education challenge ECE services and schools face. This will include looking at how best to build funding for learning support as part of any new funding allocation methodology.

Social sector context

49. We are working on the changes to learning support in parallel with implementation of the recommendations of the Expert Panel on Modernising Child, Youth and Family in creating the New Children's Entity (NCE).

50. There is some commonality between the Child, Youth and Family (CYF) target population and learners receiving additional support though that overlap may be small. Initial findings matching children in the care of CYF indicate that 13% of them also received Ministry of Education specialist services. Of the about 45,000 children we were able to identify with a CYF care and protection notification, 6% of children received learning support (see Appendix 4).[5]

51. The Ministry of Education is supporting the CYF work to ensure that agencies deliver a seamless service to vulnerable children and young people. The new service delivery model for learning support will introduce a single point of contact within the education system for high intensity cases, reduce bureaucracy by having one process for accessing support and increase accountability. As my proposed approach is for a child-centred model, the CYF target population who need additional learning support will receive it. The learning support changes will be further developed, and adapted as necessary, to support the establishment of the NCE.

52. A report to the Cabinet Social Policy Committee on the roles of agencies in meeting the needs of children with disabilities, and the role of the new operating model in meeting special education needs, is expected by 31 October 2016 [SOC-16-MIN-0023 refers].

53. Greater collaboration with the social and health sectors, and place based initiatives, will guide how the work progresses, contribute to engaging hard to reach families early, and to support children and young people to achieve.

Risks

54. There may be concerns about the proposed review of ORS, Communication, and Behaviour Services and signals in this paper that there may be a shift of resources to earlier interventions. The Ministry will be carefully managing this through its

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5 There are limitations in this analysis which could mean the extent of the overlap is over or under reported. The volumes only relate to those children in CYF care or who had a CYF notification who received Ministry of Education specialist services. School-based support, such as through Resource Teachers Learning and Behaviour, is not included.

communications and collaborative approach to implementing change. There will be no disruption to services currently provided or significant changes made to funding without further evidence-based advice being provided based on strong analysis.

Consultation

55. The Treasury, Ministry of Social Development, Child, Youth and Family, Ministry of Health, Office for Disability Issues and the State Services Commission have been consulted on this paper and support the direction. The Department of Prime Minister and Cabinet has been informed.

Financial implications

56. The Special Education Update is being undertaken on the basis of no change to the total amount of funding for learning support.

Human rights

57. The proposals are consistent with the New Zealand Bill of Rights 1990 and the Human Rights Act 1993. They support Government's commitment under the United Nations Convention on the Rights of the Child which includes the right to schooling without any type of discrimination, including on the basis of disability, and places strong emphasis on child well-being and development in an inclusive education system.

Legislative implications

58. Changing terminology may have legislative implications. This is subject to further analysis. Any policy decisions will be referred back to Cabinet.

Regulatory impact assessment

59. A regulatory impact assessment is not required.

Gender implications

60. There are no direct gender implications.

Disability perspective

61. The proposals are consistent with Article 24 of the United Nations Convention on the Rights of Disabled Persons. Article 24 recognises the rights of persons with disabilities to education, with a view to people being able to realise this right without discrimination and on the basis of equality of opportunity.

62. The changes advance the objectives of the New Zealand Disability Strategy including to provide the best education for disabled people, create long term support systems centred on the individual and enable disabled youth to lead full and active lives.

Publicity

63. I propose to release information about the system and high level service design outlined in this paper, once final Cabinet decisions are taken, at an appropriate time.

Recommendations

64. The Minister of Education recommends that the Committee:

1. **Note** that in November 2014 Cabinet agreed to the Education Work Programme [CAB min (14) 38/5 refers], aimed at improving educational outcomes for every child and young person, including a priority to strengthen the inclusiveness of the education system

2. **Note** that in 2015 there was extensive engagement with parents, whanau, educators, other professionals and the disability sector on issues with, and improvements required to, the way learning support is provided to learners

3. **Note** that the Ministry of Education has worked with the sector to develop a proposal for a better learning support system with improved accountability

4. **Note** that the Ministry of Education is working with the Ministry of Social Development on the role of the New Children's Entity's operating model in relation to providing learning support

5. **Note** that the Ministry of Education will improve the way investment decisions are made to ensure children and young people receive the most suitable and effective learning support and that investment occurs as early as possible; and has set up an advisory panel, including Treasury representation, to provide advice

6. **Agree** to the Ministry of Education examining changes to the following services to improve efficiency and flexibility as a priority:

    6.1 the Ongoing Resourcing Scheme to ensure the most effective support is provided to students, particularly those between 18 and 21 who need assistance transitioning out of school

    6.2 streamlining Communication Services to ensure the benefits of early intervention can be realised

    6.3 clustering Behaviour Services so there is a greater flexibility around the type and timing of additional support that can be offered

7. **Agree** to the Ministry of Education undertaking detailed design of a new service delivery model that is child-centred, collaborative, features learning plans for individuals and has a single point of contact and accountability

8. **Note** that the new service delivery model will be adapted as necessary to support the establishment of the New Children's Entity

9. **Note** that the new service delivery model coupled with changes arising from the New Children's Entity may lead to changes in Ministry of Education resourcing, roles, responsibilities, organisational capability and structure

10. **Agree** to further work being done on the implications of changing special education terminology to improve the inclusiveness of the education system

11. **Invite** the Minister of Education to report back to Cabinet Social Policy Committee on any proposed policy changes and progress with implementation in March 2017.

Permission to lodge obtained.

Hon Hekia Parata
Minister of Education

Appendix 1: The learning support system

There is one system for all learners – not one for most and another for those who need additional support.

The focus is on individual's strengths and helping diverse learners access the curriculum.

Children are at the centre, not services and who delivers them.

All children and young people who need learning support get the right support at the right time to access the curriculum.

HIGH-INTENSITY SUPPORT

LOW-INTENSITY SUPPORT

Ministry responsible | Schools and services responsible

LEARNING SUPPORT

MINISTRY DELIVERED SPECIALIST SERVICES	ONGOING RESOURCING SCHEME	RESIDENTIAL AND SPECIAL SCHOOLS	SUPPLEMENTARY SUPPORT
29,000 students **$139M**	Intensive Support **8,754 students** **$156M**	Intensive Support **4,279 students** **$167M**	Provided directly to schools **$157M**
High health needs, Intensive Wraparound Service, Communications Service, Early Intervention, Sensory Services, Severe Behaviour Services, Physical Disability and Occupational Therapy Services.	To schools and Ministry provided specialist services	Direct to schools	Special Education Grant, Teachers Aides, Resource Teachers Learning and Behaviour

Positive behaviour for learning school wide: 789 schools, 17769 parents, 12038 teachers, $32M

CAPABILITY

Teachers ability to adapt the curriculum to diverse learners continually improves through advances in initial teacher training, professional learning and development and sharing of best practices and expertise across Communities of Learning

INFORMATION

We will have good information about:

- the number of learners receiving additional learning support at any point in time
- what support they are receiving
- at what age
- from whom
- how much it costs

ACCOUNTABILITY

Progress is made towards student achievement – as measured by National Standards, NCEA and New Zealand curriculum/Te Marautanga o Aotearoa

Student engagement improves – as measured by family feedback; attendance; reduced stand-downs, suspensions, exclusions and expulsions; and data on barriers to enrolment, attendance and participation

Early intervention is prioritised – as measured by increasing level of spend directed towards supports for younger students

Access to support is timely – as measured by time taken for a student to move between the 'trigger' and 'triage and support plan' points in the new model, and waiting lists for different support services

Quality of support improves – as measured by parent/whānau satisfaction with progress students' individual plans, which will be strengths-based

INVESTMENT

Analysis supports investment decisions so that funds can be moved to initiatives that have the greatest positive impacts on learners and intervening early where evidence shows us this is effective

Evidence drives a performance improvement culture

Appendix 2: Improved investment decision-making

Key principles for better investment decision-making should be:

- Making sure the supports students receive are the best possible, and well-matched to their needs
- Getting support to students early in their lives, when evidence tell us it's most effective
- Designing funding arrangements that ensure resources can shift to where they are needed, and demand for services is forecast and met in a sustainable way.

The current investment profile is indicative, and represents major services/expenditure. It is derived by looking at what age range each service is targeted at, and spreading the spend for that service across the age range, rather than showing actual student uptake of services. Individual Ministry staff work across the different learning support services provided by the Ministry. The cost of a service reflects the number of hours Ministry staff are spending to deliver that service. This means the cost of a service can be managed

by making a choice to use staff hours differently (and perhaps changing the way staff hours are spread across different services). Funding does not have to be shifted to change the resourcing levels between services.

The future investment profile shows how the same investment could look if better targeted at supporting learners early. It is not the same as a 'demand for services' profile. The Ministry is undertaking more work to understand how demand will shift and/or grow under the new service model. Service user numbers for 2015/16 are estimates.

Demand for learning support is growing:

- Demand for the Ongoing Resourcing Scheme (ORS) has been rising consistently, because of increased rates of identified disability, and more students remaining in ORS for longer (ie students aged 18 to 21). ORS has grown from 6,652 students in 2005 to 8754 in 2015.

- In April this year, the number of students we were expecting to fund for the whole year was already exceeded, or close to exceeded, for these services: Early Intervention Service, ORS, Assistive Technology, High Health, Intensive Wraparound Service and Communication Sevice. This suggests we could be forecasting and matching resources to demand better.

- April year to date numbers show that for almost all services, there will be more service users in 2015/16 than there were the year before.

- Another indication of demand is the percentages of students waiting 91 days or more to access services. In April, these percentages were:
– Behaviour service – 11.4%
– Communication service – 34.2%
– Early Intervention service – 44.4%
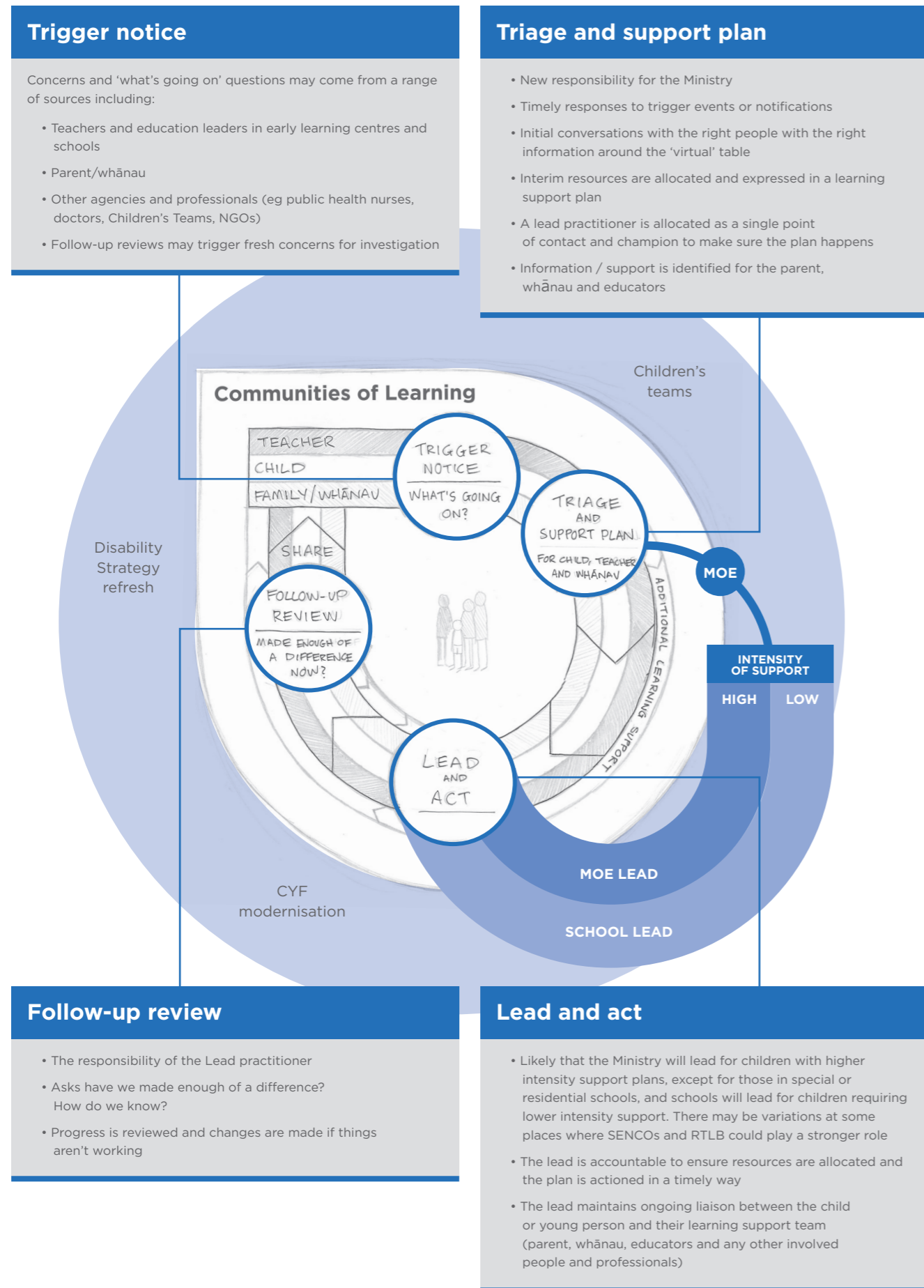– ORS and High Health – 14.8%

INDICATIVE INVESTMENT PROFILES
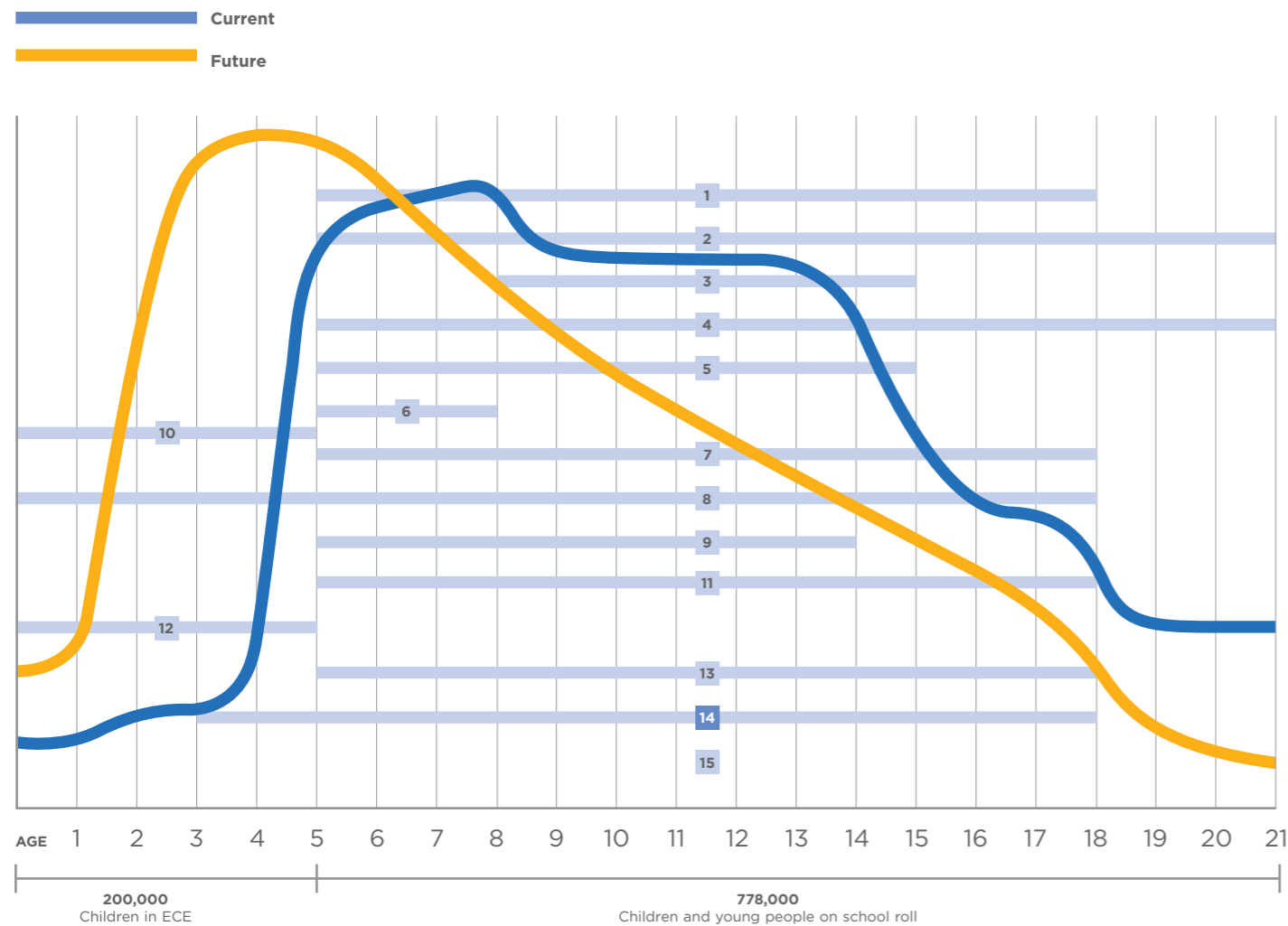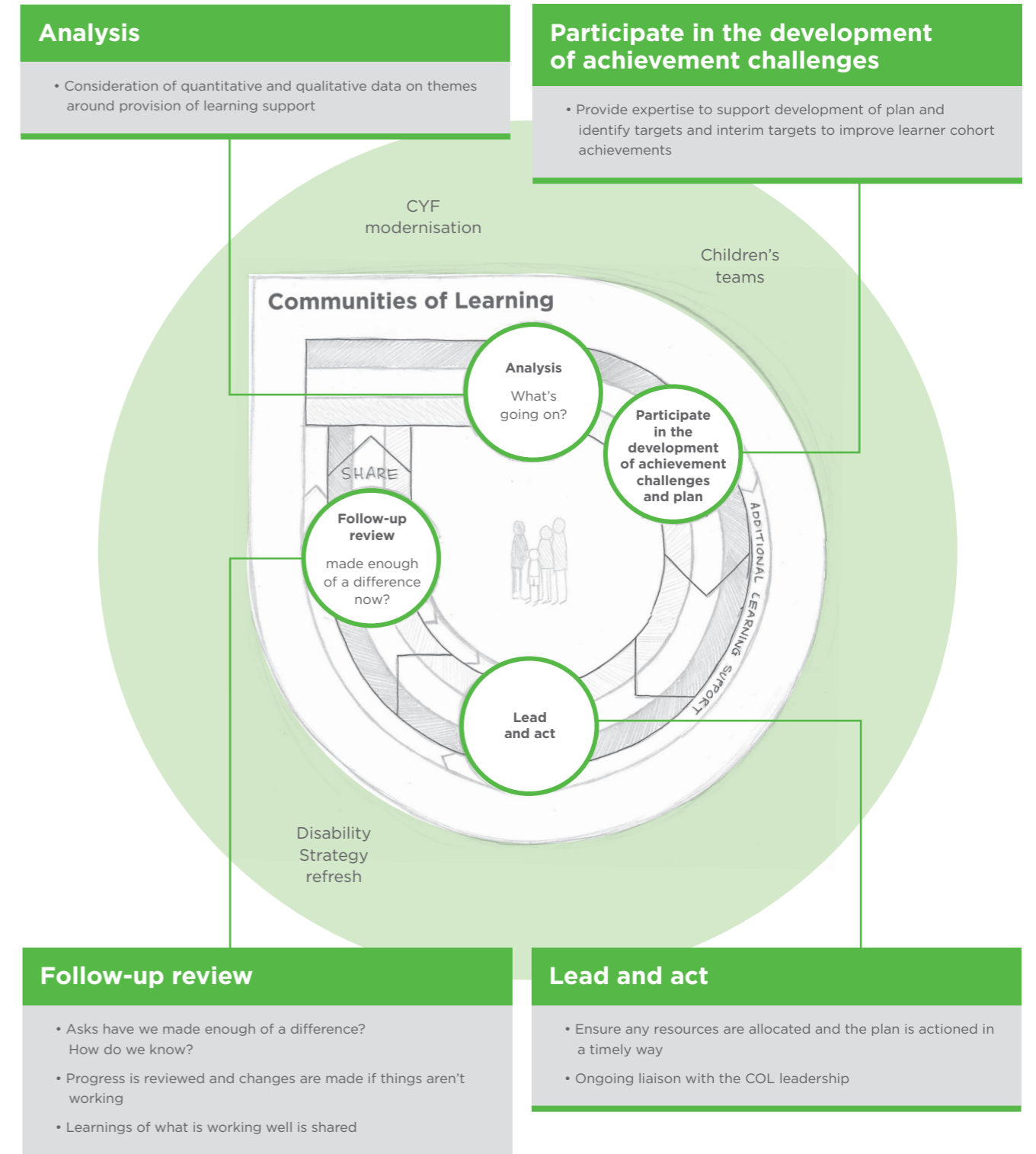
Current
Future

1 High health needs
Provided by Ministry of Education
Age **5-18** | 1168 students | $7.9M

2 Residential and day special schools
In day special schools, the students are predominantly ORS students, and special school funding includes ORS funds
Age **5-21** | 4279 students | $155M

3 Intensive Wraparound Service
Provided by the Ministry of Education
Age **8-15** | 326 students | $13M

4 Ongoing Resourcing Scheme (ORS)
Provided by Ministry of Education and schools
Age **5-21** | 8754 students | $156.3M

5 Severe behaviour service
Provided by Ministry of Education
Age **5-15** | 4049 students | $42.2M

6 Communication service
Provided by the Ministry of Education
Prioritised mostly to ages **5-8** | 6834 students | $19.1M

7 Moderate physical disability physiotherapy/occupational therapy service
Provided by the Ministry of Education
Age **5-18** | 553 students | $3M

8 Hearing services for those not covered by ORS
Ministry of Education services
Provided from **0-18**, with Deaf Education Centres for ages **8-14**
947 students | $1.5M

9 Resource Teachers Learning and Behaviour (RTLB) supported students
Provided by cluster schools
Age **5-14** | 21093 students | $88M

10 Early Intervention Service
Provided by the Ministry of Education
Age **0-5** | 14916 students | $44.39M

11 Assistive technology, specialist assessments, equipment and advice
Provided to schools
Age **5-18** | 1436 students | $7.8M

12 Early childhood equity funding for special needs and non English speaking backgrounds
Provided to ECE centres
Age **0-5** | $13.3M

13 Special Education Grant
Decile and roll based, provided to schools
Age **5-18** | $38.9M

14 Positive Behaviour for Learning School-Wide, Incredible Years Parents, Incredible Years Teachers
Provided by the Ministry of Education and contracted service providers
Age **3-18** | 789 schools (about 270,000 students) | 17768 parents 12038 teachers | $32M (depending on service will be per school, parent or teacher)

15 National study awards
Awarded to successful candidates by the Ministry of Education
$3.2M

AGE 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21

200,000
Children in ECE

778,000
Children and young people on school roll

Note: Services are ranked by intensity of support with 1 the highest and 14 the lowest
1 – 10 are services for indivdual learners
11 – 14 – investments direct to education providers to support individuals and groups
15 – system support

Under our devolved funding model, a third of learning support funding is administered by the Ministry, and two thirds administered by schools and contracted providers. Not all of the services above are provided directly by the Ministry.

Appendix 3: Service Delivery Model – Individual

Trigger notice

Concerns and 'what's going on' questions may come from a range of sources including:

- Teachers and education leaders in early learning centres and schools
- Parent/whānau
- Other agencies and professionals (eg public health nurses, doctors, Children's Teams, NGOs)
- Follow-up reviews may trigger fresh concerns for investigation

Triage and support plan

- New responsibility for the Ministry
- Timely responses to trigger events or notifications
- Initial conversations with the right people with the right information around the 'virtual' table
- Interim resources are allocated and expressed in a learning support plan
- A lead practitioner is allocated as a single point of contact and champion to make sure the plan happens
- Information / support is identified for the parent, whānau and educators

Communities of Learning

TEACHER
CHILD
FAMILY/WHĀNAU

SHARE

TRIGGER NOTICE — WHAT'S GOING ON?

TRIAGE AND SUPPORT PLAN — FOR CHILD, TEACHER AND WHĀNAU

MOE

FOLLOW-UP REVIEW — MADE ENOUGH OF A DIFFERENCE NOW?

LEAD AND ACT

ADDITIONAL LEARNING SUPPORT

Children's teams

Disability Strategy refresh

CYF modernisation

INTENSITY OF SUPPORT
HIGH   LOW

MOE LEAD

SCHOOL LEAD

Follow-up review

- The responsibility of the Lead practitioner
- Asks have we made enough of a difference? How do we know?
- Progress is reviewed and changes are made if things aren't working

Lead and act

- Likely that the Ministry will lead for children with higher intensity support plans, except for those in special or residential schools, and schools will lead for children requiring lower intensity support. There may be variations at some places where SENCOs and RTLB could play a stronger role
- The lead is accountable to ensure resources are allocated and the plan is actioned in a timely way
- The lead maintains ongoing liaison between the child or young person and their learning support team (parent, whānau, educators and any other involved people and professionals)

Service Delivery Model – Community of Learning

Analysis

- Consideration of quantitative and qualitative data on themes around provision of learning support

Participate in the development of achievement challenges

- Provide expertise to support development of plan and identify targets and interim targets to improve learner cohort achievements

CYF modernisation

Communities of Learning

SHARE

Analysis — What's going on?

Participate in the development of achievement challenges and plan

Follow-up review — made enough of a difference now?

Lead and act

ADDITIONAL LEARNING SUPPORT

Children's teams

Disability Strategy refresh

Follow-up review

- Asks have we made enough of a difference? How do we know?
- Progress is reviewed and changes are made if things aren't working
- Learnings of what is working well is shared

Lead and act

- Ensure any resources are allocated and the plan is actioned in a timely way
- Ongoing liaison with the COL leadership

MINISTRY OF EDUCATION
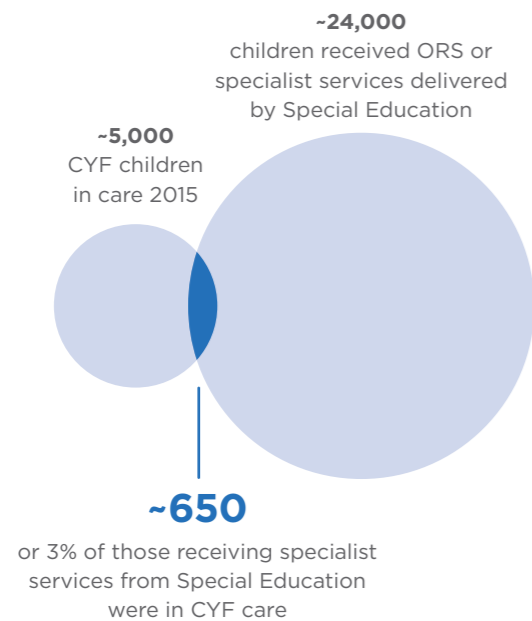TE TĀHUHU O TE MĀTAURANGA

Appendix 4: CYF children in care and those for whom notifications have been received who received specialist education services from the Ministry of Education

An estimated 80,000 to 100,000 children and young people in early childhood education and school receive some form of learning support from either the Ministry of Education or directly from schools and early childhood centres.
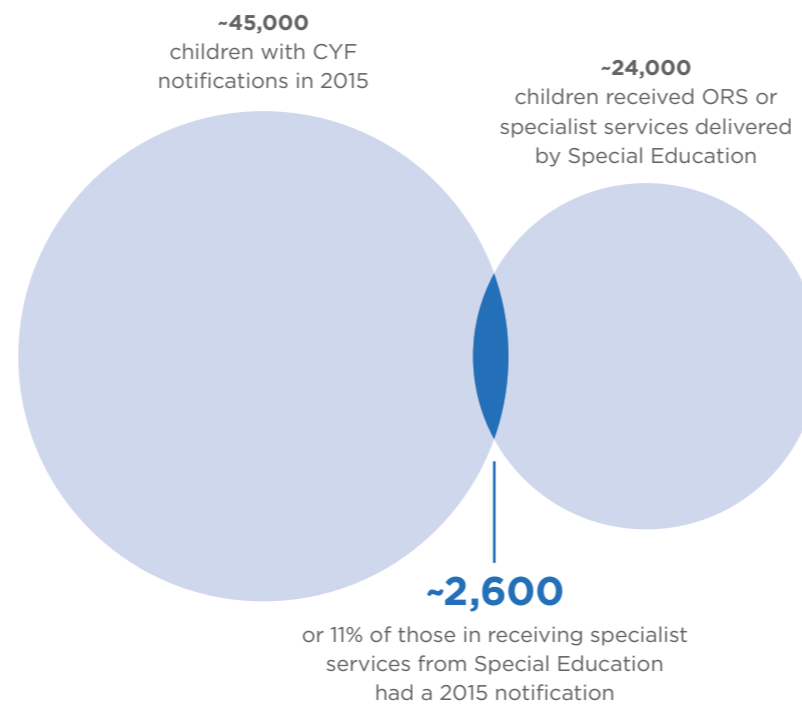
This analysis **only** relates to the overlap between specialist services provided directly by the Ministry (to about 29,000 students) and children in CYF care or with a CYF notification (dataset of 45,000).

School-based support, provided to around 50,000 – 70,000 children and young people, is not captured. It is likely a higher proportion of vulnerable children will be receiving learning support services directly from schools than through the Ministry of Education specialist services.
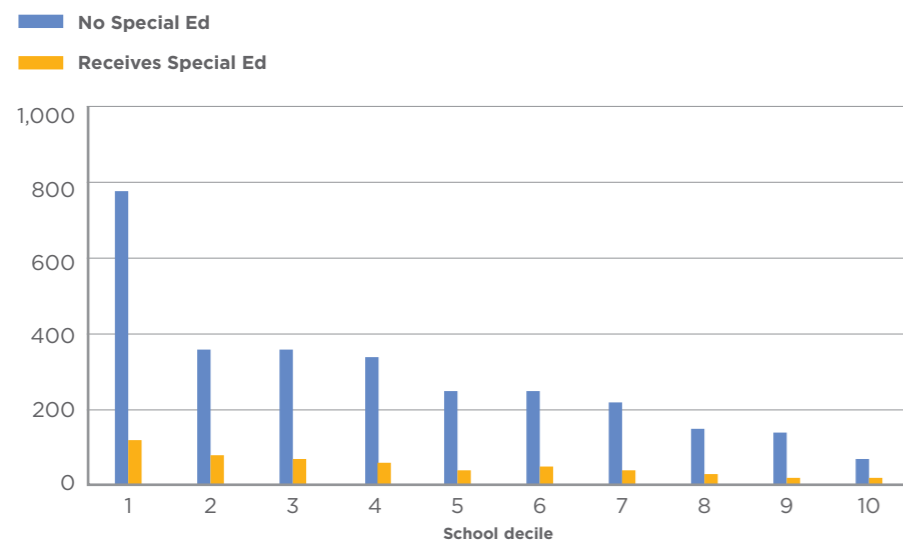
Breakdown of the overlap between CYF and specialist services from Special Education

	In care 2015 (~5,000)	Care and Protection Notifications 2015 (~45,000)
Assessments Youth Offending	9%	3%
Assistive Technology	1%	3%
Behaviour	50%	34%
Communication	8%	16%
Hard of Hearing	0%	2%
Early Intervention	14%	23%
Intensive Wraparound	7%	4%
Physical Disability	0%	1%
High Health	1%	2%
ORS	9%	12%
Total	100%	100%

Early analysis suggests that ~13% of CYF children in care in 2015 also received specialist services from Special Education in 2015

~24,000
children received ORS or specialist services delivered by Special Education

~5,000
CYF children in care 2015

~650

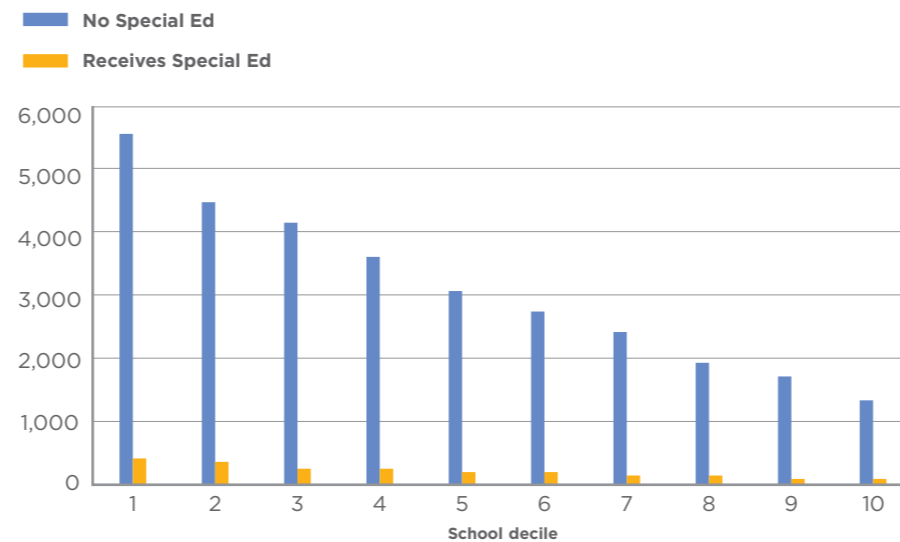or 3% of those receiving specialist services from Special Education were in CYF care

Early analysis suggests ~6% of children with CYF care and protection notifications in 2015 also received Special Education in 2015

~45,000
children with CYF notifications in 2015

~24,000
children received ORS or specialist services delivered by Special Education

~2,600

or 11% of those in receiving specialist services from Special Education had a 2015 notification

Caveat and Limitations

1. This data is a first draft pending more detailed analysis and actual proportions arrived at here may vary in a subsequent iteration.

2. CYF normally receives care and protection notifications for about 60,000 children each year but in our dataset there are just under 45,000. There is a risk that in the missing 15,000 there is a markedly different proportion of children who overlap thus this data could be over or under reporting the extent of the overlap of CYF and children who receive specialist services from the Ministry.

3. The dataset used for this analysis was limited to children for whom an National Student Number (NSN) was able to be matched. This may be contributing to the number of notifications observed and the extent of the overlap in services.

4. School-based support is not captured. Eg. Resource Teaching for Learning and Behaviour (RTLB)

MSD caveat:
The tables supplied to the Ministry of Education were sourced from files intended to support internal modelling at MSD processes. They are not official statistics, and analysis based upon them may not agree with publically released reports or statistics prepared by MSD. In the limited time available MSD has not been able to check details of how the data sets, which are complex, have been combined to produce the MoE analysis.

CYF children in care across school deciles and overlap with Special Education specialist services

- No Special Ed
- Receives Special Ed

School decile

Children with CYF care and protection notifications in 2015 across school deciles

- No Special Ed
- Receives Special Ed

School decile