



Education Report: Further advice on the provisional allocation of the initial tranche of Learning Support Coordinators

To:	Hon Tracey Martin, Associate Minister of Education		
Cc:	Hon Chris Hipkins, Minister of Education		
Date:	1 March 2019	Priority:	High
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Messaging seen by Communications team:	N/A	Round robin:	No

Purpose of report

This paper provides you with further advice on the provisional allocation of the initial tranche of Learning Support Coordinators (LSCs) to clusters taking into account updated information on the implementation of the Learning Support Delivery Model.

Summary

1. You recently received advice on an allocation approach for LSCs using a 1:500 ratio of LSCs to students with priority given to clusters who are implementing the Learning Support Delivery Model (the Delivery Model) (METIS 1174979 refers).
2. You have indicated that you consider the best use of the first tranche of LSCs is to work in schools within a cluster that are either early adopters or making good progress in implementing the new Delivery Model. We currently have 203 clusters covering 1,665 schools, 591 early learning services, and over 534,000 school students at various stages of implementing the Delivery Model. The majority of these are Communities of Learning/Kāhui Ako. This leaves just over 690 state and state integrated schools¹ that are not in any Delivery Model cluster at this point.
3. You indicated that your preferred allocation approach is to provide full allocation to as many of the clusters that we have been working with in implementing the Delivery Model, as far as the resource can be extended. The allocation approach proposed in this report would allocate 613 LSC full-time teacher-equivalents (FTE) across 125 of the 203 clusters implementing the Delivery Model, including 1,042 schools and cover over 306,000 students.

¹ Note this does not include private schools, teen parent units or activity centres

4. There will be a number of schools and clusters that do not receive LSC FTTE through the first tranche implementation. It is likely that some of these schools will consider that they have been unjustifiably overlooked. This could be mitigated to a degree by signalling the intention to seek funding for further tranches from Budget 2020 annually, until the 1:500 ratio is met at a national level. Signalling this intention could form part of the allocation announcement in June.
5. The LSC is an additional resource over and above existing allocations. Regardless of whether or not a schools receives an LSC allocation they will continue to have the discretion to use existing resources to provide a SENCO role. The Ministry will continue to work with schools and clusters that do not receive an LSC allocation in the initial and any subsequent tranches.

Recommended Actions

The Ministry of Education recommends you:

- a. **note** that the provisional allocation of the initial tranche of LSCs distributes 613 LSC FTTE across 125 of the 203 clusters implementing the Learning Support Delivery Model, including 1,042 schools and over 306,000 school students;
- b. **note** that the provisional allocation is based on updated information about Delivery Model implementation and provides broad coverage across a range of contexts;
- c. **note** that the allocation model for the initial tranche will not be supported by some schools and there is a risk they may disengage from implementing the Delivery Model;
- d. **note** that the Ministry will continue to work with schools and clusters that do not receive an LSC allocation in the initial tranche to implement the Delivery Model;
- e. **Note** the intention to seek funding for further tranches from Budget 2020 annually until the 1:500 ratio is met at a national level could form part of the allocation announcement in June;
- f. **discuss** the content of this briefing at your Status meeting on 4 March;
- g. **note** that following discussions we will provide you with advice seeking your decision on the final allocation of the initial tranche of LSCs; and
- h. **agree** that this Education Report is proactively released once you have made final announcements about the allocation of the initial tranche of LSCs.

Noted

Noted

Noted

Noted

Noted

Noted

Noted

Agree Disagree


Katrina Casey
Deputy Secretary
Sector Enablement and Support


Hon Tracey Martin
Associate Minister of Education

3/3/19

Background

1. Cabinet has agreed to fund approximately 600² full-time teacher-equivalent (FTTE) Learning Support Coordinators (LSCs) from the beginning of 2020 [CAB-18-MIN-0526 refers].
2. You recently received a report on two options for allocating the initial tranche of LSCs. The report included the provisional allocation of LSCs to clusters under those options, based on the Ministry's progress in implementing the Learning Support Delivery Model (the Delivery Model) with those clusters as at September 2018 (Metis 1174979 refers). This paper provides an amended allocation based on the agreed allocation approach (Approach A – Intensive) and updated information on implementation progress as at December 2018.

Allocating the first tranche of Learning Support Coordinators

3. The preferred allocation approach enables us to target the initial tranche of LSCs to those clusters that are likely to be in the best position to effectively integrate the LSC role with the Delivery Model. Assessments of a cluster's progress in implementing the Delivery Model include a degree of judgement on the part of the Ministry of Education's regional staff. Progress is dynamic and we would expect, and do see, movement of clusters up and down the implementation stages.

Implementation of the delivery model is progressing

4. There are currently 203 clusters of schools and Communities of Learning/Kāhui Ako (CoL), early learning services and other education organisations that are at various stages of implementing the Delivery Model. This is an increase from 185 clusters in September 2018. These clusters include 1,665 schools and more than 534,000 students of which approximately 128,000 are Māori and 48,000 are Pacific.
5. While these clusters were largely self-selecting they do provide good coverage across a number of key contexts. For example, there are clusters that are representative of:
 - Māori medium kura
 - rural areas
 - high proportions of Māori and Pacific students
 - inclusion of early learning services
 - large and urban schools; and
 - special schools.

Allocation of LSCs builds on and strengthens local support for learning

6. The Delivery Model brings together early learning services, schools and kura in a locality/community to identify and respond to the learning support needs of the children and young people in that area. Building on the Delivery Model, the new LSC role will further bolster the community of provision within an area as well as strengthening capability within schools and kura.

² Note while wording in the Cabinet paper stated approximately 600 FTTE we have since confirmed there are 614 LSC FTTE available to allocate in the initial tranche.

7. The cluster focus ensures that the full range of available expertise and supports are considered when the learning support needs of each child or young person, and the needs of the overall population of children and young people in the cluster are being considered. It enables a more community-based approach to identifying needs and sharing resources across schools, kura, special and residential schools, satellite units and at-risk and learning support facilities. The aim is to make a range of learning support options and settings available for children and young people and their parents, family and whānau.
8. You have agreed that the LSC FTTE will be allocated to clusters currently implementing the Delivery Model with full complements of LSC FTTE being allocated to those furthest along the implementation path. This will ensure that the LSC roles are able to operate with the intended infrastructural and network support that the Delivery Model provides. You have also indicated that it is desirable to see how the role works in different settings and make any refinements before further tranches are implemented. In line with this, clusters have been prioritised by considering implementation progress, proportions of rural schools, and percentage of Māori and Pacific students.
9. In the further refinement of the allocation approach (Approach A – Intensive) we have applied some business rules to ensure fair and equitable distribution of the LSC roles. The first business rule applies a round up – round down rule to the allocation method. For example if a cluster's allocation ends in 0.49 or less we will round down to the nearest whole number. If the number ends in 0.50 or more we will round up to the nearest whole number. The second business rule ensures that any cluster of schools that has a combined roll less than 500 will receive a minimum of one LSC FTTE.
10. The approach taken has resulted in a further provisional allocation that provides broad coverage across a range of settings. This approach would distribute 613 LSC FTTEs to 125 clusters, covering 1,042 schools that include over 306,000 students. The allocation approach leaves one LSC FTTE unallocated. We propose to work with Te Aho o Te Kura Pounamu (Te Kura) to investigate the allocation of this LSC FTTE to one of their four learning support regions to support students who are enrolled through Te Kura's at risk gateway and connect Te Kura to local Delivery Model clusters.
11. The following tables provide an overview of the revised provisional allocation by school type, region, and cluster context for the 125 clusters that would receive LSC FTTE.

School types

Table 1. Distribution of schools across the 125 clusters

Types of Schools	Total Number of Schools	Percentage of total schools in the 125 clusters
Rural schools	338	32%
Māori medium kura	28	2.7%
Special schools	15	1.4%
Alternative Education	39	3.7%
Teen Parent Unit	13	1.2%
CoL members	942	90%
Total Schools	1042	N/A

Table 2. Numbers of schools in the 125 clusters by decile³

Decile	1	2	3	4	5	6	7	8	9	10	99
No of Schools	100	109	122	107	104	109	102	107	91	89	2
No of students	26516	28698	34636	31993	30911	33064	31580	32753	25459	30406	57

12. Higher decile secondary schools tend to receive more LSC FTTE by virtue of their larger size. Annex 1 provides detail on the higher decile (decile 8-10) secondary schools that generate more than 2 LSC FTTE for their cluster. Annex 1 also provides data on the distribution of LSCs, schools, and early learning providers across the 125 clusters that would receive LSC FTTE.
13. Eight of the 15 Sensory school/satellite units are part of a cluster. Of these seven of the eight are part of a cluster that will receive an LSC allocation. Neither of the core schools for Deaf Education are part of a cluster. The core school for the Blind and low vision, and the one satellite for this group are both part of a cluster that receive an LSC allocation.

Regional coverage

14. The allocation model and associated business rules provide a balanced allocation across regions. Table 4 provides a summary of LSC role numbers and proportions relative to regional proportions of total student rolls for the 125 clusters. Annex 2 provides a view of LSC allocation across the country.

Table 4. Allocation of LSC roles across education regions compared with distribution of total student roll

Allocation distribution by MoE Region	No of LSC roles	Percentage of LSC roles (rounded)	Regional roll	Percentage of total roll (rounded)
Tai Tokerau	34	6%	31,009	4%
Auckland	150	24%	283,640	35%
Waikato	92	15%	73,529	9%
Bay of Plenty/Waiariki	70	11%	62,089	8%
Hawke's Bay/Tairāwhiti	18	3%	40,311	5%
Taranaki/Whanganui/Manawatu	32	5%	53,255	7%
Wellington	60	10%	94,839	12%
Nelson/Marlborough/West Coast	21	3%	28,873	4%
Canterbury/Chatham Islands	74	12%	96,742	12%
Otago/Southland	62	10%	50,604	6%
Total Allocation	613	100% (approx.)	814,891	100% (approx.)

³ Decile 0 and 99 count as other classes of schools e.g. Private Schools

15. Table 5 shows the distribution of the numbers of clusters and schools in those clusters, broken down by education regions.

Table 5. Distribution of the 125 clusters that would receive the allocation of LSC FTTE under this model

Allocation distribution by MoE Region	No of Clusters	No of Schools in Clusters
Auckland	17	140
Bay of Plenty / Waiariki	11	102
Canterbury/Chatham Islands	14	121
Hawkes Bay/Tairāwhiti	5	35
Nelson/Marlborough/West Coast	3	35
Otago/Southland	25	172
Tai Tokerau	9	65
Taranaki Whanganui Manawatu	9	84
Waikato	22	182
Wellington	10	106
Total	125	1,042

16. This allocation also gives a good distribution of student numbers including Māori and Pacific students. Table 5 shows the breakdown of student numbers across the 125 clusters compared against national proportions.

Table 5. Distribution of key cluster contexts

	Number of students	Percentage of total number of students in the 125 clusters	Percentage of national distribution
Number of students	306,073	n/a	37.6%
Māori	83,983	27%	23.2%
Pacific	30,791	10%	10%

17. Variation between clusters is high. Clusters vary in size from three to 21 schools and from less than 300 to nearly 9,000 students. The cluster with the most students has 8,879 students across eight schools, while the smallest cluster has just 246 students across five schools. There are two clusters with 21 schools each, the largest of these has 8,197 students and there are seven clusters with three schools. The smallest of these has 350 students. Annex 3 provides two scenarios of a large, mainly urban cluster and a small rural cluster.

We recommend further refinements to the allocation method

18. We initially proposed using a formula of 1:500 ratio of LSCs to students per school/kura to allocate the initial tranche of LSC FTTE. Since then we have been looking at ways to ensure that we get the same outcome but have a robust, transparent and fair allocation formula.

19. We now propose that we use the same allocation formula that is used for allocating the within school teacher roles in CoLs. The benefit of this approach is that it is proven to work well (it has been in operation for the last four years), it is understood by most schools in CoLs and allocates almost exactly at the 1:500 ratio that we are proposing.
20. The formula uses the total number of students in the final number of clusters that will receive the first tranche of LSC roles to establish a baseline; currently the total is 306,073. We then divide the total number of students in the cluster by the overall total and multiply that result by the number of roles available (614). The cluster's allocation is then either rounded up if above 0.50 or down if below 0.49 to the nearest whole number. The formula in practice would look like this:

$$\frac{\text{Total No of students in Cluster A - 2755}}{\text{Total students in all clusters receiving Tranche One roles 306,073}} \times 614 = 5.52 \text{ or 6 when rounded up.}$$
21. This approach provides a more transparent allocation model which takes a more cluster based, population focused approach. If you are comfortable with this allocation approach for tranche one we will use it to provide you the final allocation of roles for your approval. We have tested this approach against earlier allocation approaches and the results are largely the same for each cluster.

Employment arrangements for LSCs within clusters

22. We have previously provided you with advice on the implementation of the LSC role including a draft role description that reflects the findings of the Select Committee Inquiry to improve identification and support for children and young people with dyslexia, dyspraxia, and autism spectrum disorders, engagement feedback on the draft Disability and Learning Support Action Plan, and our review of key studies on special education needs coordinators (SENCO) in New Zealand schools (METIS 1176526). As you have agreed, we will soon be testing the draft role description with key stakeholders (METIS 1176526 refers).
23. It is intended that each LSC will be a full time position dedicated to the role and employed by a single school. There is a general expectation that where a school in a cluster generates a full LSC FTTE that school would be the employing school for that LSC.
24. However, it will ultimately be up to the schools in a cluster to determine the best employment arrangement for the cluster. The nature of employment settings across education means that schools have the autonomy to make decisions about the employment arrangements that best suit them.
25. Regardless of the approach taken by clusters, all LSCs will be expected to work as set out in the final role description, including working with other LSCs across the cluster and connecting with a range of supports through the Delivery Model. We will provide you with further advice on possible mechanisms for ensuring that the LSC role works as intended at a system level.

Potential sector reactions to initial tranche allocation

26. There are likely to be a range of reactions to the allocation of the first tranche of LSCs. There is a risk that some schools consider that they are not receiving the support they need and either refuse to participate in or begin to disengage from implementing the Delivery Model.

The allocation model may not be supported by some schools that miss out on an LSC allocation in the initial tranche

27. It is likely that some schools will not support the allocation approach. This may be because they think they have been overlooked, excluded, or not invited to participate in the Delivery Model development, and therefore the LSC allocation process, because they are not in a cluster or CoL. Other schools may perceive that their level of need is higher than schools that have received a LSC and that the allocation approach does not recognise the real level of need.
28. This may be exacerbated in situations where schools that face significant levels of challenge may not have been in a position to join a cluster and are therefore at a further disadvantage with the implementation of LSC roles. Such schools may become reluctant to engage in the Delivery Model, particularly if they believe that they already have a robust learning support approach within their school.
29. Similarly, schools in CoL or clusters that have missed out on an LSC allocation may disengage in implementing the Delivery Model due to a perceived lack of support, particularly if they see themselves as being very similar to other clusters which have received LSCs.
30. Although the allocation across regions generally aligns closely with student proportions at a national level, some regions may consider they are underserved in terms of LSC FTTE distribution in this first tranche given their proportion of national student numbers or of the known level of need across their student population. In these situations clusters in these regions that have not been allocated LSCs in the initial tranche may become frustrated.

Some clusters may struggle to fill their LSC allocation

31. In addition, a number of clusters and some regions are likely to be allocated large numbers of LSC FTTE. For example, the Upper Hutt Cluster generates an allocation of 16 LSC FTTE. This has the potential to put additional pressure on an already tight teacher labour market. Where larger clusters, or clusters with larger schools, generate several LSC positions they may find they struggle to recruit sufficient registered teachers to fill the allocation, particularly where there are more LSCs than schools in a cluster. There may be opportunities in these cases for the schools to agree to defer some of their LSC FTTE until a later tranche. This could enable them to manage the recruitment and embedding of a large number of new roles over a longer period and freeing up some roles to enable LSCs in additional schools/clusters in the initial tranche.

The Ministry will continue to support clusters and schools to implement the Delivery Model

32. We will continue to work with clusters and schools who do not receive LSCs in the initial tranche to support them to prepare for or progress their implementation of the Delivery Model.
33. This will include a focus on helping clusters to develop and implement learning support registers as this has been shown to be crucial component of bringing schools together to understand and respond to the learning needs of their students and to accelerate implementation of the Delivery Model.
34. The Ministry will also look to support cluster facilitation for schools who have strong learning support approaches but are not yet working as part of a cluster. The Ministry has a contract for region-based specialist change management resources to support the rollout of CoL. This resource could be utilised to help schools form clusters and accelerate the Delivery Model implementation.

35. There is a range of existing recruitment supports available to help schools to recruit teaching staff. Some of these may be suitable to help clusters recruit LSCs and we will investigate their appropriateness and report back when the initial tranche allocation is finalised.

Ministry comment and next steps

36. As a result of this analysis and your feedback we believe that the proposed allocation approach, based on level of readiness, proportions of rural area schools, and percentage of Māori and Pacific students is the most appropriate way to allocate this first tranche of 614 LSC FTTE. It is important that we take a system view. The Delivery Model takes a locally focused approach and looks at improving all parts of the system of support for students with disabilities and additional learning needs. The LSCs need to be a critical part of that system, and those clusters actively implementing the model are best placed to support them in undertaking that role.
37. It will be important to ensure that clusters who do not receive LSCs through this tranche are adequately supported to accelerate their preparation for and progress in implementing the Delivery Model. Regardless of whether or not a schools receives an LSC allocation they will continue to have the discretion to use existing resources to provide a SENCO role. The Ministry will look at how best to support clusters to develop learning support registers, or begin forming clusters and implementing the Delivery Model.
38. We would like to discuss this updated provisional allocation on 4 March. Subsequent to this we will finalise the allocation and develop communications and supporting material for an announcement on the allocation of the initial tranche of LSCs, currently proposed to take place in early June.

Proactive Release

39. It is intended that this Education Report is proactively released once you have made final announcements about the allocation of the LSC FTTE. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Annexes

- Annex 1: LSC allocation views
Annex 2: Distribution of Delivery Model and provisional LSC allocation across the country
Annex 3: Cluster scenarios

Annex 1. LSC allocation views

Table showing the breakdown of decile 8 – 10 secondary schools in the 125 clusters that generate 2 or more LSC FTTE.

Name of High School	Decile	Allocation of LSC FTTE generated by school
Howick College	8	4.1
Palmerston North Boys' High School	8	3.5
Rangiora High School	9	3.3
Cambridge High School	9	2.9
Western Springs College	8	2.8
Green Bay High School	8	2.6
Rototuna Junior High School	10	2.4
Palmerston North Girls' High School	8	2.4
Albany Junior High School	10	2.4
Newlands College	9	1.8
Wakatipu High School	10	1.8
Darfield High School	9	1.6
Albany Senior High School	10	1.6
Kavanagh College	8	1.5
Aquinas College	8	1.5
Grand Total	132	36.2

Chart showing LSC distribution across clusters who have received LSC FTTE under this provisional allocation for tranche 1.

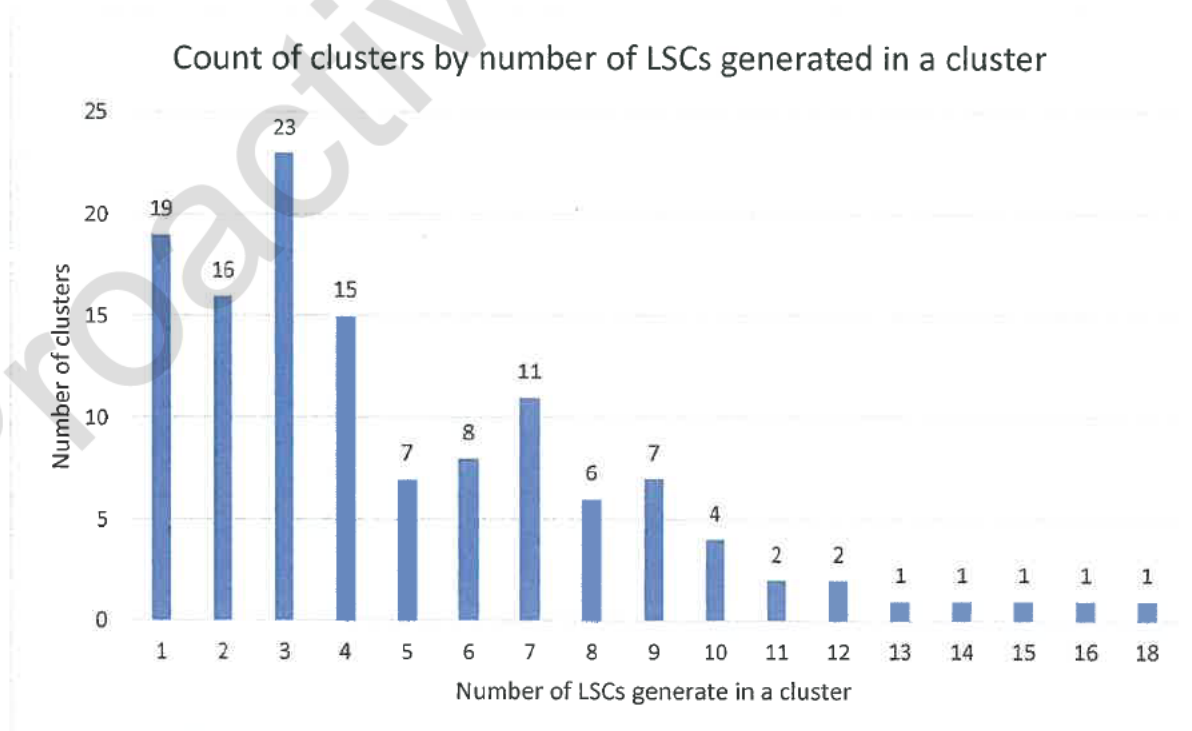


Chart showing the distribution of cluster size across clusters who have received LSC FTTE under this provisional allocation for tranche 1.

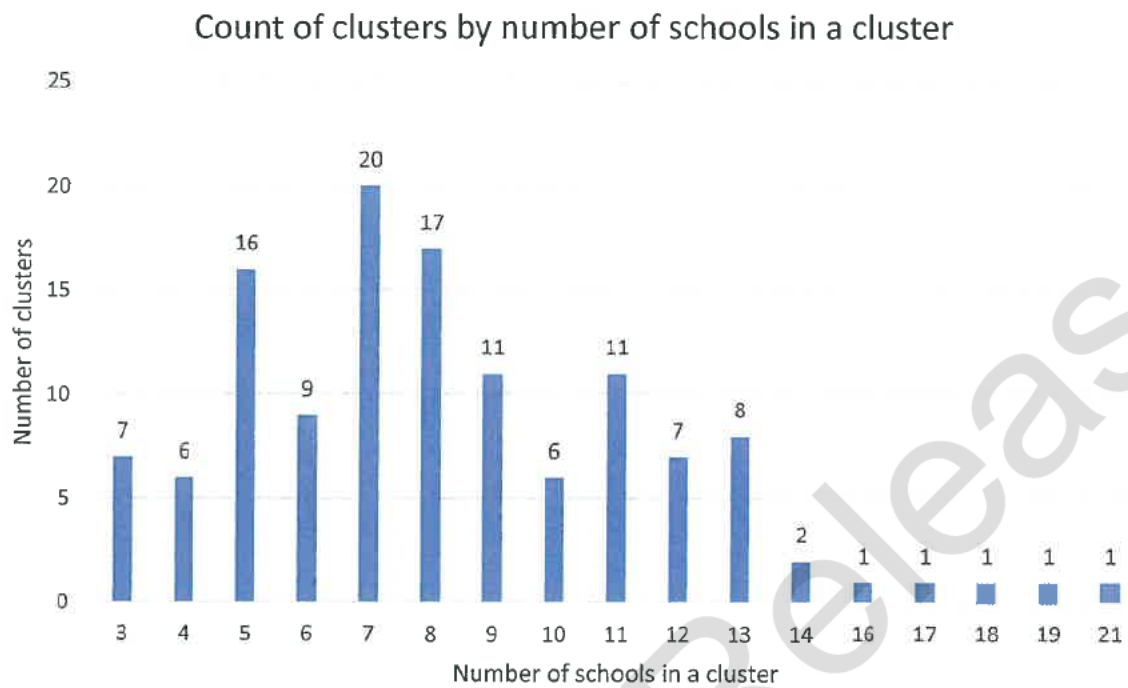
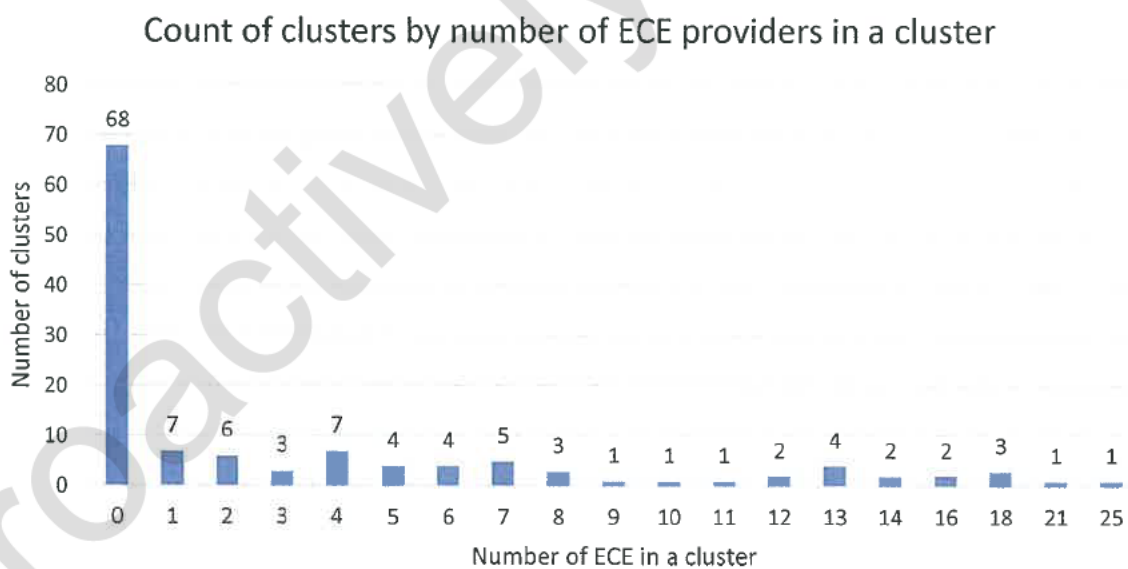
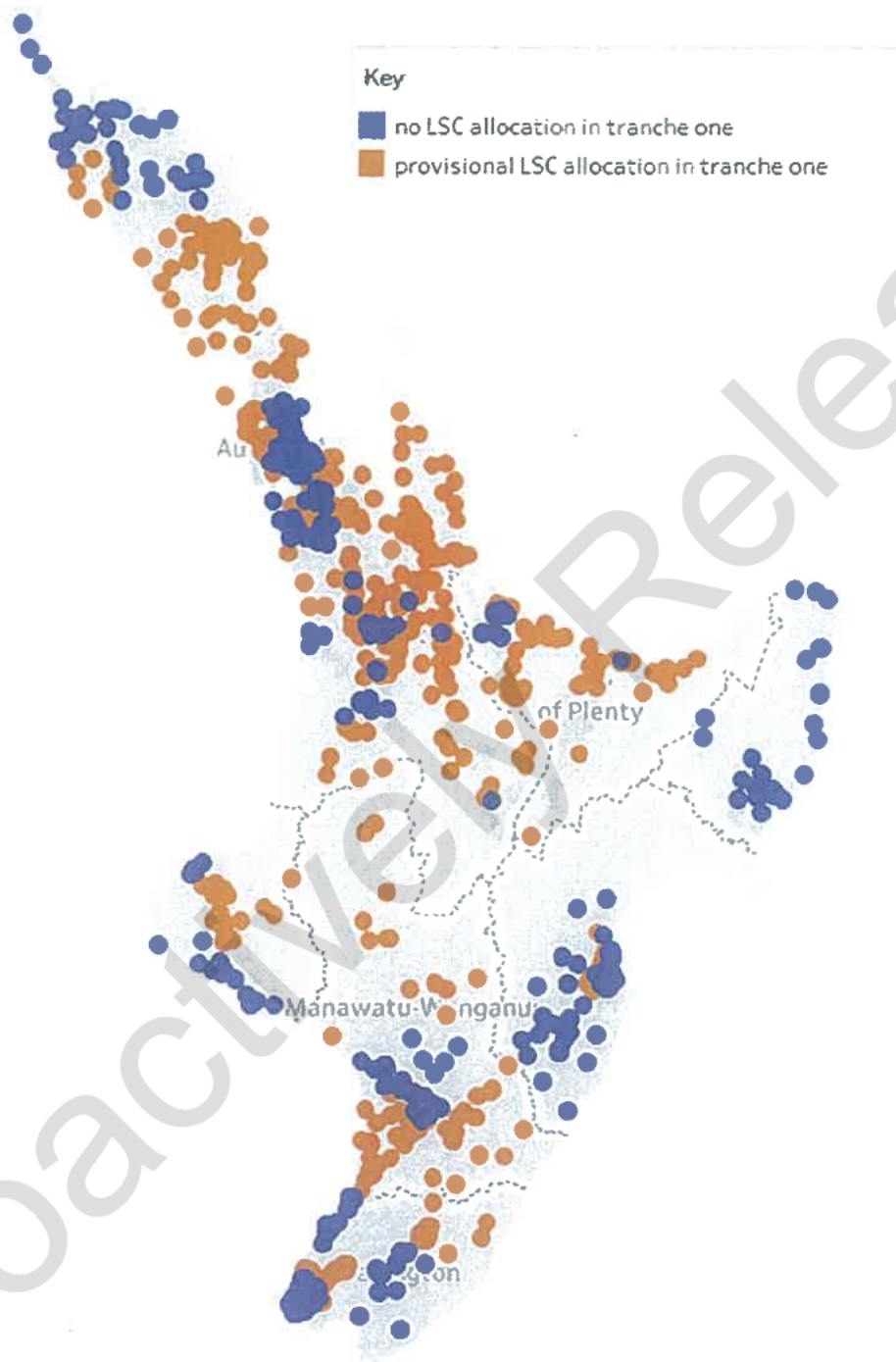


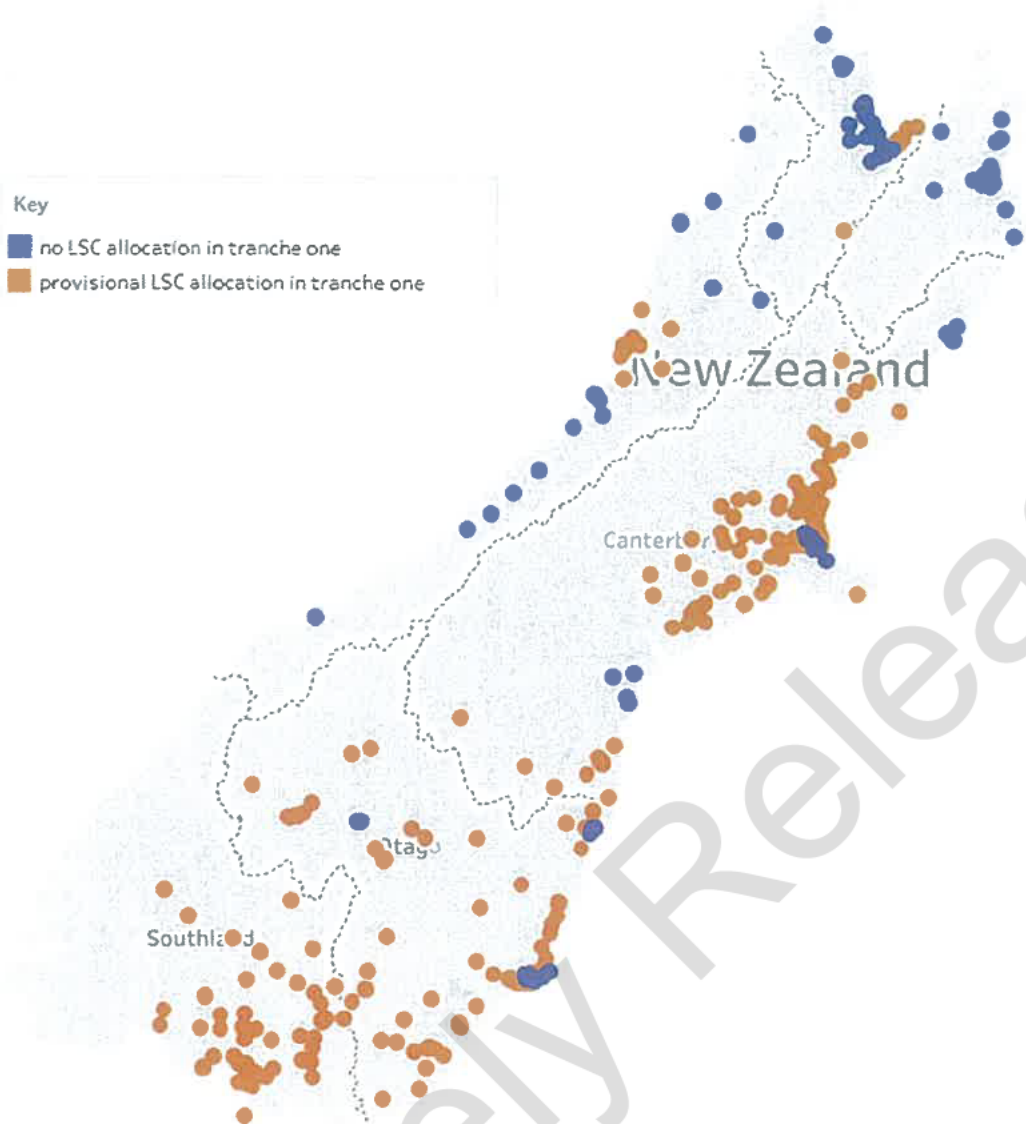
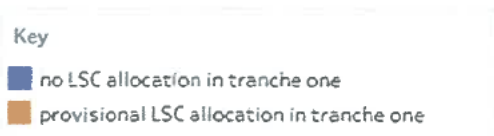
Chart showing ECE provider distribution across clusters who have received LSC FTTE under this provisional allocation for tranche 1.



Annex 2: Distribution of Delivery Model and provisional LSC allocation across the country

The following maps show the distribution of schools that are part of Learning Support Clusters that are implementing the Delivery Model. The maps are differentiated by those that are part of a cluster that would receive LSC FTTE through the first tranche rollout based on the allocation approach set out in this paper and those that are not.





Annex 3. Cluster scenarios

Scenario 1 - Upper Hutt Cluster

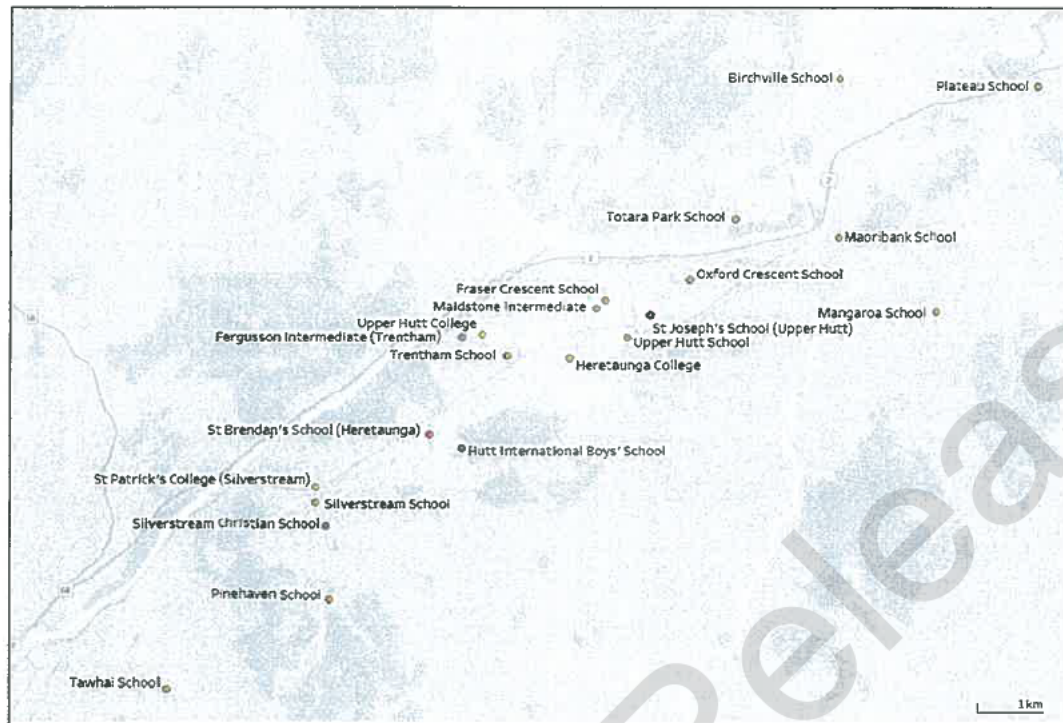
The Upper Hutt Cluster is a non – Communities of Learning/Kāhui Ako cluster. The cluster has made reasonable progress in implementing the new Delivery Model. It is comprised of 21 schools that are located in a generally urban area. These schools include 8,197 students and will generate 16 LSC FTTE to be able to be used across the 21 schools.

Table 1. LSC FTTE allocation for Upper Hutt Cluster

Name of School	Roll	LSC FTTE Allocation (Approach A)
Birchville School	194	0.39
Fergusson Intermediate (Trentham)	490	0.98
Fraser Crescent School	279	0.56
Heretaunga College	768	1.54
Hutt International Boys' School	649	1.30
Maidstone Intermediate	461	0.92
Mangaroa School	118	0.24
Maoribank School	75	0.15
Oxford Crescent School	297	0.59
Pinehaven School	254	0.51
Plateau School	174	0.35
Silverstream Christian School	24	0.05
Silverstream School	521	1.04
St Brendan's School (Heretaunga)	274	0.55
St Joseph's School (Upper Hutt)	414	0.83
St Patrick's College (Silverstream)	716	1.43
Tawhai School	388	0.78
Totara Park School	309	0.62
Trentham School	426	0.85
Upper Hutt College	1002	2.00
Upper Hutt School	364	0.73
Totals	8197	16.41 (16 rounded down)

The Upper Hutt Cluster is a good example of a large (both student roll and number of schools) cluster that will receive a large number of LSC FTTE to be able to use across the 21 schools. This cluster also illustrates good coverage of the education pathway through schooling.

Map showing Upper Hutt Cluster – An example of a large, predominantly urban, cluster of schools



Scenario 2 - Hokianga Community of Learning

The Hokianga Community of Learning is well on the way to implementing the new Delivery Model. As a result of that and the size of their cluster their proposed allocation will generate one LSC FTTE to use across their Community of Learning.

Table 2. LSC FTTE allocation for Hokianga Community of Learning

Hokianga Community of Learning	School roll	Allocation generated by schools in approach A
Broadwood Area School	78	0.2
Kohukohu School	56	0.1
Matihetihe School	31	0.1
Omanaia School	38	0.1
Opononi Area School	155	0.3
Rawene School	97	0.2
Te Kura o Hata Maria (Pawarenga)	23	0.0
Totals	478	1.0 (Rounded up from 0.9)

The Hokianga Community of Learning shows how small clusters with small school rolls do not generate significant FTTE. In this scenario the Hokianga Community of Learning would need to consider carefully how it was to best utilise their one LSC role. This is compounded by the geography of the area as can be seen in the map below.

Map showing Hokianga Community of Learning – An example of a rural Community of Learning with distance and geographic barriers. Travel between the furthest geographically distant schools in this cluster takes approximately 1.5 hours and includes a ferry crossing, or 2.5 hours if the ferry was not available.

