



Education Report: Responding to the impact of COVID-19 on learning: further advice on tutoring and expanding Te Kura Summer School

To:	Hon Chris Hipkins, Minister of Education Hon Jan Tinetti, Associate Minister of Education		
Date:	26 August 2022	Priority:	High
Security Level:	In Confidence	METIS No:	1294324
Drafter:	Terah Clifford	DDI:	463 7025
Key contact and number:	Helen Walter	DDI:	439 5444
Messaging seen by Communications team:	No	Round robin:	No

Purpose of report

This paper presents advice on implementing additional supports for secondary students whose learning has been disrupted by COVID-19 and other winter illnesses throughout the 2022 school year.

Summary

1. We will move at pace to implement supports in term 4 and propose a staggered roll-out of interventions building on those things that can be implemented more immediately and incorporating other interventions as they are stood up.
2. The immediate intervention is to expand a number of existing community-led programmes continued or re-started quickly across the country to support Māori and Pacific NCEA students. These are all programmes that have either been run previously or are currently running.
3. At the same time, we will expand the cap on places in Te Kura's dual tuition summer school by 500 places.
4. Next, we propose to move quickly to establish a panel of tutoring providers that would reach a much larger proportion of the student population. The panel would initially make services available to schools with students from years 7 – 13 as early as possible in term 4. Combined with NZQA's recent shifts to year-round NCEA awards, this will offer some opportunities to those being assessed for NCEA this year while also providing some support across a wider range of students.
5. We intend to establish the panel so that (subject to funding) it could be continued for the medium term or longer if it proves effective.

6. Allocation of tutoring support will be distributed via Ministry regional offices using the EQI to weight resource to schools with greater proportions of disadvantaged students. Schools will be given a nominal allocation with funding held by the Ministry's regional offices and paid out to schools after receipt of invoices for services purchased. Schools will decide which students are offered the service.
7. While the primary use of the funding will be to access tutoring services, we recognise that some students and schools may not be able to access tutoring from the panel providers, or tutoring offered by these providers may not be fit for purpose for them. Schools in these situations, for example, those in isolated and remote communities, will need flexibility to use funding to purchase other types of support for their students.
8. Bespoke solutions need to be available for Māori-medium and kaupapa Māori settings. The tutoring market has very limited capability to meet the needs of Māori-medium ākonga, the minimum of which is fluency on te reo Māori and knowledge and understanding of *Te Marautanga o Aotearoa*. A more viable option for Māori-medium learners is to provide funding directly to kura and wharekura who are best placed to maximise the limited pool of people available to them to support their learners.
9. We also propose to hold back a portion of the funding which would be used by Ministry regional offices to purchase tutoring for non-enrolled students. These young people are extremely disengaged from education and are not connected to a school. Access to small group tutoring could help them overcome their hesitations about re-engaging in schooling and support them to catch up on learning opportunities they've missed while not enrolled. We propose to hold back enough funding to purchase tutoring for approximately 3,000 non-enrolled learners.
10. There are some significant risks to the timeline to establish the panel of tutoring providers. In particular, if we receive a large number of proposals from potential providers, we may need more time to evaluate tenders and select the panel members.
11. The Ministry will need to increase the resources in the regional teams in order to administer the tutoring. The Ministry will manage this through reprioritising underspends in our departmental funding in the current financial year.
12. 9(2)(f)(iv) [Redacted]
13. 9(2)(f)(iv) [Redacted]
14. 9(2)(f)(iv) [Redacted]

Recommended Actions

The Ministry of Education recommends that you:

- a. 9(2)(f)(iv) [Redacted]

b. **agree** to the Ministry progressing the following proposals:

- i. expand, continue, and quickly re-start community-led programmes across the country to support Māori and Pacific NCEA learners in term 4 this year;
- ii. expand the cap on Te Kura summer school enrolments by a further 500 places;
- iii. procure additional tutoring services for students in years 7-13 from term 4 this year and term 1 next year

Agree / Disagree
Minister of Education

Agree / Disagree
Associate Minister of Education

c. **note** that there are a large number of non-enrolled students that could also benefit from additional support, but who are not currently connected to a school to arrange tutoring for them

Noted
Minister of Education

Noted
Associate Minister of Education

d. **agree** to set aside some resource to provide tutoring for approximately 3000 non-enrolled students. The Ministry regional teams would work with providers to make this available directly to these students through fit-for purpose services

Agree / Disagree
Minister of Education

Agree / Disagree
Associate Minister of Education

e. **agree** to discuss these proposals with the Minister of Finance, given the quantum of funding needed

Agree / Disagree
Minister of Education

Agree / Disagree
Associate Minister of Education

f. **note** that the Ministry will need to reprioritise underspends in our departmental appropriations to ensure the regional teams have the resources to manage the tutoring initiative

Noted
Minister of Education

Noted
Associate Minister of Education

g. **note** that making up for the impact of COVID on learning across schooling will require an ongoing focus, in addition to the initiatives put in place for Term 4 2022 and Term 1 2023

Noted
Minister of Education

Noted
Associate Minister of Education

h. 9(2)(f)(iv)

Agree / Disagree
Minister of Education

Agree / Disagree
Associate Minister of Education

Proactive Release Recommendation

- i. **agree** that the Ministry of Education release this Education Report in full once final decisions have been made.

Agree / Disagree
Minister of Education

Agree / Disagree
Associate Minister of Education



Andy Jackson
Deputy Secretary
Te Puna Kaupapahere

26/08/2022

Hon Chris Hipkins
Minister of Education

__/__/__




Hon Jan Tinetti
Associate Minister of Education


28/08/2022

Background

1. On 5 August 2022, the Ministry of Education (the Ministry) provided advice on high-level options for responding to the impact of COVID on learning (METIS 1292771 refers). You asked for more detailed advice on implementing two of the options:
 - a. tutoring;
 - b. expanding Te Kura summer school enrolments for secondary students.

9(2)(f)(iv)



6. 9(2)(f)(iv)
- 

Overview of proposals

7. The following table summarises the estimated costs for each element of the support package:

Initiative	\$m
<i>Non-Departmental expenses</i>	
Extension of existing tutoring Māori and Pacific students	2.237
Increased limit for Te Kura summer school dual enrolments	0.351
Additional tutoring services for students in years 7-13 (Term 4 2022 and Term 1 2023) ¹	16.400
Tutoring for non-enrolled students	1.013
Total	20.000

Expanding existing tutoring/mentoring contracts held by the Ministry

8. The Ministry has identified a number of community-led programmes that are able to be expanded, continued, or re-started quickly across the country to support Māori and Pacific NCEA learners. These are all programmes that have either been run previously or are currently running.

¹ Includes flexible resourcing for kura

9. Altogether these programmes would support approximately 2,245 Māori and Pacific learners across the country during Term 4 2022, for an estimated cost of \$2.237 million. These programmes include some supporting Māori-medium learners, and some supporting English-medium learners.
10. The programmes identified give pastoral and academic support to learners using:
 - a. Wānanga
 - b. Noho marae
 - c. Exam revision
 - d. Workshops
 - e. Tutorials and homework centre
 - f. One on one mentoring and
 - g. Community study spaces.
11. Because these are community-based supports, each programme targets the specific needs of Māori and Pacific students in that community. The communities these programmes reach, to different extents, cover:

Porirua / Tawa	Southland - Murihiku	Tauranga
Whangarei	Ōtautahi	Tokoroa
Hamilton	Lower Hutt	Oamaru
Palmerston North	Taupō	Dunedin
Tamaki Makaurau	Balclutha,	Taita
Te Hiku	New Plymouth	Blenheim

Additional Te Kura dual- enrolment summer school places

12. In addition to funding tutoring, the Ministry suggests expanding the cap on the number of Te Kura dual-enrolment summer school places available to for student in Years 11-12 who need to undertake additional study over the 2022-2023 summer term before returning to school in 2023. This option would support students who need to achieve a small number of credits to attain NCEA. However, support for ākonga in kaupapa Māori and Māori medium settings in limited.
13. There is an existing gateway into Te Kura that enables short-term enrolments over the summer break between Terms 4 and 1 for students who need to earn additional credits or specific internal standards to complete an NCEA Level. Students may register for a maximum of 12 credits at any one time through this gateway. This gateway is normally limited to 1000 students per year.

14. The cap on this gateway was expanded in 2020 as part of the initial response to the pandemic, but uptake was lower than anticipated. This option relies on students knowing what standards they need to enrol in to pursue their pathway and having the technology, time and space to do so. This means it could pose greater barriers to access for disadvantaged students.
15. In the 2020/21 summer school a total of 1909 ākonga enrolled, 441 of whom enrolled via the dual enrolment summer school gateway. The current 1,000 limit on dual registrations in the Te Kura enrolment policy is for ākonga planning on returning to school the following year, who want to stay enrolled at their current school. Historically 1,000 has been an ample limit to accommodate these students. In 2020/21 summer school there were 441 of this type of enrolment nationwide, even though there was an increased cap on enrolments to 4,000. However, we are aware that this year, achievement of NCEA standards is lower than compared with the same point in past years, and that the package of NCEA qualification related COVID responses is less generous than in 2020 and 2021. Accordingly, we think it is possible that there will be a larger group of students needing to undertake a small number of standards to complete NCEA Level 1 or Level 2 before returning to school next year.
16. Te Kura has confirmed that it has capacity for an additional 500 places.
17. There is a well-established and quick process to increase Te Kura summer school enrolments through gazetting a change to the enrolment policy, following approval by the Secretary for Education. The gazetting process takes about 2-3 days.
18. We consider that increasing the cap by 500 places would be sufficient to meet any additional demand. If registrations received during term 4 indicate that demand exceeds this number then it could be increased further. We have estimated costs based on enabling an additional 500, 1000, or 1500 places in the Summer School for students in Years 11-12:

Additional number of student places	One subject	Two subjects
500 (preferred option)	\$0.2m	\$0.4
1000	\$0.4m	\$0.7m
1500	\$0.5m	\$1.1m

Procuring additional tutoring services

There is evidence to support tutoring as an effective intervention

19. Providing tutoring as a targeted intervention has been used extensively internationally to support students who have experienced significant disruption to their learning. It can be deployed relatively rapidly, is school-based and can be provided in addition to regular school.
20. Evidence suggests tutoring can have a positive impact on student learning, over the medium term, when done right – i.e. when tutors are well trained, there is sufficient

frequency and intensity of tutoring, and small group sizes are used. The optimum impact appears to be achieved from short, regular sessions².

21. Although one session a week can help students, a substantial positive difference can be measured when students engage in at least three sessions per week.³ Larger effects on more 'at risk' students are consistently being found. Tutoring groups of 2 to 4 students are less expensive to run than one-on-one tutoring but retain many of the benefits. Once tutoring sessions expand to include more than four students, research begins to show diminishing results.
22. However, tutoring will not be the most effective or appropriate response to lost learning in every case. Other countries' experiences of tutoring demonstrate challenges including:
 - a. tutoring does not necessarily reach the regions and students who need it the most;
 - b. there are sometimes barriers for parents engaging in tutoring and summer schools – and particularly for students who are already disadvantaged; and
 - c. tutoring is an unregulated market, and no particular qualifications or experience are required to become a private tutor, meaning that attention must be paid to assuring quality of tutoring services.
23. Private tutoring services in New Zealand tend to be used by learners from high socio-economic backgrounds, which is a different audience to the group we would be targeting in responding to COVID. These programmes also tend not to cater for learners in kaupapa Māori and Māori medium education settings.
24. If schools, ākonga, and whānau don't see themselves in the service provided or don't have confidence that the service will be supportive of them, they will be less likely to engage. For the provision of tutoring to be effective, it will be important, therefore, to ensure that considerable effort is put into raising awareness of the need for such supports and how such a service could benefit the students who most need it.
25. Tutoring is unlikely to be viable at the scale intended for Māori medium ākonga, due to the relatively small number of tutors available in the tutoring market who are capable of teaching in te reo, and who have sufficient familiarity/awareness of *Te Marautanga o Aotearoa*.
26. Schools in isolated and remote areas would likely also struggle with a lack of available tutoring services.
27. These considerations have informed the implementation approach outlined below.

Implementation approach

28. Successful implementation will require any offered intervention to place minimum compliance cost on service providers, schools, students and their families and whānau. Ease of participation needs to be balanced with sufficient safeguards to achieve a high quality of service and effective use of government's investment.

² Education Endowment Foundation. (2021). *One to one tuition: High impact for moderate cost based on moderate evidence*. Retrieved from <https://educationendowmentfoundation.org.uk/education-evidence/teaching-learning-toolkit/one-to-one-tuition>

³ Abdul Latif Jameel Poverty Action Lab. (n.d.). *Designing an evidence-based tutoring program: A guide to core principles*. Retrieved from https://ccee-ca.org/wp-content/uploads/2021/06/MIT-JPAL-Tutoring-Best-Practices-for-California_.pdf

29. We believe this can be achieved through a process in which:
- a. The Ministry's regional offices would hold the funding and schools are given a nominal allocation of tutoring resource to help with lost learning opportunities
 - b. We use the equity index to target the allocation schools receive to schools with greater proportions of disadvantaged students (the proposed approach to targeting is outlined further below).
 - c. The Ministry establishes a panel of tutoring providers that schools can choose to engage and offer to their students most in need and for whom tutoring would provide an effective learning support.
 - d. Schools are given some flexibility to use their allocation of tutoring resource in other ways where necessary - tutoring by panel providers might not be available in some areas, eg the far North, or may not be an effective support for their students.
 - e. Schools would know their nominal allocation. The tutoring firms would invoice the Ministry. If schools choose to employ a different intervention, they would invoice the Ministry. This will ensure that we are able to account for how the funding has been used and that it is used in ways that match the intent of this initiative – to provide tutoring services wherever possible.
 - f. We consider that the best approach for Māori-medium learners is to provide funding directly to kura who will use people across their community to support their learners. Kura would be allocated resource reflecting their year 7-13 learners based on the Ministry's funding formula. They are best placed to maximise the limited pool of people available to them to support their learners.
30. We recommend setting aside resource to provide tutoring for approximately 3000 non-enrolled students. The Ministry would work with providers to make this available directly to these students through fit-for purpose services. This will align with the wider work underway in the Attendance Strategy.
31. We estimate that additional resource will be needed in the Ministry's regional teams for 6 months to initiate and manage this initiative. This would cover:
- a. Actively managing the allocation, including moving allocations across schools where the first school doesn't need the full allocation.
 - b. Processing invoices, reporting and monitoring.
 - c. Trouble-shooting.
 - d. Liaising with the wider team for unenrolled students for whom this service could assist with a return to school.
32. The Ministry will redirect underspends from our existing departmental baseline to ensure the regional teams have the capacity to manage this initiative.

How to target tutoring resource to schools

33. For this initial stage, we recommend that tutoring is made available to students from years 7 – 13. This age range captures those students seeking to attain NCEA this year, who have less time to overcome the impacts of COVID on their learning. It also captures students in years 7 – 8, where we traditionally see a drop-off in progress against the curriculum, and those in years 9 – 10, who have made the transition into secondary

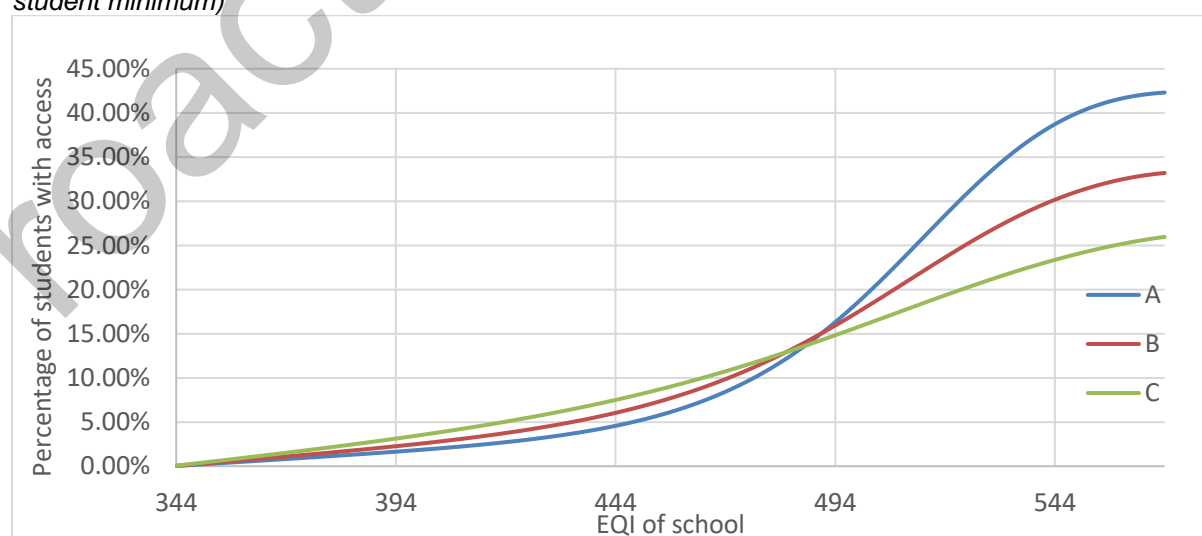
schooling during a very disrupted period, and who are moving into a period of high-stakes assessment starting in year 11.

34. We will also come back to you with options for supporting schools to provide effective catchup learning in years 1-6, over a longer timeframe.

Targeting by school socio-economic disadvantage

35. A key question is how heavily to weight the resource allocation for the level of disadvantage as determined by the Equity Index (EQI).
36. International evidence suggests that lost learning opportunity caused by the pandemic compounds existing inequity in the system – learners who are already disadvantaged are impacted more severely. Accordingly, assistance should be weighted towards schools that have more students with socio-economic barriers to educational achievement. The EQI provides a means to do this at a school level.
37. For the purposes of the analysis below we have assumed that tutoring costs the same per student regardless of socio-economic barriers, but that the proportion of students in a school needing free tuition through this initiative increases with the school's equity index value.
38. We've also assumed that all schools with students in Year 7 and above receive at least enough allocation to provide 30 tutoring sessions to four students, plus a level of resource that varies with the EQI. Schools would need to determine the most effective and equitable allocation of tuition resources among their students.
39. For illustrative purposes, the following graph shows three options for how steeply the percentage of Year 7-13 students with access to the funded tutoring could increase with the EQI, excluding the four-student minimum per eligible school or kura. We have assumed a total level of available funding of \$16.4 million which includes direct funding to be provided to kura (from the \$20.0 million pool, minus the allowance for the Te Kura summer school expansion, expanding or re-starting existing community programmes in Term 4, and an allocation for non-enrolled students, to be managed by Ministry regional offices).

Figure 1. Percentage of Year 7-13 students able to access tutoring (in addition to 4-student minimum)



40. A similar number of students has access to tutoring under each option (the gaps between the lines are not a fair indicator of differences in the *number* of students with access, because schools with more socio-economic barriers tend to be smaller). Option A would provide access to tutoring for over 40% of Year 7-13 students in schools with the most socio-economic barriers to educational achievement. Options B and C provide access for fewer students in these schools, and more access in schools with fewer barriers.
41. If a minimum funding amount (enough for four students to have 30 tutoring sessions) is set it results in much higher percentages (some over 100%) than are shown in the graph, in schools with only a few Years 7-13 students. These schools tend to be small and isolated and so the resulting high rate of funding per student would compensate for any associated challenges in arranging tutoring for these schools.
42. If you wished to offer greater access to students at schools in the middle of the EQI range, within the same budget, one option is to exclude schools with the fewest socio-economic barriers from eligibility.
43. We can use existing advisory groups to test the assumptions in this model and assess the options for targeting following those discussions. We will provide further advice with a recommended approach to targeting.

Criteria for tutoring contracts

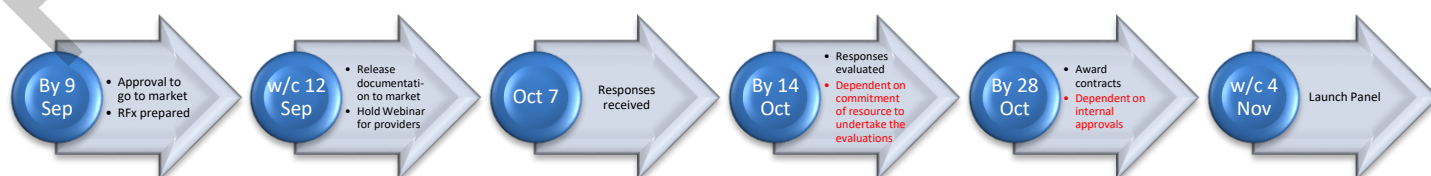
44. To enable a rapid roll out while also ensuring high-quality tutoring services, we will outline what providers will need to demonstrate (the preconditions) in order to progress through the procurement process. The preconditions will be as clean, concrete and clear as possible to enable quick decision-making while also being robust enough to ensure quality providers are included on the panel of providers.
45. Given timeframes, we propose giving priority to:
 - a. existing structures such as community-based tutoring/mentoring schemes that currently target the groups we are trying to reach through this intervention⁴.
 - b. larger tutoring businesses that have high familiarity with NZC and NCEA and have significant experience in tutoring and accelerating the types of learners who will be targeted.
 - c. registered teachers – those who have recently retired, for example, or relievers. These are likely to automatically meet the preconditions.
46. The type of provider we want to engage is one that has clear policies/processes to support the quality of delivery, and also has experience in supporting the types of learners we want to target (or can pivot effectively to do so). The challenge will be that many private tutoring services cater to gifted or high decile learners looking to elevate their progress. However, for this initiative, we want to have a focus on accelerated learning and providers will be required to work with a much broader range of learners and will need experience in culturally responsive pedagogy, particularly for Māori and Pacific learners. We would expect them to understand Te Tiriti and its application to teaching and learning. Additionally for providers of services to kura, we need fluent te reo Māori speakers and experience with *Te Marautanga o Aotearoa* and other key curriculum documents for kaupapa Māori and Māori medium settings.

⁴ Examples of such programmes include Auckland University's Buchanan programme, Pūhoro STEM academy and Amanaki STEM academy in Palmerston North.

47. We would prioritise face-to-face delivery first but explore using online tutoring where no other options are available.
48. The service provided should reflect the evidence about effective provision noted above:
 - a. *Dosage* – Three, 1-hour long sessions a week for a period of 10 weeks in Term 4 or 2022 (as this becomes available) or Term 1 2023.
 - b. *Ratio* – tutoring groups are made up of a maximum of 4 students per 1 tutor.
49. An initial question must be whether providers have sufficient capacity or could quickly scale their capacity while maintaining the quality of tutoring. All would be required to have a current Child Safety Check.
50. As part of our delivery model, we will also look into how schools and Te Mahau will work together to set up the relationships between schools and providers. This may include working with a range of educational settings, such as Youth Centres, to ensure that we are getting the coverage we need.

Procurement process and timeline

51. The criteria above will allow us to assess the capability and capacity of the providers and establish a panel that can deliver tutoring services through a one stage procurement process.
52. The panel will be established as an open panel that will allow the Ministry to bring on board new providers that meet the capability and capacity criteria as the need is further developed and gaps in provision of serviced identified.
53. It would be best to confirm funding is available before we go to market. Although the panel will not promise any volume of work to the providers, it would create a reputational risk for the Ministry if we approached the market to invest time and effort in responding if there was no funding in place. However, while it is less desirable, it would be possible to commence market engagement before there is certainty about the funding, in order to have a panel launched early in Term 4. The timeline outlined below has a start date of 2 September, with the panel being launched in the week commencing 24th October – 1 week after the start of Term 4. It is unlikely we could have joint Minister approval for the funding before 9th September, and possibly later.
54. To give providers sufficient time to respond to our process while moving as quickly as possible, we have developed the timeline for procurement as follows:



Risks

55. The capacity of the market to provide services of sufficient quality in time for roll out in term 4 is unknown. The greatest risks are likely to be around meeting needs of disadvantaged students and students with additional learning needs, lack of access in rural areas, lack of access for kaupapa Māori and Māori medium learners need for culturally responsive/appropriate tutoring.
56. There are some significant risks to the timeline to establish the panel of tutoring providers. In particular, if we receive a large number of proposals from potential providers, we may need more time to evaluate tenders and select the panel members.
57. More autonomy over the use the resource will be appropriate for Māori-medium contexts. However, other schools may not choose to use the tutoring services on offer and seek flexible funding which reduces the Ministry's ability to monitor and evaluate the effectiveness of the interventions.
58. If the pay-rate for tutoring is higher than a reliever teaching rate, relievers may choose tutoring over relieving and schools and kura could have a very hard time finding relievers over the fourth term if we have things up and running by then.

Financial implications

59. The following table summarises the estimated costs for each element of the support package:

Initiative	\$m
<i>Non-Departmental expenses</i>	
Extension of existing tutoring Māori and Pacific students	2.237
Increased limit for Te Kura summer school dual enrolments	0.351
Additional tutoring services for students in years 7-13 (Term 4 2022 and Term 1 2023)	16.400
Tutoring for non-enrolled students	1.013
Total	20.000

60. 9(2)(f)(iv)

Next steps

61. 9(2)(f)(iv)

62. 9(2)(f)(iv)