



Briefing Note: 2021 Early Learning Action Plan monitoring and evaluation

To:	Hon Chris Hipkins, Minister of Education		
Cc:	Hon Jan Tinetti, Associate Minister of Education Hon Kelvin Davis, Associate Minister of Education Hon Aupito William Sio, Associate Minister of Education		
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Purpose of Report

This briefing provides you with:

- Information on the first of three reports the Ministry and ERO are jointly delivering which monitor and evaluate progress on the Early Learning Action Plan (ELAP).
- An A3 summary (attached) showing how existing measures for the ELAP tracked in 2021.

Summary

- At the June 2021 ELAP stocktake strategy session, 13 indicators were identified and endorsed to measure progress across quality, equity, and parental choice.
- Three reports on the indicators which monitor and evaluate progress on the ELAP will be produced by the end of 2023.

Recommendations

It is recommended that you:

- a** note that the Ministry and ERO are jointly delivering three ELAP monitoring and evaluation reports based on the 13 indicators agreed to by the Ministry and ERO.

- b **note** that the A3 summary attached is the first of the three reports, showing how existing measures for the ELAP tracked in 2021.
- c **agree** the A3 summary be published on the Education Counts website in late June 2022. The specific date will be confirmed with your office. A copy of reactive communications is attached to this briefing.

☒ **Agree** ☐ **Disagree**

- d **agree** this briefing is released once considered.


☒ **Agree** ☐ **Disagree**



Nancy Bell

Hautū Te Mahau
| Te Tai Runga

25/5/22



Ruth Shinoda

Education Review
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27/5/22



Hon Chris Hipkins

Minister of Education

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Background

1. At the June 2021 ELAP stocktake strategy session (the strategy session), the Ministry and ERO jointly committed to delivering ongoing monitoring and evaluation reports for the ELAP.
2. Thirteen indicators were identified to measure progress across the ELAP. These relate to the quality of early learning provision, equity for learners, parental choice of service type and teaching workforce. These indicators and measures were endorsed at the strategy session.
3. Three reports on the 13 indicators, to monitor and evaluate progress on the ELAP's goals, will be produced by the end of 2023. These are:
 - a. The attached A3 summary which uses existing measures to show progress in implementation of the ELAP during 2021.
 - b. 2022 year-end report with a fuller set of measures, including nuanced data extraction and analysis.
 - c. 2023 year-end report with a complete set of new and existing measures and full data triangulation.
4. The full set of monitoring and evaluation reporting will be published publicly. Reporting will include existing measures as well as new measures, which will require further development. Annex 1 provides you with a high-level summary of these indicators and measures.

The A3 summary of ELAP measures for 2021

5. The A3 summary uses data collected in 2021 from existing Ministry collection methods, including data from the ECE Census, ELI and FIRST. As most of the measures for the A3 summary are based on previous public releases of 2021 data, they do not align perfectly to the indicators and goals of ELAP. Therefore, these measures only provide a provisional understanding on how the indicators are tracking.
6. The summary includes 2020 comparatives alongside the 2021 data. We note both years were impacted by COVID-19.
7. Key findings from the A3 summary, for each of the goals and the enabler of workforce, and their respective indicators are outlined below:

a. Quality

- i. **Quality teachers**
The majority of early learning teachers were qualified – 70% overall; with 66% qualified in Education and Care, and 94% in kindergarten.
- ii. **Adult: child Ratios**
The average adult:child ratio for:
 - under 2-year-olds was 1 adult to 3.7 children.
 - 2-year-olds and over was 1 adult to 6.6 children.

While the average adult to child ratio gives an indication of the direction of this ratio, it does not reflect ratios in individual services. Consideration is

being given to how adult to child ratios could be better collected, measured, and reported that reflect future regulated ratios.

iii. **Non-complying services**

- There were 1,222 breaches of licensing criteria in 143 licensed early learning services, which were placed on provisional licenses.¹
- "Health and safety" was the most common breach (42% of total breaches).
- Education and Care services had the highest number of non-compliant services (97 Education and Care services).
- The Ministry analysed overall trends and themes from provisional licences. This information was used to inform the work of Ministry licensing staff and to provide targeted communication to the early learning sector.

b. **Equity**

i. **Enrolments**

- Enrolments in licensed early learning services and the Correspondence School increased 2% from 2020, to 194,697.
- Enrolments for mokopuna Māori increased 3% from 2020 (to 46,873 enrolments), compared to a half percent increase in population.²
- Enrolments for Pacific children fell 1% from 2020 (to 14,605 enrolments), compared to a 1.1% increase in the population.
- The percentage of children aged 3 who were enrolled in ECE increased from 86% in 2020, to 87% in 2021.
- The percentage of children aged 4 who were enrolled in ECE increased from 91% in 2020 to 92% in 2021.³

ii. **Participation Intensity**

- The Participation Intensity Measure (PIM) is the percentage of children, across the population of children in New Zealand, attending an early learning service for 10 hours or more per week on average, across 52 weeks of the year.
- Because the PIM is calculated as an average, it does not capture the detail of a specific learner's attendance patterns. For example, if they had 80 hours for the first ten weeks and then 0 for the following 42 (out of 52 weeks of the year).
- The PIM also does not take into account or remove time that children spent in COVID-19 related lockdowns or isolation periods during 2021 (Annex 3 refers).

1 The count of unique services that had been placed onto a provisional license was 141. The total number of services on provisional licenses was 143 because two services were placed on a provisional license twice in 2021. The total number of non-compliance exceeding the number of services is because ECE services can be non-compliant in one or more areas.

2 Based on estimated resident population from Stats NZ Infoshare, table: National ethnic population projections by age and sex, 2018(base)-2043
Population based on total number of Maori/Pacific people in 0-4 age group, in 2020 and 2021.

3 Based on estimated resident population from Stats NZ Infoshare, table: National ethnic population projections by age and sex, 2018(base)-2043.
Population based on total number of people in aged 3 and 4 groups, in 2020 and 2021

c. **Choice**

i. **Availability by service-type**

- Children aged 1: In 42% of ECE services there were wait times for children (up from 30%). Education and Care had the highest percentage of services with wait times (52%).
- Children aged 4: In 40% of ECE services there were wait times for children (an increase from 33%). Kindergarten had the highest percentage of services with wait times (64%).
- Occupancy rates, the measure of how full ECE services are, were greatest in kindergartens (83%), followed by Education and Care services (77%) with playcentres having the lowest (53%).⁴

ii. **Availability by location**

- All 16 geographic regions had an increase in the proportion of services with waiting times for children aged 1 and 4.

iii. **Language setting**

- Between 2020 and 2021, for bilingual and immersion services:
 - Te Reo Māori services (not Kōhanga Reo) increased to 57, from 56.
 - Kōhanga Reo decreased to 434, from 444.
 - Pacific languages services decreased to 96, from 118.
 - Asian languages services increased to 45, from 35.

d. **Workforce- Size of workforce**

- i. The number of qualified and unqualified teachers increased.
- ii. Qualified teachers increased by 6%, from 21,836 in 2020 to 23,133 in 2021.
- iii. Unqualified Teachers increased by 14%, from 8,640 in 2020 to 9,852 in 2021.

New Measures for 2022 ELAP indicators

8. The Ministry is currently working on developing three new measures as part of the 2022 year-end report. These measures will be included in the 2022 year-end report along with the existing measures used in the A3 summary. The new measures include:
- a. **Teacher retention rates:** collected through ECE census, this measure will provide a greater understanding of entry into the early learning teacher workforce, turnover and leaving rates.
 - b. **Availability by hours:** this measure will provide greater understanding of the number of services with an hourly or daily operational model, such as sessional or full day services.
 - c. **Measure of participation in quality services:** the definition and data used for this measure is being considered by the Ministry and ERO. This measure has not been included in the A3 summary of existing measures and will now be included in the 2022 report.

⁴ Home-based services are not included in measures of occupancy rates.

9. The Ministry will need to develop a range of further measures for the 2023 reports. Development of these will begin in the second half of 2022.
10. ERO is developing new tools and measures for monitoring ELAP in 2022. This will include a suite of surveys for kaiako, whānau and peak bodies, and a tool for gathering compliance and quality judgement data from their regular reviews of services. These tools will produce new measures that will contribute some preliminary data to the 2022 report, with more robust baseline data ready for the fully triangulated 2023 report.

Prioritisation needed to develop new ELAP Measures

11. To monitor and evaluate ELAP on an ongoing basis the Ministry will need to dedicate resources to the development of new measures and reporting; as well as for technology and services required to collect and store new data.
12. These new measures will allow the goals to be tracked, where we currently do not have sufficient data to accurately track progress towards the goals. For example:
 - a. **Retention rates** – will help understand when staff in each service move employment to a different service or leave the teaching workforce.
 - b. **More precise adult:child ratios** – will help better understand the ratios to track progress against future regulated ratios for two year olds.
 - c. **Parent fees** – will help understand the cost of accessing ECE for parents. There is potential to look at affordability in the future if data is linked into the IDI.
13. The measures being developed for monitoring and evaluating ELAP will likely have uses beyond this work programme. For example, the objectives and tracking of ELAP will help contribute to understanding progress against the National Education Learning Priorities (NELP). The measures will also inform policy decisions by providing greater understanding of the needs of providers, kaiako and whānau. How new measures can inform other work programmes will be better understood and considered as they are developed.
14. The Ministry is considering ways to resource this work and the timeframe for delivery. In the meantime, we will identify other possible data sources to create a picture of the current state against the goals, which can be augmented with the new measures over time.
15. The Ministry and ERO will provide you with an update later this year to signal manageability on the new indicators for 2023.

Next Steps

16. The A3 summary will be circulated to ECAC members and then published on Education Counts in late June.
17. An update on the ELAP monitoring and evaluation work will be provided to you at the July Strategy Session for the ELAP.
18. The Ministry and ERO will continue to engage on ELAP, and work to deliver the 2022 and 2023 reports.

Annexes

- Annex 1: ELAP High Level Indicators and Measures
- Annex 2: ELAP A3 Summary
- Annex 3: Early Learning Participation – EWU 14 October 2021
- Annex 4: Reactive Communications

ELAP High Level Indicators and Measures

Key areas needing development: **quality teaching**, **affordability** and **workforce**

Measures in **colour** are not available and will need to be developed.

Pink indicates high development cost, **orange** medium cost, and **blue** low cost. Some costs will be one-offs and others ongoing.

	Indicator	Measures for first report (end 2022)	Additional measures subject to funding for second report (end 2023)
Quality	Quality teachers	Teacher qualifications	PLD undertaken
	Adult:child ratios	Average adult:child ratios	More precise adult:child ratios
	Quality teaching	Akanuku judgements Akarangi judgements Kaiako survey	
	Non quality	Noncomplying services	
Equity	Participation	Participation rates (enrolment, intensity)	Proportion accessing 20 hours free
	Equity of quality	Participation in quality services Kaiako survey Peak body survey	
Choice	Language setting	Number of immersion services	
	Affordability	Whānau survey	Fees
	Availability	Availability by type, location, hours Whānau survey	
Workforce (enables quality, equity and choice)	Teacher pay		Regular remuneration survey
	Supply	Size of workforce	
	Retention	Retention rates (under development)	
	Teacher wellbeing	Kaiako survey	

All of these measures will be split by Māori, Pacific, students with additional needs, regions and service types where possible.

Glossary

Kaiako survey – covers all licensed service types. Will survey working conditions, wellbeing, qualifications, PLD

Peak body survey – ECAC participants. Sector level questions: quality of provision, equity of access, demand for staff

Whānau survey – covers families with children at all licensed service types. Will survey satisfaction, availability, affordability.

Akanuku – reviewing for accountability purposes

Akarangi – external and internal evaluation for ongoing improvement

Proposed priority ranking

We have produced a proposed priority ranking based on the impact of the development of the new measures.

Pink indicates high development cost, **orange** medium cost, and **blue** low cost. Some costs will be one-offs and others ongoing.

1. Fees (MoE)
2. Akanuku data extraction tool (ERO)
3. Akarangi data extraction tool (ERO)
4. Regular remuneration survey (MoE)
5. Kaiako survey (quality and equity) (ERO)
6. Whānau survey (equity and choice) (ERO)
7. Peak bodies survey (supply) (ERO)
8. PLD data from Teaching Council (MoE)
9. Proportion of children accessing 20 hours (MoE)
10. More precise adult:child ratios (MoE)

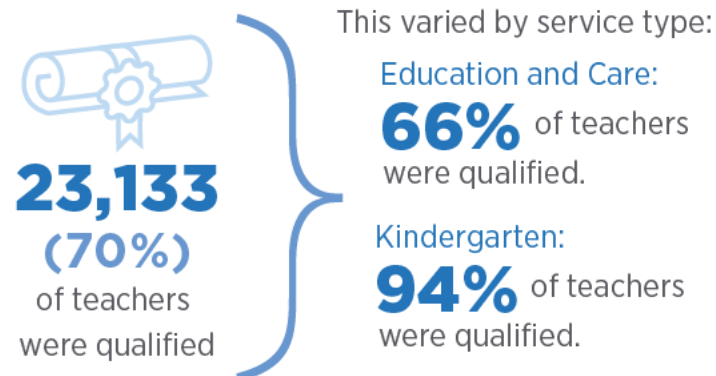
THE EARLY LEARNING ACTION PLAN

- HOW DID MEASURES TRACK IN 2021?

QUALITY

QUALIFIED TEACHERS

The majority of teachers were qualified:



In the medium-term, regulations will require change to require 80 percent of teaching staff in all teacher-led services to be qualified teachers. In addition, where children are grouped in separate spaces, at least one qualified teacher will be located with each group¹.

1. Regulation for the proportion of qualified teachers is based on the number of staff hours required to meet adult:child ratios (known as regulated ratio hours) and the proportion of these hours worked by certificated teachers.

ADULT:CHILD RATIOS

The ELAP intends to improve the regulated ratios of adults to children in teacher-led centre-based services. For under 2 year olds the regulated ratio will improve to 1 adult to 4 children, from 1 adult to 5 children. For 2 year olds this will improve to 1 adult to 5 children, from 1 adult to 10 children.

The average ratio gives an indication of ratios across the sector. This is measured at the busiest time during the week of the annual census of ECE services

The average adult:child ratio was:



2. The Ministry does not currently report on the average adult:child ratio for just 2 year-olds.

NON-COMPLYING SERVICES

143 licensed early learning services were issued provisional licences³. Of these services, there were **1,222** breaches of licensing criteria placed on the licences⁴.

Of services placed on provisional licenses, Health and Safety was the most common breach.

Overall, the service-type for early learning services placed onto a provision licence was:

Overall, the service-type for non-compliant licensed early learning services was:



3. The count of unique services that had been placed onto a provisional license was 141. The total number of services on provisional licenses was 143 because two services were placed on a provisional license twice in 2021. The total number of non-compliance exceeding the number of services is because ECE services can be non-compliant in one or more areas.

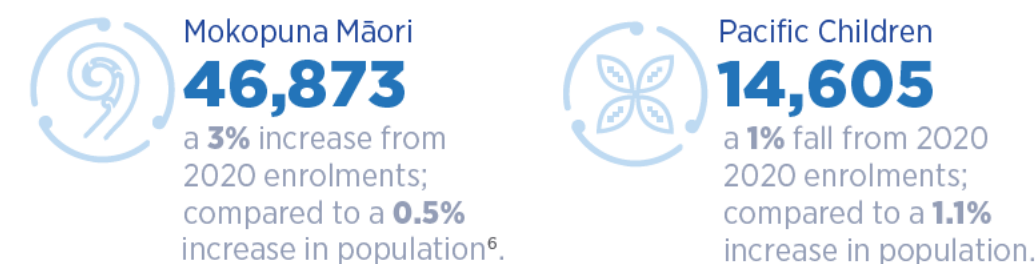
4. Services can breach licensing criteria(s) but will not necessarily be placed on a provisional license. As such, the total number of breaches of licensing criteria exceed what is included in this reporting.

EQUITY

ENROLMENTS

Enrolments in early learning services increased in 2021.

There were **194,697** enrolments in licensed early learning services and the Correspondence School, a **2%** increase from 2020⁵. However this was down **4%** from 2017. 2021 enrolments included:



5. Types of licensed services include Education and Care, Home-based, Kindergarten, Kōhanga Reo and Playcentre.

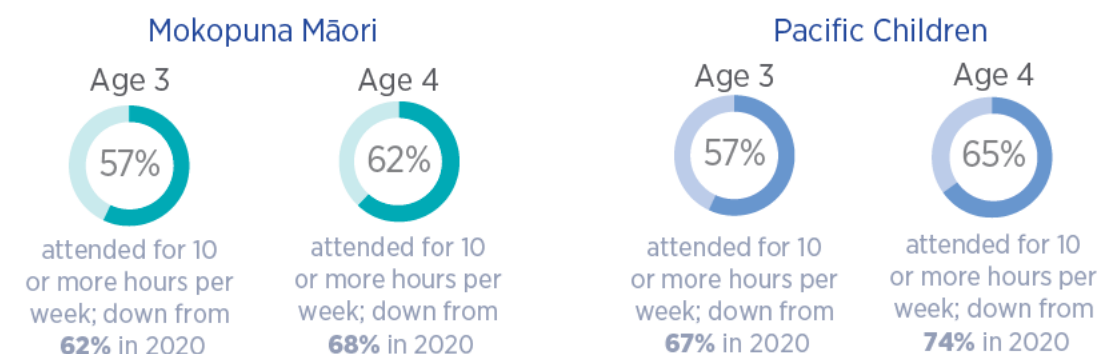
6. Based on estimated resident population from Stats NZ Infoshare, table: National ethnic population projections by age and sex, 2018(base)-2043. Population based on total number of Māori/Pacific people in 0-4 age group, in 2020 and 2021.

PARTICIPATION INTENSITY

Participation intensity fell in 2021. On average the participation intensity was:



Like the rest of the population, the participation intensity for Māori mokopuna and Pacific children fell in 2021.



THE EARLY LEARNING ACTION PLAN

- HOW DID MEASURES TRACK IN 2021?

CHOICE

AVAILABILITY BY SERVICE

More services have wait times for children aged 1 and 4 in 2021.

In **42%** of ECE services there were wait times for children aged 1.
(up from **30%** in 2020).

In **40%** of ECE services there were wait times for children aged 4.
(an increase from **33%** in 2020).

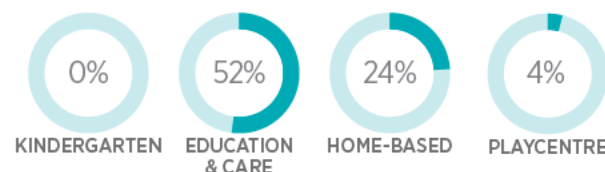
Education and care had the highest proportion of wait times for age 1 (**52%**)
(up from **36%** in 2020) and Kindergartens for age 4 (**64%**) (up from **57%** in 2020).

Occupancy rates, a measure of how full ECE services are⁷, were greatest in kindergartens (**83%**), followed by Education and care (**77%**) with playcentres having the lowest (**53%**).

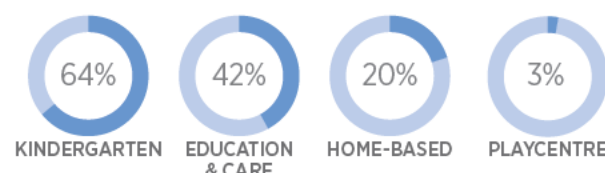
7. Home-based services are not included in measures of occupancy rates.



Services with waiting times: Age 1



Services with waiting times: Age 4



LANGUAGE SETTING

There was shifts in the number of bilingual and immersion services. The number of early learning immersion and bilingual services was:



45 Asian Languages
(an increase from **35** in 2020)
predominantly home-based (42)



96 Pacific Languages
(a decrease from **118** in 2020)
2/3 Education and Care (68);
1/3 Home-based (28)



57 Te Reo Māori
(not Kōhanga Reo)
(an increase from **56** in 2020)
Education and Care (46);
Home-based (5); Kindergarten (4);
Playcentre (2);



434 Kōhanga Reo
(a decrease from **444** in 2020)

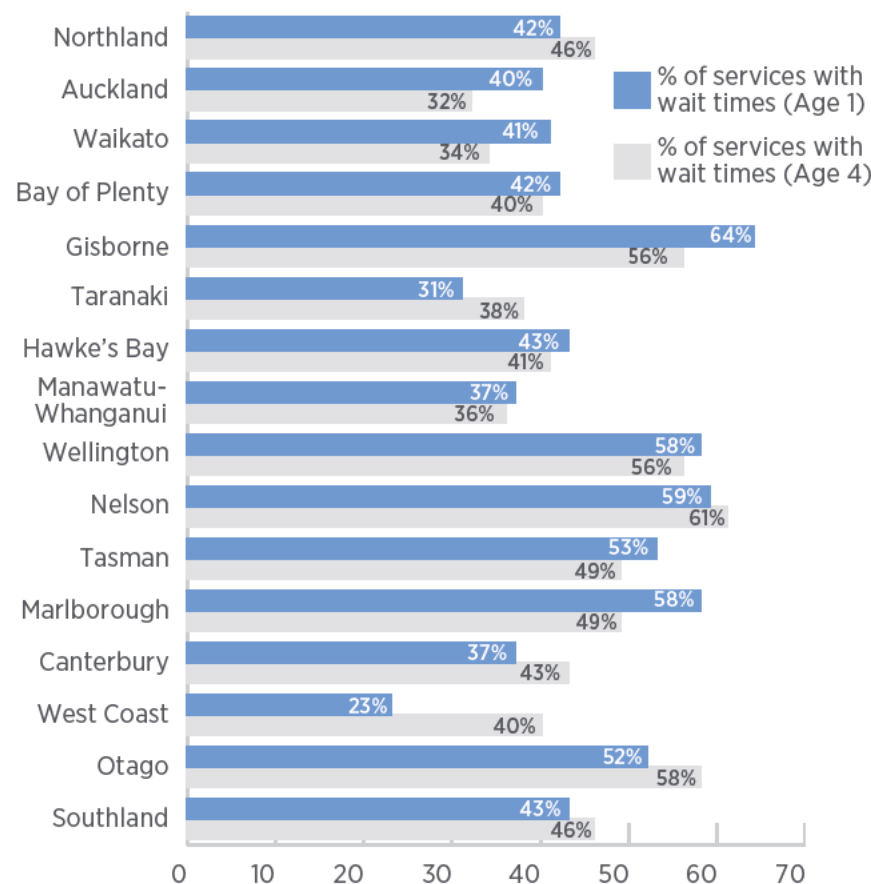
AVAILABILITY BY LOCATION

All regions had an increase in the proportion of services with waiting times.

Compared to 2020, all **16 regions** had an increase in the proportion of services with waiting times for age 1 and 4.

For age 1, Gisborne region had the highest percentage of services with wait times (**64%**) and West Coast Region had the smallest percentage (**23%**).

For age 4, Nelson region had the highest percentage of services with wait times (**61%**) and Auckland region had the smallest percentage (**32%**).



WORKFORCE

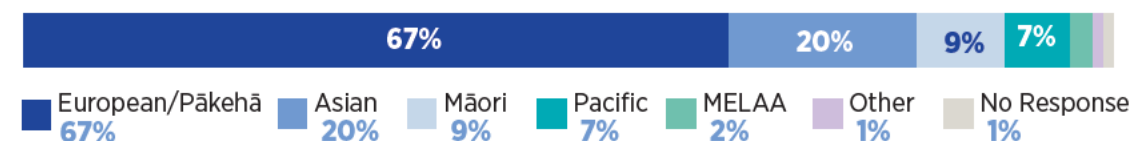
The number of qualified and unqualified teachers increased in 2021.

Qualified Teachers
increased by **6%**
(from **21,836** in 2020
to **23,133** in 2021)



Unqualified Teachers
increased by **14%**
(from **8,640** in 2020
to **9,852** in 2021)

Over half the workforce identified themselves as European/Pākehā:



Female teachers account for **97%** of teaching staff:

97%
FEMALE
TEACHERS

3%
MALE
TEACHERS



THE EARLY LEARNING ACTION PLAN

- HOW DID MEASURES TRACK IN 2021?

CONTEXT

The Early Learning Action Plan (ELAP)



*He taonga te tamati | Every Child a taonga:
Early Learning Action Plan 2019-2029*

was released in 2019. This plan provides a stepped approach towards reaching the Government's vision for early learning over the next 10 years.

The ELAP outlines 5 interdependent objectives, the Government's 10-year objectives for the education system. The objectives of the ELAP will help contribute to Ka Hikitia, the National Education Learning Priorities (NELP) and the Tertiary Education Strategy (TES). These documents set out the Government's priorities for education that will ensure the success and wellbeing of all children.

Our approach to monitoring and evaluating the ELAP

The ELAP has broad intentions to raise quality, improve equity, and enable parent choice of service type. An evaluation approach for the ELAP has been developed which includes 13 indicators.



Raise
Quality



Improve
Equity



Enable Parent
Choice



enabled by a:



Diverse and
Well-qualified
Workforce

The Education Review Office (ERO) and the Ministry of Education (the Ministry) will track the progress of the ELAP. In 2019 ERO and the Ministry jointly committed themselves to developing a monitoring and evaluation framework, and intervention logic, to track the progress of the ELAP. ERO and the Ministry have since developed a range of indicators for each of the ELAP goals, and determined which current and future measurements can be used to track these indicators.

The A3 summary provides an initial synthesis of available measures for the ELAP, for 2021. Measures are based on data the Ministry currently collects. These measures give some, but not a complete, understanding on how the indicators are tracking. Measures are compared to 2020 noting both years were impacted by COVID-19.

Two future reports will expand upon indicators and measurements of the ELAP's goals. At the end of 2022 the Ministry and ERO will publish a nuanced data extraction and analysis. At the end of 2023, a full data triangulation and baseline report will be produced.

To support this work programme, a wider range of measures will be developed by the Ministry and ERO over the next two years.

DEFINITIONS

Average adult:child ratio:

The number of teaching staff and children that were present during the busiest time in the Annual Census of ECE Services survey week. The teacher-to-child ratio is calculated for every service and then an average is taken for under 2-year-olds and 2-year-olds and over.

Bilingual and Immersion services:

Bilingual services refer to those services using another language than English for 51 to 80% of the time. Immersion services use another language than English 81-100% of the time.

Māori bilingual and immersion services – Services where te reo Māori is used at least 51% of the time as a medium of instruction.

Pacific bilingual and immersion services – Services where Pacific languages are used at least 51% of the time as a medium of instruction.

Bilingual and language immersion services (non-English/Māori/Pacific) – Services where a language other than English, Māori or a Pacific language is used at least 51% of the time as a medium of instruction.

The percentage of teaching time spent in a language may change from year to year and is based on estimates from the services themselves. Due to differences in staffing, a service may move from being in or out of the 51%+ teaching time band from year to year.

Participation intensity:

Using administrative data drawn from the Early Learning Information (ELI) system and population projections from StatsNZ, this measure of the percentage of children attending for 10 hours or more per week, across 52 weeks of the year. Participation Intensity does not include attendance from services that do not report their data via ELI, most notably ngā kōhanga reo and playgroups.

Qualified teacher:

To be qualified, teaching staff must hold a recognised ECE or primary teaching qualification that leads to registration with the Teaching Council of Aotearoa New Zealand.

Teaching staff:

Staff who have a teaching role – ECE teachers and home-based coordinators. Staff at playcentres and home-based educators are not included in this definition. Data on kaiako at Kōhanga Reo is not provided to the Ministry.

Wait time:

The length of time children wanting to start attending an ECE service would have to wait before the service could take them in. A child can be registered on the waiting list for more than one service simultaneously.

For Home-based services, their waiting times only indicate whether there are any educators available to take on extra children. The reality is that many families may have to wait longer before there is an educator available who meets their specific needs.

ADDITIONAL RESOURCES



The following publications and webpages provide further information on the context and measurements used in the ELAP's monitoring:

[About the Early Learning Action Plan \(ELAP\)](#)

[Education Work Programme \(EWP\)](#)

[Te Ara Poutama Indicators of quality for ECE: what matters most](#)

[Knowing the ratio requirements for an ECE services](#)

[Licensing criteria for centre-based ECE services](#)

[Understanding ECE service waiting times and occupancy rates](#)

[Statistics on Early learning participation and enrolments](#)

[Statistics on providers of ECE](#)

[Statistics on staffing in the ECE sector](#)

[Statistics on language use in ECE services](#)

Participation in early learning

This note provides an update on Early Childhood Education (ECE)¹ participation intensity for 3 years old and 4 year old children, and participation in early learning prior to starting to school.

The ECE participation intensity measure reports the average time children spent in ECE each week. ECE participation intensity is reported for two groups of children, based on age:

- for children who were aged four on 30 June 2021: their participation intensity when they were aged three, and
- for children who were aged five on 30 June 2021: their participation intensity when they were aged four.

Participation intensity is reported in two categories, those attending 10 or more hours of ECE a week on average, and those who attended 20 or more hours of ECE a week on average.

Prior participation reports how many children have regularly attended early learning² in the six months prior to starting school.

The reports will be published on Education Counts on the 28th of October.

- In 2021 participation intensity in ECE was affected by COVID-19 lockdowns. The percentages of children attending for 10 or more and 20 or more hours of ECE a week on average were lower in 2021 than in 2020.
- Nearly 70% 3 year olds, and just over three quarters of 4 year olds, attended 10 or more hours of ECE a week on average.
- Fewer than 30% of 3 year olds and 4 year olds attended 20 or more hours of ECE a week on average.
- The percentages of children attending for 10 or more and 20 or more hours of ECE a week on average are lower for Māori children, Pacific children, and children with home addresses in low socioeconomic areas, compared with the overall averages (Table 1). The lower rate for Māori children is partially due to their attendance at kōhanga reo, which is not captured in this measure.
- In 2021, participation intensity for 10 or more hours of ECE a week on average were at their lowest since this intensity measure was first reported for 2017, as a result of COVID-19.
- In 2021, participation intensity for 10 or more hours of ECE a week on average were at their lowest since this intensity measure was first reported for 2017 as a result of COVID-19.
- Participation in early learning before starting school (prior participation) increased from 95% in 2011 to 97% in 2021.
- Between 2011 and 2021, prior participation for Māori children increased from 91% to 94% and for Pacific children from 86% to 93%.
- Prior participation for children that attend low socio-economic status (SES) schools increased from 88% in 2011 to 93% in 2021.

¹ Early childhood education (ECE) refers to all licensed services excluding kōhanga reo: education and care, kindergartens, playcentres and home-based services.

² Early learning services refers to all licensed services as listed above and also includes kōhanga reo.

Table 1 Participation intensity measure results, June 2021

	4 year olds when aged 3		5 year olds when aged 4	
	10+ hours a week	20+ hours a week	10+ hours a week	20+ hours a week
Total children	68%	27%	76%	28%
Māori	57%	20%	62%	21%
Pacific	57%	21%	65%	21%
Low socio-economic areas	62%	22%	69%	23%

Associate Minister Tinetti

Associate Minister Davis

Associate Minister Sio

Acting Deputy Secretary: Alexander Brunt, 027 620 9343

Owner: Cathryn-Ashley-Jones, 027 809 6029