



## Education Report: Expanding Te Kahu Tōi, Intensive Wraparound Service

<b>To:</b>	Hon Jan Tinetti, Associate Minister of Education		
<b>Date:</b>	31 March 2021	<b>Priority:</b>	High
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1255574
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<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	Yes

### Purpose of Report

This paper seeks your agreement to seek Cabinet agreement through Budget 2021 to reprioritise \$17.728 million to expand Te Kahu Tōi, the Intensive Wraparound Service (IWS).

### Summary

1. The sector has raised concerns about the lack of sufficient intensive provision options to support primary students with behaviour that is highly challenging to others. The Ministry has identified \$17.728 million over four years that could be reprioritised to fund activity in this space.
2. We recommend using the \$17.728 million over four years to expand Te Kahu Tōi, the Intensive Wraparound Service (IWS). This would enable 95 additional ākonga to access IWS, an increase of 23% to the annual places in this service.
3. We will continue our work on broader system level responses across the universal, targeted, and individual tiers to promote positive behaviour in schools.

### Recommended Actions

The Ministry of Education recommends that you:

- a. **note** that the Ministry has identified \$17.728 million over four years with the potential to be reprioritised to provide intensive support for managing challenging behaviour
- b. **agree** to seek Cabinet agreement, as part of Budget 2021, to reprioritise this funding to expand Te Kahu Tōi, the Intensive Wraparound Service

**Noted**

**Agree / Disagree**

- c. **note** that reprioritising this funding would involve ceasing Kiwi Can and the Regional Mentoring Programme

Noted

- d. **note** that reprioritising this funding for IWS won't constrain the Ministry's ability to use some of this in a flexible way through the IRF, as the IRF is part of the same multi-category appropriation as IWS

Noted

- e. **agree** to forward this report to Minister Hipkins as Minister of Education

Agree / Disagree

#### Proactive release recommendation

- f. **agree** that this Education Report is not proactively released until after Budget Day.

Agree / Disagree

*Ben O'Meara*

Ben O'Meara  
Group Manager  
Education System Policy

31/03/2021

*Jan Tinetti*

Hon Jan Tinetti  
Associate Minister of Education

31/03/2021

*Chris Hipkins*

Hon Chris Hipkins  
Minister of Education

7/4/21

## Background

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1. On 4 March 2021, we provided you with advice on two options for increasing intensive support for primary students with wellbeing and behavioural needs that may be challenging to others, to be funded through reprioritisation of \$17.728 million over four years [METIS 1251788 refers]. This advice followed concerns expressed by the education sector about reports of increasing incidents of severe behaviour in primary schools that pose a danger to staff and students, and a lack of support for schools that are directed to enrol students who display these behaviours.
2. On 15 March, you requested information on extending Te Kahu Tōī, Intensive Wraparound Service (IWS) as an alternative option to address the sector's concerns. We provided you with further advice on expanding IWS on 26 March 2021 [METIS 1255185 refers]. On 29 March, we also discussed whether there is scope to provide further funding for the Interim Response Fund (IRF) as a part of this budget initiative.
3. Final Budget 2021 initiatives need to be submitted to Treasury on 1 April, so a decision on how to use this funding is required on 31 March.

## Expanding IWS

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4. IWS supports children and young people aged 5-14 with highly complex and challenging behaviour, social and/or learning needs who require support at school/kura, at home and in the community. IWS uses a specific model of practice that is implemented with high fidelity with proven outcomes for ākonga and their whānau. To access IWS, ākonga must be referred by Ministry Learning Support staff, RTLBs, the student's Specialist School or ORS fund-holding school.
5. There are currently 282 ākonga receiving support through IWS with an annual target of 409. The IWS service currently consists of 8 FTE service managers, 28 FTE psychologists and 32 FTE facilitators. The service will extend by 22 additional ākonga each year until the end of the 2022-2023 financial year (giving a total of 453 ākonga each year), by including an additional 3 FTE facilitators and 2 FTE psychologists as a result of Budget 2019.
6. We have a contract with Barnardos NZ Ltd for the provision of our facilitators, whereas the psychologists are employed by the Ministry. IWS also provides access to wraparound support within the three national Residential Specialist Schools.
7. The vast majority of ākonga receiving IWS are referred from the Ministry's Behaviour Service (86% of current ākonga) and have highly challenging behavioural needs at school, at home and in the community. Many have been stood down, suspended or excluded from school due to behavioural issues before entering IWS – 28% of ākonga who have been through IWS since 2017 had been suspended or excluded in the 180 days prior to receiving service, and 72% had been stood down. 29% of current IWS ākonga have some involvement with Oranga Tamariki, and 50% are receiving mental health services.
8. Ākonga who receive support from IWS show positive shifts in mental health, self-control of behaviours and emotions, social skills, attitudes and beliefs, relationships with others, and access to safe environments and achievement in the home, school, and community. Ākonga Māori make equal progress in IWS to non-Māori ākonga. Rates of stand downs, suspensions and exclusions are substantially lower for ākonga exiting the service than at the start of service.

9. Under the current model, reprioritising the \$17.728 million over four years to expand IWS would support up to 95 additional ākonga per year by including an additional 6 FTE psychologists and 9 contracted FTE facilitators. There is a risk that we would not be able to recruit enough psychologists to deliver this additional support due to workforce constraints – however, typically we have not had problems recruiting psychologists to IWS, so we do not consider this to be a high risk. As the funding available for reprioritisation does not include capital, we would need to resolve equipment and accommodation costs at an estimated \$96,000 from the Ministry’s existing budget.

*Table 1: Breakdown of costs for expanding IWS (\$m)*

	2021/22	2022/23	2023/24	2024/25	4 Year Total
Funding for ākonga wraparound plans/interventions	2.565	2.565	2.565	2.565	<b>10.260</b>
Facilitators	0.918	0.918	0.918	0.918	<b>3.672</b>
Psychologists	0.900	0.900	0.900	0.900	<b>3.600</b>
Travel	0.030	0.030	0.030	0.030	<b>0.120</b>
<b>Total operating</b>	<b>4.413</b>	<b>4.413</b>	<b>4.413</b>	<b>4.413</b>	<b>17.652</b>

## Analysis

10. We have analysed correspondence received from principals about the types of issues they are facing and the support they want for ākonga who have a directed enrolment. Principals have reported extreme levels of daily violence towards teachers and other ākonga, which they most commonly attribute to trauma and social or family issues including poverty, abuse, and neglect. They have requested more teacher aides and psychologist support, as well as professional learning and development including training in trauma-informed practice, and expansion of the Managed Moves pilot. Ministry learning supports are described as lacking in funding and time, but most letters indicate satisfaction with the quality of practice.
11. We consider that both our original recommended option and expanding IWS would go towards addressing the needs expressed by principals. While we do not have data available from the schools to confirm this, our analysis suggests that IWS targets the type of ākonga that principals are requesting more support for. IWS aligns with the key features of best practice for supporting these ākonga and has positive impacts for both Māori and non-Māori.

## Interim Response Fund

12. The IRF was launched in 2007. The purpose of the fund is to provide additional support to schools when a student’s challenging behaviour reaches a crisis point. The fund is available so that principals are able to provide a quick, flexible response to behaviour crisis, and put a management plan in place in the short term.
13. Principals can use the fund to stabilise a situation and meet the student’s immediate needs, while a comprehensive longer-term intervention plan is designed. The fund is not intended to replace comprehensive planned behavioural interventions. Rather, it is designed to give schools “breathing space” to stabilise a behavioural crisis, and to gather together the resources, people and agencies that will form the planned response.

14. Some examples of when support from the IRF has been requested are:
  - a. Because of the student's behaviour it's likely that the student or other students or staff at the school will be harmed if the situation isn't immediately addressed, contained or stabilised;
  - b. Students, school staff, families or community are distressed or shaken;
  - c. School leadership/the Principal have used all school based resources, strategies and expertise and are unable to manage the event.
15. IRF has a nominal budget of \$4.5m per annum that is allocated to the 10 regions for oversight and management on a pro-rated basis based on student population. However, the fund has a high acceptance rate and in practice regions provide support based on situations in which schools meet the criteria for funding.
16. As the IRF is part of the same multi-category appropriation as IWS, agreeing through this budget initiative to fund more IWS places won't constrain the Ministry's ability to use some of this funding in a flexible way through the IRF if that is the best way to support a school and a student.

## Next Steps

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17. While expanding IWS could alleviate some of the immediate pressures schools are experiencing, more work is needed on our broader system level response across the universal, targeted, and individual tiers to promote positive behaviour in schools.
18. A range of current and upcoming work will help schools to support students with behaviour that may be challenging to others. As part of Priority 4 of the Learning Support Action Plan, the Ministry is scoping a review of our interventions for high and complex learning support needs, including IWS and the Behaviour Service. Getting the right flexibility in our services will be part of this review.
19. Given the need to submit the final Budget 2021 initiatives to Treasury on 1 April, we recommend that you agree to the IWS proposal for the budget process in advance of any further discussions on the IRF. If we don't submit the budget proposal this week, we won't be able to reprioritise funding to expand IWS until after the budget moratorium ends in late May.