



Briefing Note: 2022 ELAP Monitoring and Evaluation A3 Summary

To:	Hon Jan Tinetti, Minister of Education		
Cc:	Hon Kelvin Davis, Associate Minister of Education (Māori Education) Jo Luxton MP, Parliamentary Under-Secretary		
Date:	29 March 2023	Priority:	Medium
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Messaging seen by Communications team:	Yes	Round Robin:	No

Purpose of Report

This briefing provides you with:

- The 2022 A3 summary (attached) which shows how existing measurements for monitoring and evaluating the Early Learning Action Plan (ELAP) tracked in 2022.
- An update on the measurement *Average Adult:Child Ratios*, which has been removed from the Ministry's reporting.
- The Ministry and ERO's next steps for monitoring and evaluating the ELAP.

Summary

- The 2022 A3 summary shows the progress of measurements that the Ministry currently collects data for and presents the measurements that ERO and the Ministry are developing for this work programme. The Ministry intends to publish the 2022 A3 summary on Education Counts on the 13th of April 2023.
- The Ministry has removed the measurement *Average Adult:Child Ratios* from all reporting, due to a significant issue identified with the method for calculating this measurement. The Ministry has removed this measurement from the 2022 A3 summary, and the previously published 2021 A3 summary. In 2023, the Ministry is producing a more precise measurement of Adult:Child ratios from new data collected in the ECE Census.
- ERO and the Ministry are progressing the development of new measurements. A 2023 report for monitoring and evaluating ELAP will include all new and existing measurements and will be published in April 2024.

Recommendations

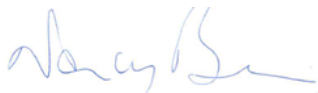
It is recommended that you:

- a **note** ERO and the Ministry's progress towards developing new measurements for monitoring and evaluating the ELAP.
- b **note** the 2022 A3 summary is the second year of monitoring and evaluating ELAP, showing how existing measurements for the ELAP tracked in 2022.
- c **note** that due to a significant issue with the calculation method, the Ministry have removed the *Average Adult:Child Ratios* measurement from the 2022 A3 summary, and intend to re-publish the 2021 A3 summary with this measurement removed.
- d **agree** the 2022 A3 summary, and updated 2021 A3 summary, will be published on the Education Counts website on 13th April 2023.

Agree Disagree

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

Agree Disagree



Nancy Bell
Hautū | Deputy Secretary
Te Mahau | Te Tai Runga

28/03/2023



Ruth Shinoda
Education Review Office

29/03/2023



Hon Jan Tinetti
Minister of Education

02/04/2023

Background

1. In December 2022 we provided your office with an update on the ELAP monitoring and evaluation work programme (METIS 1300454). In this briefing we indicated that we would provide you with an A3 Summary which presents the trends for 2022 of the existing measurements for monitoring and evaluating the ELAP (the 2022 A3 summary). Annex 1 provides you with a copy of the 2022 A3 summary.
2. Thirteen indicators were identified to measure progress across the ELAP. These relate to the three goals of the ELAP: quality of early learning provision; equity for learners; and parental choice of service type. These goals are enabled by a well-qualified and diverse teaching workforce. The goals, indicators and measurements for monitoring and evaluating the ELAP were endorsed at the June 2021 ELAP stocktake strategy session (refer to Annex 2).
3. Some of the data for these measurements comes from the 2022 ECE Census. We provided you with the results of the 2022 ECE Census in March (METIS 1303438). We have also previously updated you on the 2022 results for the Participation Intensity Measurement (Education Weekly Update - 6th October 2022).
4. As noted in the briefing for the 2022 ECE Census, participation was highly impacted by COVID-19, and provisional attendance data from later in 2022 indicated that participation has since increased from June 2022, when the ECE Census took place.

Findings for 2022

5. This section provides the measurements, structured around the goals and indicators, for monitoring and evaluating the ELAP. The 2022 A3 summary uses data collected from a range of sources, including the 2022 ECE Census, the Early Learning Information System (ELI) and the Funding Information and Regulatory Systems Technology system (FIRST).
6. Measurements are based on data the Ministry already collects and provides some understanding on how the indicators are tracking. As such, these measurements do not necessarily align perfectly to the indicators and goals of ELAP.
7. The summary includes comparisons to 2021, alongside the 2022 data. Some comparisons are made to earlier years to show longer-term trends.
8. The 2022 ELAP A3 summary, along with ECE Census 2022 factsheets, were shared at the Early Childhood Advisory Committee (ECAC) quarterly meeting on the 8th of March 2023. The ECAC membership appreciated the presentation of these in advance of publication, and positive feedback was received on both publications.
9. Key findings are outlined below
 - a. **Quality**
 - i. **Qualified teachers**

The majority of early learning teachers were qualified – 69% overall; with 65% qualified in Education and Care, and 93% in kindergarten.
 - ii. **Non-complying services**

- There were 2,512 breaches of licensing criteria in 176 licensed early learning services, which were placed on provisional licenses.¹
- *Health and safety* was the most common breach category (40% of total breaches), followed by the category *Governance, management and administration* (20% of total breaches).
- Education and Care services had the highest number of non-compliant services (131 Education and Care services).

b. Equity

i. Participation

- Participation during the ECE Census week, in licensed early learning services and the Correspondence School, decreased from 2021 by 7%, to 181,473 children.
- Participation by Mokopuna Māori decreased by 8% from 2021 (to 43,527 children), compared to a 0.7 percent increase in population.²
- Participation by Pacific children decreased by 10% from 2021 (to 13,295 children), compared to a 0.9% increase in the population.

ii. Participation Intensity

- The Participation Intensity Measure (PIM) is the percentage of the population of eligible 3 and 4-year-old 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 adjust for impacts of COVID-19. The requirements of higher COVID-19 Alert Levels and advice associated with the COVID-19 Protection Framework (traffic light system) directly reduced participation intensity.
- Compared to 2021, for both 3 and 4-year-old children, participation intensity in 2022 decreased for 10 hours or more; and increased for 20 hours or more. This could indicate that those children who were already participating in early learning have increased the number of hours they participated.

c. Choice

i. Availability by service-type

- 48% of ECE services had wait times for children aged 1 (up from 42%). Education and Care had the highest percentage of services with wait times for children aged 1 (57%).³
- 38% of ECE services had wait times for children aged 4 (a decrease from 40%). Kindergarten had the highest percentage of services with wait times for children aged 4 (22%).
- Occupancy rates, the measure of how full ECE services are, were greatest in kindergartens (82%), followed by Education and Care

¹ The count of unique services that had been placed onto a provisional license was 176. The total number of services on provisional licenses was 270 because some services were placed on a provisional license more than once in 2022. 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 Māori/Pacific people in 0-4 age group, in 2021 and 2022.

³ Kindergartens are excluded from aged 1 reporting as the number of kindergartens that accept enrolments at this age, along with the number of aged 1 enrolled in kindergartens, are both small.

services (77%), with Playcentres having the lowest occupancy rates (49%).⁴

ii. **Availability by location**

- Out of 16 New Zealand regions, the proportion of services with wait times: increased in 15 regions for children aged 1; and increased in 10 regions for children aged 4

iii. **Language setting**

- Between 2020 and 2021, the number of bilingual and immersion services declined. There were:
 - 423 Kōhanga Reo, a decline from 434 in 2021.
 - 55 Te Reo Māori services (not Kōhanga Reo), a decline from 57 in 2021.
 - 93 Pacific languages services, a decrease from 96 in 2021.
 - 39 Asian languages services, a decrease from 45 in 2021.

d. Workforce- Size of workforce

- i. The number of teaching staff decreased 1% from 2021, to 32,632.
- ii. Qualified teaching staff decreased by 2% from 2021, to 22,665.
- iii. Unqualified teaching staff increased by 1% from 2021, to 9,977.

Removal of Average Adult: Child Ratios Measurement

10. The ECE Census has not collected adult:child ratios based on the ages of children. To overcome this gap in the data the Ministry has been estimating the average age-based adult:child ratios using information about the ages of children attending services.
11. We have recently identified that around two-thirds of all services are not included in the calculation of these ratios. The excluded services are those that cater to children aged both under 2 and 2 years or older. For under 2-year-olds, this means 1% or fewer of all services catering to these children have been contributing to that calculation.
12. The Ministry has removed this measurement from the 2022 ELAP A3 summary and will remove this from the already published 2021 ELAP A3 summary. The updated Adult:Child ratio section in the 2021 A3 summary will use the same text used in the 2022 ELAP A3 summary. The datasets for this measurement will also be removed from Education Counts. The Ministry shared these decisions with the Early Childhood Advisory Committee (ECAC) at the quarterly meeting for March 2023.
13. The Ministry is collecting more precise ratio data from the 2023 ECE Census and this will be included in the next year of ECE Census reporting.

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

Update on measurements being produced for monitoring and evaluating ELAP

14. Since the last briefing note the following updates have been made to the measurements being developed by both ERO and the Ministry. These measurements will be included in the 2023 report for monitoring and evaluating the ELAP.

Measure	Comments
<i>Peak body, Kaiako and Parent/Whānau survey</i> (led by ERO)	These surveys will now be deployed in August-September 2023, avoiding overburdening the sector in June/July 2023, when the ECE Census is deployed.
<i>Parent Fees and Regular Remuneration Survey</i> (led by the Ministry)	As originally proposed, these measurements relied on collecting new data through purposely built collections. In the absence of funding for new collections, the Ministry is scoping how to provide proxies for these measurements from existing data sources or using the Stats NZ Integrated Data Infrastructure (IDI).

15. There are no updates on other measurements being developed for the 2023 report.

Next Steps

16. The Ministry intends to publish the 2022 A3 summary on Education Counts on the 13th of April 2023. At the same time, we will also replace the 2021 A3 Summary, with a new version which removes the *Average Adult:Child* ratios.

17. ERO and the Ministry will continue working towards having the 2023 monitoring and evaluation report for the ELAP to your office in March 2024.

Annexes

- Annex 1: 2022 A3 Summary
- Annex 2: ELAP High Level Indicators and Measurements