Independent Evaluation of the National Tutoring Programme Year 2: Implementation and Process Evaluation

Research report

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Executive summary

The National Tutoring Programme (NTP), introduced in the academic year 2020-21, is an important part of the Government's Covid-19 recovery response, supporting schools to respond to the disruption to education caused by the pandemic and subsequent school closures, offering targeted tuition support to disadvantaged pupils who have been hit hardest by this disruption. The programme has three routes of support - Tuition Partners (TP), Academic Mentors (AM) and, new in 2021-22, School-Led Tutoring (SLT).

Randstad oversaw the delivery of TP and AM strands of the NTP in the academic year 2021-22. Approved Tuition Partners provided tutors to schools for the TP route. Academic mentors for the AM route were recruited by the NTP and then completed a programme of online training with Liverpool Hope University before being placed in schools as employees of the school. Schools were responsible for sourcing tutors and administering tutoring using the SLT grant. For 2021-22, the costs to schools of all three NTP routes were subsidised by government: 70% of TP costs; 95% of the salary costs of an academic mentor; and 75% of SLT costs. For each route of support, there was an expectation that each pupil would receive 15 hours of tutoring. Depending on the route, funding covered 1:1 or small group tuition with a tutor/pupil ratio expectation of up to 1:6. Schools were encouraged to focus on English, maths and science, but at secondary level schools could broaden this to offer tutoring in humanities and modern foreign languages.

This evaluation used a mixed methods approach (drawing on quantitative survey and qualitative interview data) to explore: implementation of the NTP, particularly the School-Led Tutoring (SLT) route which was new in 2021-22; teacher and leader perceptions of whether the NTP has affected workloads; the effect of the NTP on pupil premium spending on tutoring; and reasons for participation or non-participation in the NTP overall or its individual routes. The evaluation of the first year of the NTP focused in depth on the implementation of the TP and AM routes, and therefore the evaluation in the second year, reported here, focuses more on the SLT route which was introduced in the academic year 2021-22.

Participation in the NTP

Primary and secondary schools were most likely to be participating in SLT. They valued the autonomy over delivery this route offered them and were keen to use their own internal staff as tutors. For the TP route, the 70% subsidy, combined with having concerns about the capacity among their own staff to deliver tutoring, were motivating factors for uptake of this support. Senior leaders choosing to use the AM route liked that the mentor would work closely with the school, allowing the provision to be better tailored to pupils' needs.

Schools not using the SLT-grant most commonly had concerns about time and resources to manage and deliver tutoring. In terms of delivery, this may suggest that there was a lack of understanding that the SLT grant could be used to pay for external tutors.

Some schools also felt that the 2021-22 subsidy level (which reduces further in 2022-23) was not sufficient. Those not involved in TP or AM typically had concerns over the perceived quality of provision or preferred to use their own staff as tutors. Those not participating in the NTP in 2021-22 would have been most encouraged to participate in the future if subsidies and grants were increased (as noted above, subsidies will be reduced).

Implementation of the NTP

While there was an expectation that, for TP, 65% of provision delivered in schools in the academic year 2021-22 would be to pupil premium pupils, there was more flexibility for AM and SLT; schools could use their discretion to extend the tutoring to pupils who they identified were most in need (but were still encouraged to prioritise pupil premium pupils). However, nine in ten senior leaders were prioritising pupils eligible for pupil premium for SLT (this could have been as well as other pupils). Eight in ten were directing the SLT support at those who have fallen furthest behind (identified via in-school assessments and gap analysis). The vast majority of schools focused SLT on maths and English, with senior leaders often simultaneously using the tutoring support to prepare pupils for key assessments, such as KS2 SATs and KS4 GCSEs.

Three-fifths of schools were delivering SLT sessions during lesson time in the school day, while just under half scheduled tutoring after school (different approaches could be taken within the same school). A minority delivered tutoring before school or during lunchtime. Interviewees explained how decisions about the timing of tutoring were based on how it would influence pupils' attendance and engagement and what else pupils would miss in order to attend tutoring. Where tutoring took place during lessons, those interviewed gave examples of strategies used to minimise disruption to learning, such as tutoring being at different times each week, or pupils missing different lessons each week.

It was most common for pupils to receive tutoring once a week, although a notable proportion received it twice a week. A minority of senior leaders said tutoring was more frequent. Attendance was said to be good overall, but if there were issues then pupils were sometimes swapped, meaning not all pupils would have received the full 15-hours of tuition.

Across all routes, the extent of communication between tutors and teachers was influenced by: pre-existing relationships (most prevalent for the SLT route); the

experience and skills of the tutor; the schools' expectations for alignment of tutoring with classroom teaching and learning; and the capacity of teachers.

Tutors involved in School-Led Tutoring

Senior leaders primarily opted to use internal staff as their SLT-funded tutor(s), though some used a combination of internal and external tutors. They most often chose to use qualified teachers as tutors (two-thirds used internal qualified teachers and over a third used external qualified teachers), though two-fifths used TAs. Choice of whether to opt for internal or external tutors was dependent on: internal staff capacity; ability to access quality tutors internally or externally; pre-existing relationships with tutors; how important schools felt it was for pupils to be familiar with tutors (this was often the case, although some wanted 'fresh faces').

Two types of training were available for SLT tutors – an optional course for tutors with qualified teacher status (QTS) and a mandatory course for tutors without QTS. These were broadly perceived to be effective at equipping tutors to deliver high-quality tutoring. However, some interviewees felt that the QTS training was unnecessary (as opposed to being poor quality) for their tutors. Similarly, some felt that the non-QTS training underestimated the ability of the staff completing the training, particularly teaching assistants. Senior leaders expressed a desire to have more autonomy on whether their tutors needed to complete the training or not based on their previous experience and training. The time commitment required for the training was also perceived as being problematic for some interviewees, which may be a barrier for some to recruiting tutors.

Satisfaction with the NTP

Despite some negative coverage about the NTP in the media, most of the survey respondents who had experienced the NTP directly were satisfied with the NTP overall. The majority were also satisfied with the individual route(s) they were participating in, although satisfaction was highest for SLT (the route schools have most autonomy over). Satisfaction was also high among schools offering an alternative form of tutoring instead of tutoring delivered by the NTP.

One of the aims of the NTP is to stimulate a well-functioning and sustainable tutoring market. When asked a general question about whether they felt their school could access high-quality tutoring when needed, the majority of senior leaders surveyed were confident that their school could do so. However, not all senior leaders were confident in being able to access high-quality tutoring and some were less confident about doing so than they had been prior to the pandemic.

Challenges with the NTP

Some schools had difficulty accessing tutors and mentors, including being unable to identify suitable candidates in terms of subject knowledge and behaviour management, while some had been let down at the last minute by providers. Schools felt that more tutors and mentors needed to be recruited, particularly in areas perceived to be lacking sufficient tutor/mentor numbers, to improve their access to high-quality tutors. It was emphasised that any further expansion in the tutor and mentor market would need to be quality assured.

There was frustration at a perceived lack of school autonomy in the NTP's funding arrangements and desire to be able to invest the funds more flexibly, for example by being able to include pupils they felt were most in need. Schools wanted: to receive funding directly; more flexibility over which pupils benefit from the funding (with the removal or reduction of the pupil premium targets); and to use funds to pay for supply teachers and release teachers for tutoring (this was allowed within the guidance suggesting a need for more communication and clarification about this). Additional challenges included: the workload created by the NTP; logistical challenges in school; and some attendance issues and Covid-19 related absences.

Perceptions of impact of the NTP on pupils, schools and staff

All routes of the NTP were perceived by the majority of survey respondents to be positively impacting on pupils' attainment, self-confidence, and ability to catch-up with their peers. However, perceptions of impact on pupils varied by route, with SLT viewed most positively.

Senior leaders felt the NTP was having an impact on schools by helping to reduce the attainment gap and that the tutoring was well aligned to the curriculum and to the learning needs of pupils. Teachers agreed that the needs of their pupils were being met. The majority of teachers liaised regularly with tutors. Only a relatively small proportion of teachers reported having to spend time with pupils to help them catch up with lessons missed during tutoring.

Workload

The vast majority of senior leaders reported that the NTP had increased their workload, largely due to the management, administration and preparation required to implement the NTP in school. The majority of teachers also reported an increased workload due to the NTP, but to a lesser extent than senior leaders.

Schools felt the workload necessitated by the NTP would be more manageable if NTP funding included money for the management and administration of the programme and if there was greater clarity around requirements for data input into the Tuition Hub.

Funding

Senior leaders were primarily using their pupil premium and Covid-19 recovery premium budgets to fund the NTP and other tutoring. For most of those involved in the NTP, pupil premium spending on tutoring had increased compared to before the pandemic. Those not involved in the NTP were less likely to have increased their pupil premium spend on tutoring.

Overall key messages

- School leaders wanted control and autonomy over the delivery of tutoring, supporting the Government's planned direction of the NTP in 2022-23. On 31 March 2022, DfE announced plans to provide £349 million of core tutoring funding directly to schools and give them the freedom to decide how best to provide tutoring for their pupils.

- All three NTP routes were perceived to have a positive impact on pupils' attainment, self-confidence and them catching up with their peers, but SLT was thought to have most impact.

- The availability and quality of external tutors and mentors is fundamental – not all schools have the capacity to use internal staff as tutors. There is an important role for the NTP contractors who will be responsible for recruitment and quality assurance in 2022-23.

- The availability of high-quality training for tutors is important to ensure the quality of provision, but senior leaders wanted more autonomy over whether it should be essential for all potential tutors. The contractor responsible for providing training in 2022-23 should review the existing training and assess the most appropriate way forward in terms of content and approach, taking into account tutors' prior skills and experience.

- The effect of reduced NTP subsidies in 2022-23 on the take-up and impact of tutoring will need to be monitored and reviewed.

- Participating in the NTP had resulted in increased workload for senior leaders – schools would benefit from a proportion of NTP funding being available for management and administration.

1   Introduction

This report summarises the findings from an implementation and process evaluation (IPE) carried out of the National Tutoring Programme (NTP) in its second year (2021-22). It explores: implementation of the NTP, particularly the School-Led Tutoring (SLT) route which was new in the academic year 2021-22; teacher and leader perceptions of whether the NTP has affected workloads; the effect of the NTP on pupil premium spend on tutoring; reasons for non-engagement in the NTP overall or its individual routes; and perceptions of impact on pupils, staff and schools. This IPE complements a quantitative impact evaluation, which explores the impact of the NTP in its second year on educational attainment outcomes for pupils, which will be published in 2023. This evaluation of the second year of the NTP follows a comprehensive impact and implementation evaluation carried out by the NTP delivery partners in year one, which explored in more depth the implementation of the Tuition Partners (TP) and Academic Mentor (AM) routes of support. It also sits alongside an independent review of tutoring being delivered by Ofsted.

1.2   The National Tutoring Programme

In response to the Covid-19 pandemic, the UK Government asked all schools in England to restrict attendance for the majority of their pupils over three periods: March – May 2020; June – July 2020; and January – March 2021[1]. The NTP is an important part of the Government's Covid-19 recovery response, supporting schools to respond to the disruption to education caused by the pandemic. The NTP aims to provide additional, targeted tuition predominantly to support disadvantaged pupils who have been hit hardest by this disruption, encouraging schools to use their pupil premium allocation on high-quality tutoring. Other aims of the NTP include the closing of the attainment gap for disadvantaged pupils in the longer term, and the stimulation of a well-functioning and sustainable tutoring market. In 2021-22, Randstad oversaw delivery of AM and TP while schools administered SLT. A full description of the programme can be found below.

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[1] During these periods there were some exceptions where certain year groups, children in vulnerable groups and children of keyworkers were able to attend.

Summary of the National Tutoring Programme

- **The three NTP routes of support in 2021-22**[2]:

  o **Tuition Partners (TP)**: TP could be accessed by all state-funded schools including special schools and Alternative Provision settings. It offered subsidised tuition (70% of total cost) to schools for external tutors provided by approved Tuition Partners.

  o **Academic Mentors (AM):** The AM route supported the most disadvantaged schools, which qualified if their percentage of pupil premium pupils was originally 30% or more, then widening to 20% or more, or if they were located in areas where educational standards were considered low (Local Authority District or Opportunity Areas). Schools also qualified for an AM if they have experienced repeated or prolonged absences or closures as a result of COVID-19. AMs were employed by the school, from the NTP Tuition Hub, with 95% of the core salary costs subsidised by the DfE. AMs initially had to have: a university degree (2.2) or above; or have Qualified Teacher Status (QTS); and Level 4 (Grade C) or above in GCSE Maths and English or equivalent qualifications. This was later amended to a minimum requirement of 3 A Levels at A*-C and Grade 4/C in Maths and English at GCSE. Once selected, AMs completed a programme of online training with Liverpool Hope University. This training lasted one week for QTS applicants and two weeks for non-QTS applicants.

  o **School-Led Tutoring (SLT)**: New in 2021-22, all state-funded schools in England with pupils eligible for pupil premium received the ring-fenced SLT grant to fund locally-sourced tutoring provision (75% of the costs were subsidised in 2021-22). Local authorities also received an SLT grant for Looked After Pupils (LAC) and pupils whom the LA had placed in an Independent Special School. Schools needed to source their own tutors, who could be internal or external. Internal staff without QTS (unless they had at least two years' experience in the subject and phase they wish to tutor in) were required to complete an 11-hour training course before they began tutoring. Tutors with QTS or two years experience in the subject and phase could complete an optional 2-hour training course. Schools which did not use the grant would need to return the funds to the ESFA.

- **Funding:** The routes were subsidised as above and outstanding costs could be funded by schools using other budgets, such as the pupil premium budget or Covid-19 recovery premium budget.

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[2] Note that schools could take part in more than one route.

- **Pupils:** The programme aimed to benefit disadvantaged pupils and those who had most fallen behind in their learning because of Covid-19 disruption. There was an expectation that, for TP, 65% of provision delivered in schools would be to pupil premium pupils. There was more flexibility with AM and SLT, giving schools more discretion to select pupils they felt were most in need (although they were still encouraged to prioritise pupil premium pupils). Tutoring via all three routes was available for pupils in years 1 to 11.

- **Subject focus:** In primary schools, tuition could be delivered in literacy, numeracy and/or science. At secondary level, tuition could be offered in English, maths, sciences, humanities and/or modern foreign languages.

- **Format and timing of tutoring:**

  - TP funding covered 1:1 or small group tuition with a tutor/pupil ratio up to 1:3 (the aim was that 80% of sessions would be delivered on a 1:3 ratio, with sessions of 1:1 and 1:2 largely reserved for pupils with additional needs and exceptional cases). In February 2022 this was extended to allow a ratio of up to 1:6 (although the smaller ratios were still recommended). Tutoring could be conducted face-to-face or online.

  - AMs were employed by a school and worked within that school. A tutor/pupil ratio of 1:3 was recommended but schools could use ratios of up to 1:6.

  - For SLT, a ratio of 1:3 was recommended. Where necessary and in the best interests of pupils, schools could use their discretion when determining group sizes, up to a maximum of 1:6. Tutoring was provided within the school.

  - For all three routes, tuition was expected to be provided in 15-hour courses. From February 2022, schools had flexibility to reallocate a different pupil to an existing 15-hour course in necessary circumstances, such as illness or a student leaving the school.

  - Schools were expected to arrange sessions at a time that encouraged high attendance (during the school day was recommended to maximise attendance). Pupils should not have missed out on core curriculum.

A Logic Model for the NTP can be found in Figure 1.

Figure 1   National Tutoring Programme Logic Model

INPUTS → **ACTIVITY** → **OUTPUTS** → **OUTCOMES** → **BENEFITS** → **OBJECTIVES**

PHASE 1 INPUT

Existing Phase 1 supply chain of TPs & AMs

Existing demand profiles from Schools

PHASE 2 INPUT

Additional funding & subsidies (2021/22 to 2023/24)

Programme Management

TUITION PARTNERS

Launch Open Access Scheme for Tuition Partner provision

Management of Open Access Scheme, supply of Tuition Partners & demand from Schools

ACADEMIC MENTORS

Management of Phase 1 Academic Mentors & participating Schools

Recruitment & training of Academic Mentors to meet demand

Targeted placement of Academic Mentors into Schools

SCHOOL LED TUITION

SLT training for QTS and non-QTS school staff

Promotion of the SLT offering

SINGLE PRIME VALUE

Geographic targeting of provision across both TP and AM Routes

Management of the subsidies & data collection

Stoking demand for the NTP through promotion of the services

INCREASED SUPPLY

Increased supply of high quality TP and AM provision to meet School demand

INCREASED DEMAND

Increased demand from Schools to support disadvantaged pupils meet attainment gap

INCREASED DELIVERY

Increased delivery of high quality tutoring and mentoring particularly in disadvantaged areas

INCREASED CONFIDENCE

Schools have increased confidence in the tutoring market

1 - PUPIL ATTAINMENT

Improved progress in outcomes for disadvantaged pupils

2 - SCHOOL CONFIDENCE

Increased school confidence in tutoring

3 - REACH & QUALITY

Improved reach and quality of tutoring

PHASE 2 OBJECTIVES

To address the impact of COVID-19 on the outcomes of disadvantaged pupils, particularly in narrowing the attainment gap between disadvantaged pupils and their peers.

To create a sustainable, well-functioning tutoring market, both at national and local level, through increasing the supply of tutors of different types, to meet the growing and diverse demands of schools.

Embed a culture of tutoring in schools as a longer-term solution to narrowing attainment gaps, through encouraging greater use of Pupil Premium to fund future tutoring interventions.

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1.3   Rationale for the NTP - evidence for small group tuition

There is a large body of evidence that small-group tuition is effective, particularly where it is targeted at pupils' specific needs. The EEF toolkit pages on small group tuition show that it can be an effective intervention, and that training and support are important in the effectiveness of the tuition. Effect sizes vary across studies, with an average impact of two months additional progress for secondary schools and four months additional progress for primary schools. A key finding is that the smaller the group and the more aligned it is to pupils' needs, the more effective the intervention.

Meta-analyses have shown that tutoring programmes yield consistent and substantial positive impacts on learning outcomes: the EEF Teaching and Learning Toolkit meta-analysis estimates the average effect size of tutoring to be 0.3 SD for small group tuition and 0.37 SD for 1:1 tuition; Nickow *et al*., (2020) found an overall pooled effect size estimate of 0.37 SD; Dietrichson *et al*., (2017) found a pooled effect size of 0.36 SD; and Ritter *et al*., (2009) found a pooled effect size of 0.30 SD.

Particular benefits of tutoring for disadvantaged students

There is evidence to suggest that the advantages of small group tuition may be particularly relevant for disadvantaged pupils (Dietrichson *et a*l., 2017; Torgerson *et al.*, 2018). These pupils may suffer in the classroom due to comparison to their peers. A perceived sense of failure may result in low motivation and low self-efficacy, leading to poor learning outcomes. In contrast, teaching these pupils in homogenous small groups allows favourable comparisons between pupils and allows teachers to readily communicate pupil improvements (Mischo and Haag, 2002). These incentives, in turn, help maintain high levels of motivation (Pintrich and Schunk, 2002).

Tutor subject knowledge and expertise

Overall, it is recommended that tutors are knowledgeable in their subject area and trained in pedagogy. The literature suggests tutor subject knowledge is beneficial for learning outcomes. Skilled teaching requires a complex interrelationship between knowledge of lesson structure and subject matter (Leinhardt and Greeno, 1986). Tutors with strong subject knowledge are more likely to be able to communicate that knowledge effectively to pupils. But learning can still occur where it is not present, for example, when tutors are peers or volunteers (Fantuzzo, King and Heller, 1992; Rogoff, 1990). Therefore, although tutor subject knowledge should not be considered a prerequisite for tutorial teaching it is clearly advantageous and preferable to it not being present at all.

The techniques that tutors use to facilitate learning is widely acknowledged in the literature as important. In particular, tutoring that exploits the intimate environment

offered by small group tutorials is likely to be highly effective (Collins and Stevens, 1982). In this sense, tutorials should be an interactive rather than a didactic experience between tutor and student (Lepper, Drake and O'Donnell-Johnson, 1997; Lepper and Woolverton, 2002). Tutors should make the tutorial a learning conversation in which students contribute much of the dialogue and the tutor intervenes appropriately to guide learning (Education Endowment Foundation, 2018; McArthur, Stasz and Zmuidzinas, 1990; Merrill *et al.*, 1992). Among the most important pedagogic principles identified is the idea of tutors managing conversations that encourage active learning from students (Chi *et al.*, 2001). Ideally, students should be at the centre of these learning conversations, encouraged to explain their answers and ask questions, with tutors holding back from giving detailed explanations. Tutors should also use this conversational style to probe students' understanding of content.

Duration and frequency

Short, regular sessions (30-40 minutes, three to five times a week) over a term or more appear to result in optimum impact (Smyth, 2008). Most studies demonstrate learning benefits from extended periods of academic mentoring. For example, one study found that students receiving less than 20 hours tutoring scored 1 grade point higher than non-participants and those who had received more than 20 hours tuition scored 1.8 points higher than those who had no tuition (Smyth, 2008). The 20 week programmes Every Child a Reader and Every Child a Writer both showed larger achievement gains than the 10 hours of tuition provided through the Making Good Progress programme (Tanner *et al.*, 2009). Studies suggest that intensive tutoring, where sessions are held several times a week tend to have greater impact (Elbaum *et al.*, 2000).

Relationship with classroom learning

Research suggests that learning is more effective when tutoring is linked with regular classroom teaching (Education Endowment Foundation, 2018). The tutoring pupils receive should be closely aligned with what is being taught in regular classes, for example by providing remedial support on difficult topics. The coordination of tutoring and classroom teaching should be fostered by a close and supportive relationship between tutor and teacher.

1.4   IPE aims

The IPE in the second year of the NTP focused on: exploring teacher and leader perceptions of whether the NTP has affected workloads; the effect of the NTP on pupil premium spend; and reasons for non-engagement in the NTP overall or its individual routes. Although it did touch on implementation and delivery of the programme as a whole, there was more focus on SLT which was introduced in the second year; the

evaluation of the first year of the NTP focused in more depth on implementation of TP and AM. This report also summarises perceptions of the impact of the NTP. Specifically, the IPE research questions for the evaluation in the second year of the NTP were:

- How have schools chosen to spend the SLT grant?

- How successfully has the SLT training provided supported tutoring (where used)?

- How could the SLT grant be improved for the future?

- For what reasons are schools choosing to participate or not to participate in the NTP?

- To what extent, if at all, has the NTP encouraged schools to allocate a higher proportion of their pupil premium spend to high-quality tutoring and mentoring?

- To what extent, if at all, has the NTP affected teacher/leader workload?

- What were the perceived benefits of the NTP?

1.5 IPE methods

A mixed-methods approach to the IPE was designed to explore the research questions, comprising an online school survey to offer breadth of data collection, as well as a series of qualitative interviews and case studies to add more depth.

Surveys

All schools in England were invited to respond to an online school survey in March 2022. It was sent to the headteacher, who was asked to respond or pass it to another senior leader with an oversight of education recovery. To obtain views from classroom teachers involved in the NTP, senior leaders were asked to share the survey with teachers. All questions in the survey were closed and, where appropriate, included drop-down categories, rating scales and 'not applicable' response options. Respondents were routed to different survey questions depending on their role and participation in the NTP routes.

Responses were received from 821 members of staff (from across 687 schools): 665 headteachers/senior leaders; 52 middle leaders; and 104 classroom teachers. For analysis purposes, middle leaders and classroom teachers were combined and partial survey responses were retained in the dataset. Descriptive analysis was undertaken on the survey responses, including crosstabulations by school phase, NTP route, the school's geographical location, and/or the percentage of pupils eligible for free school meals (FSM quintiles) where appropriate. Further details on the descriptive analysis undertaken can be found in the separate Technical Appendix that accompanies this report (along with data tables). Differences between any cross-tabulation categories are only usually reported if there is at least a 10% difference.

Note that 625 of the 821 respondents (76%) were based in primary schools, which should be considered when interpreting the findings. However, when the representativeness of the schools included in survey responses were compared with the population of schools eligible for the NTP (see Appendix 2), we find that the *proportion* of secondary schools in the survey sample slightly overrepresents the proportion of secondary schools in the eligible population. The responding sample was acceptably representative of the population in relation to FSM and region. Note, that although the responding sample is broadly representative of schools eligible for the NTP, all schools in England were invited to participate in the survey and the responding group were therefore self-selecting; their responses may not reflect the views of non-responding schools.

Interviews

A series of 36 semi-structured interviews, addressing all of the IPE research questions, took place with school staff in March-April 2022. These included interviews with: 14 senior leaders; 16 classroom teachers; and 6 SLT tutors. Five discussion groups with pupils involved in the SLT route were also held. The interviews took place across 15 schools (a profile of the schools can be found in Appendix 3). Where interviews with three or more different types of interviewees (such as senior leader, teacher, tutor or pupils) were conducted in the same schools these were categorised as full case studies. This was the case in 8 of the 15 schools represented. A summary of the findings in 3 schools are presented as case studies in Chapter 10.

Information on ethical conduct and data protection can be found in Appendix 1.

2 Participation in the National Tutoring Programme

This chapter draws on survey and interview data to present findings on:

- which routes of the NTP schools were participating in

- reasons for participating in, or not participating in, the different NTP routes

- alternative tutoring offered in schools not participating in the NTP

- plans for future participation in the NTP routes among those not participating in 2021-22.

See Tables 1-19 in the Technical Appendix.

2.1 Which NTP routes were schools participating in?

Schools responding to the survey in March 2022 were most likely to be participating in the SLT route in the academic year 2021-22 (Figure 2). Almost three-quarters (72%) of survey respondents said their school was involved in SLT, compared with around a third (34%) involved in TP, and less than a fifth (13%) involved in AM (Figure 2) (note though, as clarified in Chapter 1, schools had to meet additional eligibility criteria for the AM route). Note that these proportions among the survey sample were higher for each of the routes than the national estimates of the proportion of schools in England participating in each route, published by the Government in May 2022 (which were 60% for SLT, 16% for TP and 6% for AM).[3]

Just over a quarter (28%) of the survey respondents said their school was participating in more than one route; 4% said they were doing all three. More than one in ten (11%) survey respondents said their school was not using any of the NTP routes (a larger proportion of primary compared with secondary schools, and slightly larger proportions in schools with the lowest proportions of pupils eligible for FSM, as might be expected).

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[3] See https://www.gov.uk/government/statistics/national-tutoring-programme-courses-started-and-schools-participating-up-to-may-2022

Figure 2   Participation in the NTP routes

Source: NTP year 2 school staff survey.
Question for all respondents.
N=821
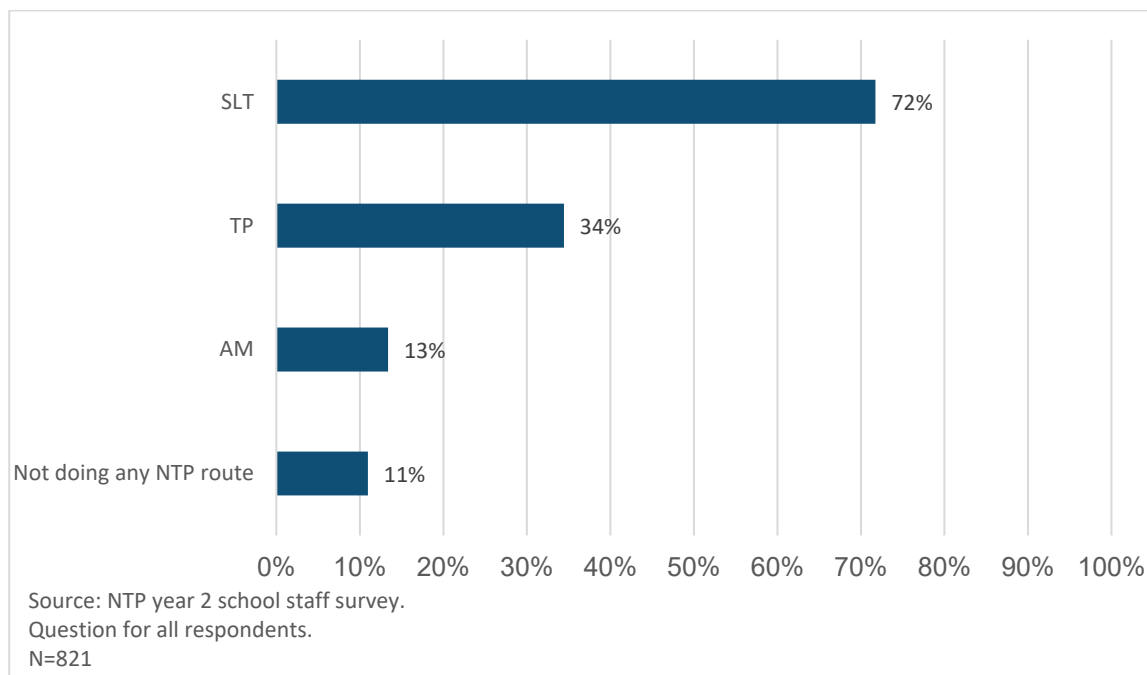
Similar proportions of survey respondents in primary and secondary schools were involved in SLT (71% and 75%). However, respondents in secondary schools were more likely than those in primary schools to be involved in TP (51% and 29% respectively) or AM (22% and 10%; although the numbers doing AM overall were small).

Those in schools with the highest proportions of pupils eligible for FSM were most likely to be participating in TP (39%/N=59 in the highest FSM quintile[4], 41%/N=79 in the second highest, compared with 21%/N=28 in the lowest quintile). The pattern was similar for the AM route. While for SLT, similar proportions of respondents within the different FSM quintiles said their school was using the grant (including 70% of schools in the lowest FSM quintile).

2.2 Why were schools using the School-Led Tutoring grant?

SLT was introduced in the academic year 2021-22 following feedback from schools in the first year of the NTP that they would like a more localised approach to tutoring and more flexibility to use tutors who they are familiar with. All state-funded schools in England with pupils eligible for pupil premium received the ring-fenced SLT grant to fund locally-sourced tutoring provision (75% of the costs were subsidised in 2021-22). Schools which did not use the grant would need to return the funds to the DfE.

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[4] The highest quintile means the highest proportion of FSM; see Technical Appendix.

A total of 466 senior leaders who said their school was using the SLT grant in 2021-22 gave at least one main reason why. More than three-quarters (76%) said that the autonomy schools had over SLT delivery was one of their main reasons for using the grant (Figure 3). They also liked the ability to select tutors who they felt were the best fit for the school and pupils: 72% wanted tutors who pupils were already familiar with and 69% felt SLT gave them the opportunity to use tutors the school thinks best meet the needs of pupils. Similar proportions of primary and secondary senior leaders cited these as main reasons for using the SLT grant.

Figure 3   Reasons for participating in School-Led Tutoring
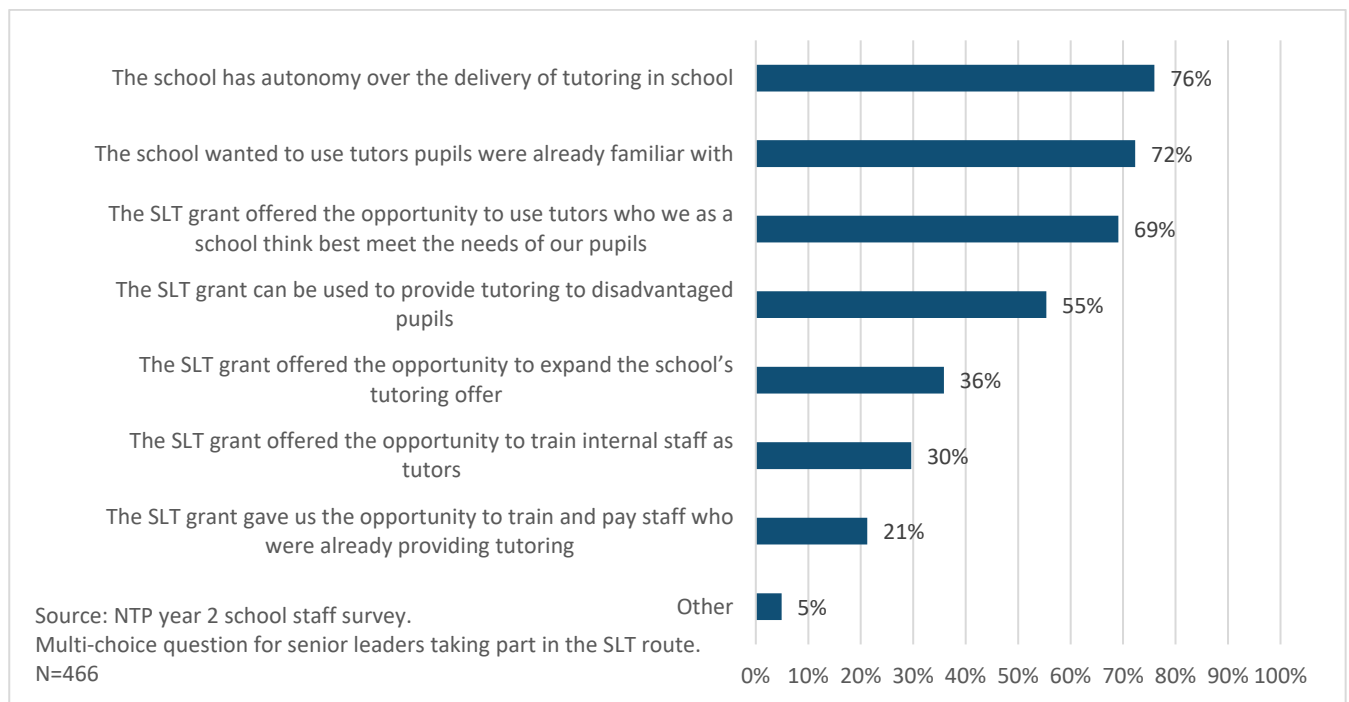
Senior leaders who were interviewed gave similar reasons for using the SLT grant.

> We thought using [Higher Level Teaching Assistants] would be more effective than briefing someone new. This was the major factor for using the School-Led Tutoring grant. - *Secondary leader*

Some also talked about not wanting to give SLT funds back if unspent.

> We were given the money and if we didn't spend it, it would be taken away from us. - *Secondary leader*

Across 171 senior leaders in schools *not* using the SLT grant, 38% said one of the main reasons was because the school did not have sufficient time or resource to manage and deliver tutoring (Figure 4). This was the case for 45% of secondary school senior leaders compared with 38% of primary school senior leaders. In terms of delivery, this may

suggest that there was a lack of understanding that the SLT grant could be used to pay for external tutors. For over a quarter (28%), the SLT grant was felt to be insufficient to cover the costs of tutoring (note that the subsidy is due to decrease in 2022-23 from 75% to 60%). Amongst senior leaders interviewed, some said they found it difficult to source suitable tutors for SLT (see 'challenges' in Chapter 6).

Figure 4   Reasons for *not* participating in School-Led Tutoring

Source: NTP year 2 school staff survey.
Multi-choice question for senior leaders not taking part in the SLT route.
N=171
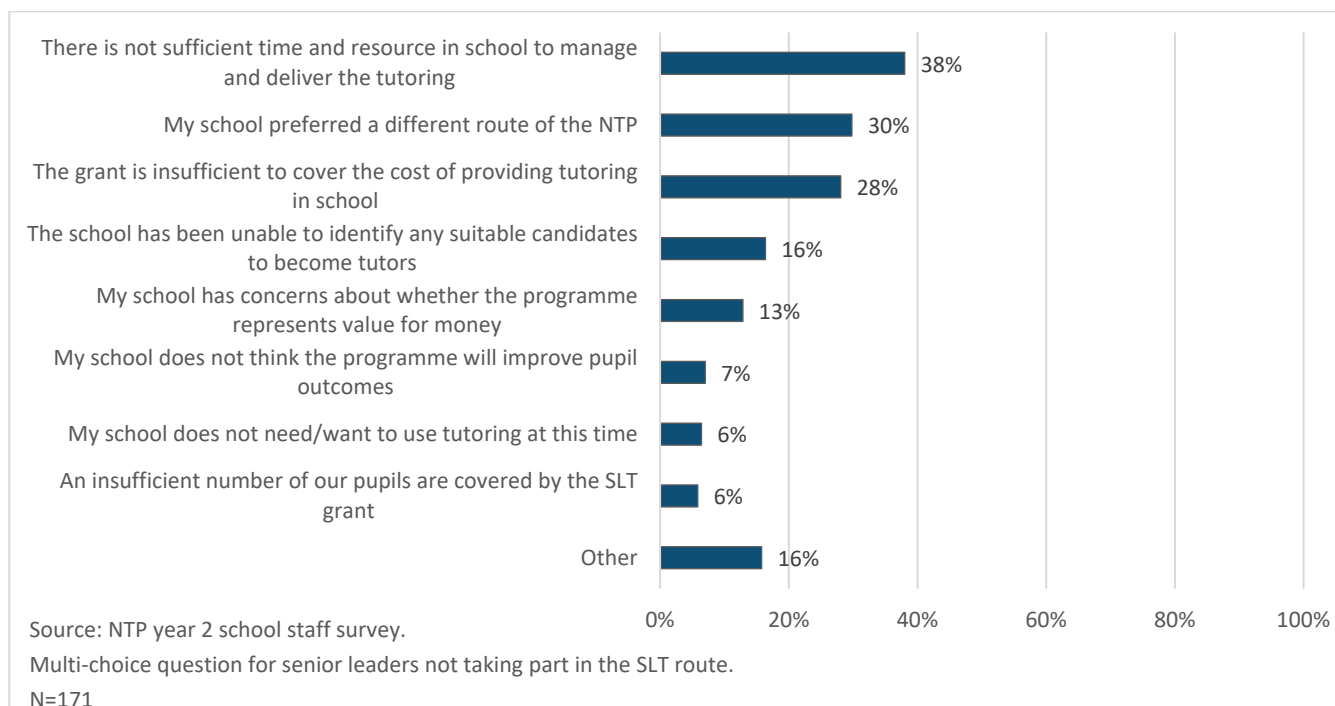
Among the survey respondents not doing SLT (N=171), almost half (47%) were not participating in any of the NTP routes in 2021-22. However, 43% were involved in TP, 4% were using AM, and 6% were involved in both TP and AM.

2.3   Why were schools participating in the Tuition Partners route?

Of 220 senior leaders in schools participating in the TP route, 82% said one of the main reasons for their participation was because 70% of the costs were subsidised (Figure 5). Senior leaders wanted to provide tutoring to disadvantaged pupils (a main reason for involvement for 60%) and were attracted to the fact that TP did not rely on internal staff capacity (59%). Over a third of senior leaders (37%) had accessed TP in the first year of the NTP and wanted to continue; this was particularly the case for senior leaders in secondary schools (46% compared with 32% in primary schools).

Figure 5   Reasons for participating in the Tuition Partners route

Source: NTP year 2 school staff survey.
Multi-choice question for senior leaders taking part in the TP route.
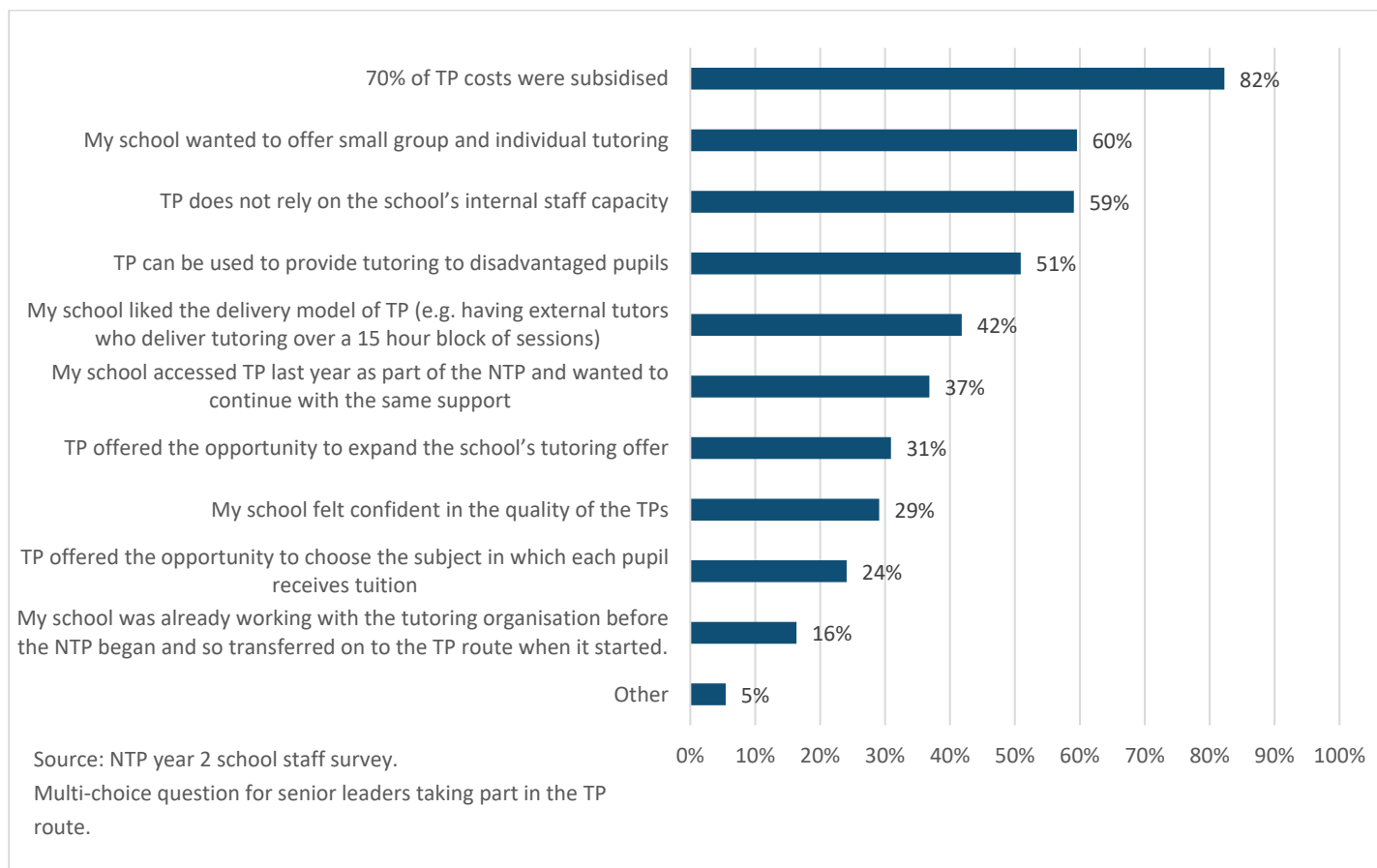
In the interviews, there were examples of senior leaders who had carried on with TP in the second year as they had a positive experience in the first year and had built a positive relationship with their TP.

> The TP provision worked really well last year, so we carried on. It comes down to having a good provider. - *Secondary leader*

Across 413 senior leaders in schools *not* participating in the TP route, 69% said one of the main reasons was that they preferred to use their own staff as tutors (this proportion was similar in primary and secondary schools) (Figure 6). For over a third (36%), one of the main reasons was their concerns about the quality of TP (this was particularly the case for secondary senior leaders; 57% compared with 32% of primary senior leaders). More than a fifth (28%) had concerns about whether TP represents value for money (49% of secondary school senior leaders compared with 25% of primary senior leaders). For 14%, they felt their school could not meet the 30% funding requirement.

These reasons for not participating are consistent with findings from an NFER survey of senior leaders carried out in the summer of 2020, investigating the impact of Covid-19 on schools and the challenges senior leaders felt they would face from September 2020

(Sharp *et. al.*, 2020). More than half of senior leaders were uncertain about whether they would participate in the NTP, mainly because they had concerns about: using tutors not familiar to pupils; having sufficient budget to contribute to the cost of tutoring; and the quality of tuition content and tutors.

Figure 6   Reasons for *not* participating in the Tuition Partners route

Preferred to use our own staff who are known to pupils — 69%
Concerns about the quality of TP — 36%
Preferred a different route of the NTP — 32%
Concerns about whether the programme represents value for money — 28%
Insufficient time and resource to manage the tutoring in school — 18%
My school does not think the programme will improve pupil outcomes — 15%
My school is not able to meet the 30% funding requirement — 14%
The number of hours of tuition allowed does not meet our needs — 8%
Insufficient time and resource to complete the application — 8%
Difficulties with the online booking system — 5%
My school does not need/want to use tutoring at this time — 5%
My preferred tutoring organisation is not an NTP provider — 3%
Other — 16%

Source: NTP year 2 school staff survey.
Multi-choice question for senior leaders not taking part in the TP route.
N=413

There were examples of senior leaders who were interviewed who had opted for different NTP routes because of a perceived negative experience of TP in the first year.

> We just didn't feel that TP last year was particularly well run. We had applied to one provider and they couldn't find any availability in our area because the demand was quite high. We're in an area of high disadvantage, of course it's going to be high. *- Primary leader*

The quality of the tuition provided last year [via Tuition Partners] was not good. There was no consistency. There was a different tutor each week and it became a waste of money and time facilitating it. Because of our experience [of TP] in the past, we weren't sold on the quality of tuition that was being given. - *Secondary leader*

Among the survey respondents not participating in TP in 2021-22 (N=413), 69% were participating in SLT only instead. Around a fifth (20%) were not involved in any of the NTP routes in 2021-22, while 9% were involved in AM and SLT, and 2% were just using AMs.

2.4 Why were schools participating in the Academic Mentor route?

A total of 85 senior leaders who said their school was involved in the AM route gave at least one main reason why. The majority were motivated by the funding for AM (84% of senior leaders citing the 95% subsidy as a main reason for their participation) (Figure 7). Two-thirds (66%) liked that the AM route could be tailored to suit the school and pupils. Similar proportions felt that the AMs could be guided by classroom teacher (66%) and that AMs could work closely within the school with classroom teachers and leaders (66%).

Figure 7   Reasons for participating in the Academic Mentor route

Source: NTP year 2 school staff survey.
Multi-choice question for senior leaders taking part in the AM route.
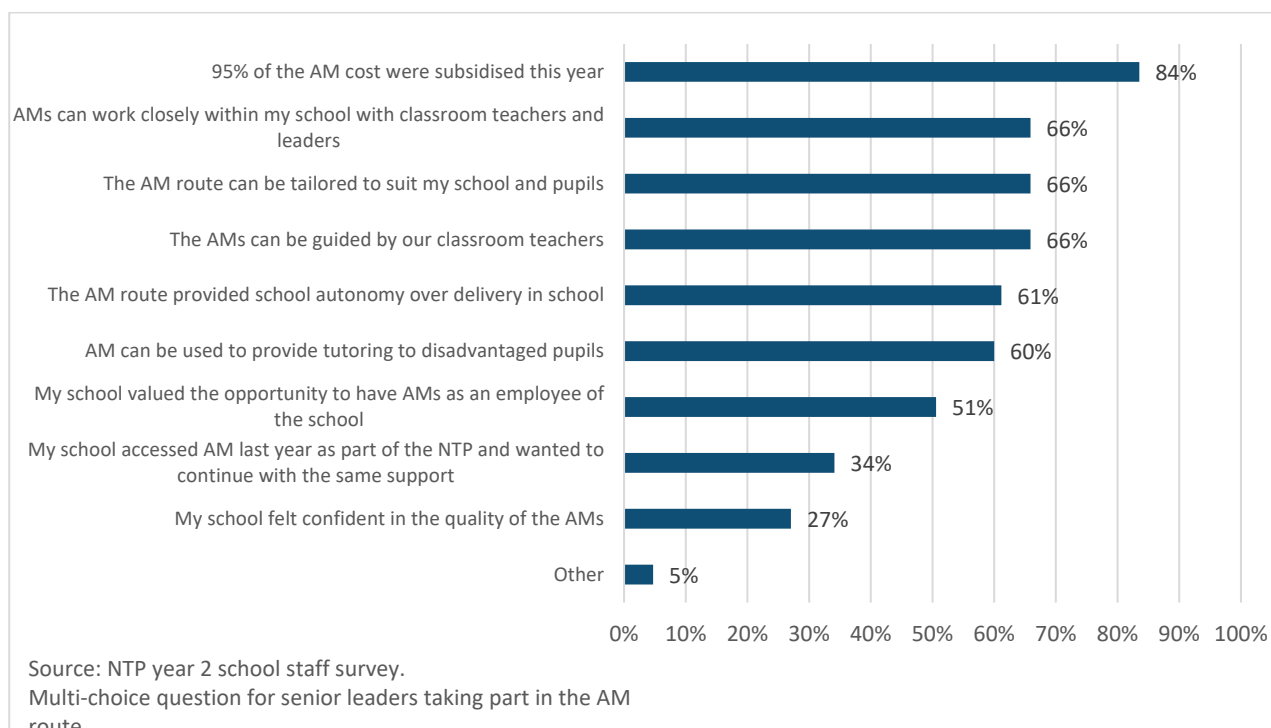
These points were also reiterated by senior leaders who were interviewed.

> If we went for Academic Mentors we could make sure they would be able to work with our students…we could go with someone who could have an impact because they would have a connection with our kids. - *Secondary leader*

Senior leaders were also attracted to school autonomy over AM delivery (61%). This was particularly the case for secondary school senior leaders (73%) compared with those in primary schools (54%), although there were small numbers in both groups (N=30 and N=54 respectively).

Across 543 senior leaders in schools *not* using AMs, 44% said one of the main reasons was that they prefer to use their own staff who are known to the pupils (Figure 8). This was more often the case among primary school senior leaders; 47% compared with 32% of secondary senior leaders). For 16% of senior leaders, one of the main reasons for not using AMs was concern over their quality. Some senior leaders who were interviewed had wanted to employ AMs but had experienced difficulties accessing them (see 'challenges' in Chapter 6).

Figure 8   Reasons for *not* participating in the Academic Mentor route

Reason	Percentage
My school preferred to use our own staff who are known to pupils	44%
My school preferred a different route of the NTP	23%
My school has concerns about the quality of AM	16%
My school is not eligible for Academic Mentors	15%
My school is not able to fund the costs of academic mentor(s)	13%
Concerns about whether the programme represents value for money	12%
My school does not need/want to use mentoring at this time	9%
Insufficient time and resource to manage the tutoring in school	9%
My school does not think the AM route will improve pupil outcomes	9%
Insufficient time and resource to complete the application	5%
Difficulties with the online booking system	3%
My preferred mentoring organisation is not an NTP provider	2%
Other	15%

Source: NTP year 2 school staff survey.
Multi-choice question for senior leaders not taking part in the AM route.
N=543

Among the survey respondents not doing AM (N=543), more than half (52%) were doing SLT only in 2021-22. Just under a fifth (19%) were participating in TP and SLT, while 14% were just involved in TP. Of those not using AMs, 15% were not involved in any of the NTP routes.

2.5 How likely are non-participating schools to participate in NTP routes in the future?

Senior leaders in schools not participating in each of the individual NTP routes in 2021-22 were asked if their school intended to do so in future academic years (Figure 9). Most were either not sure or said they would not participate in the future, although the likelihood of future participation appeared greater for the SLT route. One-fifth (21%) of those not involved in SLT (N=165) this year expected to participate in future, compared with 8% not involved in AM (N=517), and 6% not involved in in TP (N=391).

Figure 9   Future participation in the NTP routes for those not participating in that route in 2021-22

Source: NTP year 2 school staff survey.
Question for senior leaders not currently taking part in each route
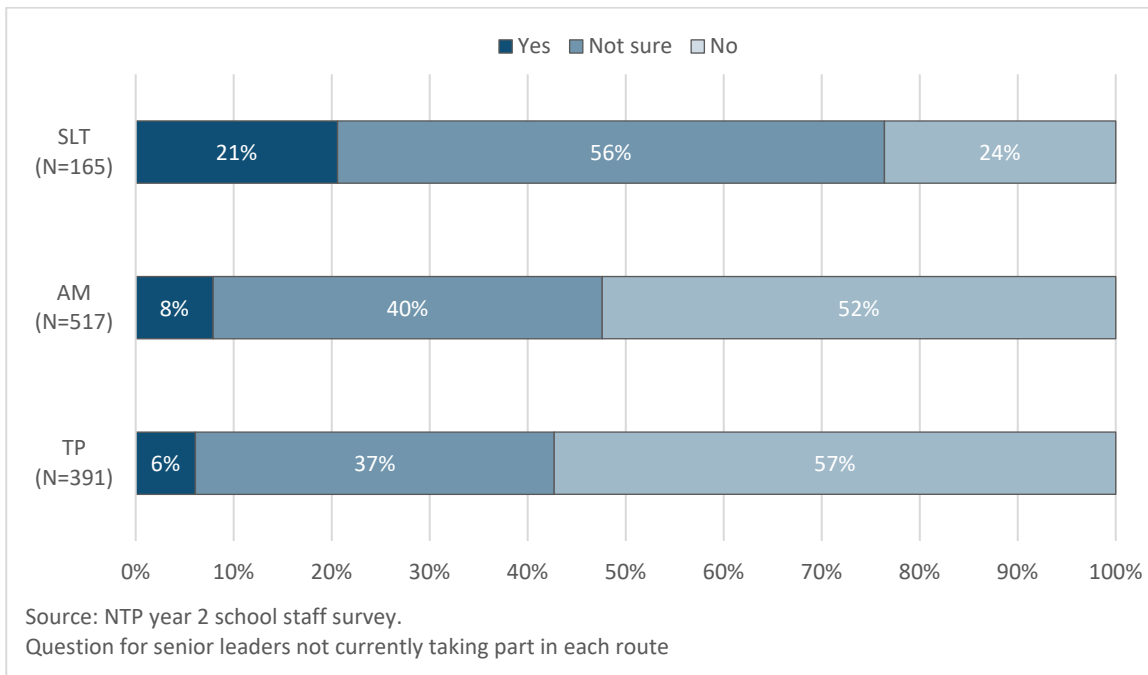
Across all three NTP routes, increasing the grant or subsidy available to cover the cost of that route was given as the factor most likely to increase senior leaders' participation (49% of respondents for SLT, 42% for TP and 28% for AM). However, in 2022-23, the subsidies available for each of the three routes are being reduced.

Factors that would increase their schools' likely participation in SLT in the future also included: reducing the burden of managing SLT funded tutors in school (43%) and having suitable candidates to deliver the SLT in school (34%). Respondents from the secondary phase were more likely than those from primary to want more support to reduce the burden of managing the SLT tutors (54% compared with 42% respectively). Of those not involved this year, 9% said nothing would increase their likelihood of using SLT in the future.

Senior leaders felt that participation in TP in the future could be encouraged by making it easier to identify providers which meet their needs (36%). Respondents in secondary schools were more likely than those from primary schools to want more support to identify providers (46% compared with 34% respectively). Over one-fifth (22%) of respondents said nothing would increase their likelihood of using TP in the future.

For AM, schools not involved might be encouraged by more information about the AM route being available (24%). Over one-fifth (22%) of respondents said nothing would increase their likelihood of using AM in the future, with respondents from the primary phase more likely to state this than those from secondary (25% compared with 13% respectively).

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2.6 What other tutoring was provided outside of the NTP?

Across survey respondents, 75 senior leaders reported that they were in schools not doing *any* of the NTP routes (TP, AM or SLT). They were asked what tutoring support, if any, they provided to pupils outside of the NTP. Most (63%, N=47) were offering tutoring independent from the NTP (this included four secondary schools which were all offering some kind of tutoring), while 37% (N=28) said they were not (these were primary or special schools). Senior leaders who reported that their schools were providing other tutoring were most likely to use their own internal teachers as tutors rather than external tutors. This follows a similar model to SLT, so it could be that the school was using the SLT grant but the survey respondent was not aware of that.

Among the small sample of staff interviewed, most mentioned their school being involved in other recovery strategies outside of the NTP. These included: other tutoring by TAs or teachers (for small groups of pupils or larger 'booster clubs'); interventions or programmes with a specific topic focus (such as phonics or writing); and support for Year 11 revision (including revision guides or sessions).

Summary of findings

- Schools were most likely to be participating in the SLT route. They liked the autonomy over delivery and being able to use their own internal staff as tutors. If they were not using the SLT grant, it was most often because of concerns over internal staff capacity to be able to provide tutoring, plus some concerns about level of the subsidy.

- TP was most often used because schools welcomed the 70% subsidy, combined with having concerns over own staff capacity to provide tutoring.

- Schools with AMs liked that they could work closely with the school so that provision could be tailored to suit the needs of the pupils.

- If they were not involved in TP or AM, it was most often because they preferred to use their own staff; some had concerns about the quality of the provision for those routes.

- Among those not involved in the NTP routes in 2021-22, the main factor which would encourage future participation across the routes was an increase in subsidies, which are in fact being reduced in 2022-23.

3.   Implementation of the National Tutoring Programme

This chapter draws on survey and interview data to present findings on:

- how the NTP was being implemented in schools, including which pupils are receiving tutoring, the focus of tutoring, and the timing and duration of sessions
- communication between tutors and school staff
- pupils' perceptions of SLT.

See Tables 20-25 in the Technical Appendix.

At the time of the survey and interviews, most participants reported that they were in the process of delivering NTP tutoring to pupils in their school and so were able to comment on how the implementation of the programme had progressed. A small minority were still planning tutoring or were at the beginning of their delivery so had more limited ability to discuss implementation progress. It is worth noting that this section focusses more on the SLT route, introduced in 2021-22, as the implementation of the TP and AM routes was explored in detail in the evaluation of the first year of the programme. Survey questions about implementation only related to SLT, while interviewees tended to talk about implementation across the routes.

3.1   How was tutoring being implemented in schools?

Which pupils were receiving tutoring?

While there was an expectation that, for TP, 65% of provision delivered in schools in 2021-22 would be to pupil premium pupils, there was more flexibility for AM and SLT; schools could use their discretion to extend the tutoring to pupils who they felt were most in need (but were still encouraged to prioritise pupil premium pupils). Over 9 in 10 (91%) senior leaders reported that their school was prioritising pupils eligible for pupil premium for SLT. This increased to 98% among secondary schools, compared to 90% among primary schools. There was little variation across the FSM quintiles. Furthermore, around 8 in 10 senior leaders (84%) prioritised those who had fallen furthest behind for SLT. This was broadly consistent across both primary and secondary schools and across the 5 FSM quintiles. Other pupil groups being prioritised for SLT by more than half of senior leaders were pupils eligible for FSM (58%) and other vulnerable pupils such as young carers or looked after children (51%).

Many interviewees acknowledged the need to prioritise disadvantaged and vulnerable pupils for the NTP overall, owing to the additional barriers that can cause them to make less progress than their peers, with one teacher commenting: "*they tend to make less progress because of complex nature of their home background*". However, some senior leaders felt other pupils may benefit too and could identify which pupils would gain most from the tutoring. Pupils' willingness to attend and engage in tutoring was also an influencing factor (pupils were felt to be generally positive about involvement).

> The vast majority of our children recognised they had missed a lot of schooling and it would be beneficial to them. – *Primary teacher*

Interviewees reported that, generally, pupil attendance at tutoring was good overall across all NTP routes. Where issues with attendance were reported, these were often linked with Covid-19 related absences (see 'challenges' in Chapter 6).

What was the focus of NTP tutoring?

In primary schools, tuition could be delivered in literacy, numeracy and/or science. At secondary level, tuition could be offered in English, maths, sciences, humanities and/or modern foreign languages.

Overall, most schools were prioritising maths and English as the focus of SLT[5]. For example, in the survey, 95% of senior leaders reported that they were prioritising English in their SLT sessions, while 88% were prioritising maths. There were no notable differences between primary and secondary schools or FSM quintiles on the prioritisation of these subjects. As secondary schools could have a broader focus, it is not surprising that some were including SLT sessions on science (60%), humanities (35%) and modern foreign languages (32%).

The interview evidence suggests that the focus on maths and English extended to the TP and AM routes as well as SLT. Senior leaders and teachers were in agreement that focusing on English and maths was key for supporting pupils' learning recovery. As one senior leader said: *"These are the subjects that are most important. You're unable to access the curriculum unless you've a good understanding in these areas"*. Many leaders and teachers interviewed also reported that they wanted tutoring to prepare pupils for key assessments (such as KS2 SATs and KS4 GCSEs). One leader commented: *"I think the tutoring works best where it has a real focus, like a GCSE topic…I think it works best when they have a specific exam to focus on"*.

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[5] As noted above, the survey did not explore the focus of the TP and AM routes, only the focus of SLT.

When were pupils' tutoring sessions?

Schools could decide when tutoring would take place. However, the DfE recommend that it takes place during the school day as that is perceived to be less likely to present difficulties in attendance and engagement, especially for disadvantaged pupils, as well as staffing capacity and transport issues. That was not always how schools organised SLT[6]. Similar proportions of surveyed senior leaders reported that their school offered SLT during lesson time within the school day (61%) or after school (57%).

A minority (26%) ran SLT sessions before school. The interview evidence suggests that this was often also true for the TP and AM sessions. Primary schools were more likely to provide SLT during lesson times than secondary schools (66% and 47% respectively). Conversely, secondary schools were more likely to be providing SLT after school (72% compared to 54% of primary leaders). As shown in Figure 10, it also appears that more deprived schools were more likely to be offering SLT sessions after school and less likely to be offering tutoring sessions during lesson time (this trend should be interpreted with caution though as some schools may have been offering tutoring at both timepoints).

Figure 10   Timing of SLT sessions, by FSM quintile

Source: NTP year 2 school staff survey.
Question for senior leaders whose school is taking part in the SLT route.

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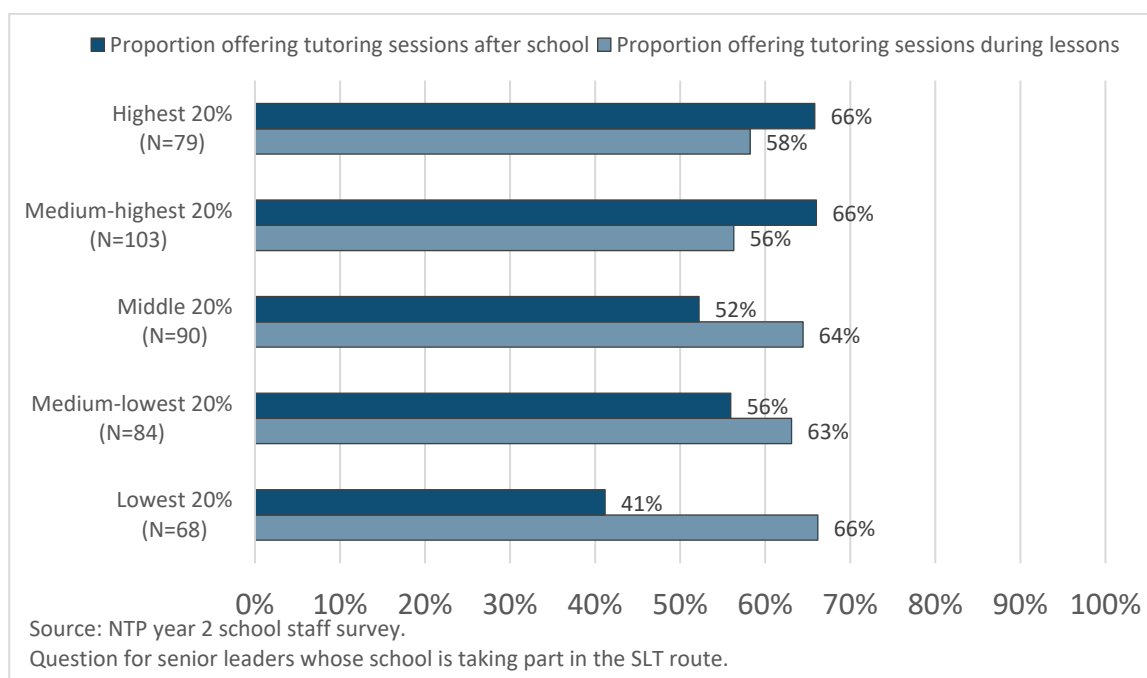
[6] As noted above, the survey did not explore the timing of the TP and AM sessions, only the timing of SLT.

Senior leaders and teachers who were interviewed highlighted the importance of ensuring that attending tutoring sessions across any of the NTP routes did not disrupt their classroom teaching and cause pupils to develop new gaps in their learning.

> We didn't want them missing out on science for example to do extra maths, as they may turn out to be an incredible scientist. We didn't want them missing out, especially when our children are so economically deprived, they need the arts, the science... - *Primary SLT tutor*

In some schools, this motivated them to hold tutoring sessions outside of lesson time. However, others instead chose to keep tutoring during lesson time but use a range of strategies to minimise the disruption this could cause for pupils, including: tutoring being a different time each week; linking the content of tutoring to the classroom learning they would be missing; and making the tutoring sessions short so that pupils did not miss an entire lesson. Note that, as discussed in Chapter 7, a minority of teachers surveyed reported having to spend time supporting pupils to catch up on lesson work they had missed. Schools did not want pupils to miss out on extra-curricular activities either.

> We don't want them to miss out on anything extra-curricular due to the tuition, so we've had to be flexible about it and they can choose which day they want to come. - *Primary teacher*

Schools also had to consider how the timing of tutoring might influence pupils' ability and willingness to attend and engage with the sessions. For example, some voiced concerns about extending pupils' academic learning time beyond the normal school day.

> Our children haven't got the stamina as it is for a school day at the best of times, so extending either side isn't really an option. – *Primary leader*

How frequent were SLT sessions?

When asked how frequently pupils access SLT sessions[7], it was most frequent for senior leaders to report that pupils received tutoring once a week (62%). This was more common among secondary schools (78%) compared with primary schools (57%). It was less common for senior leaders to report that their pupils received SLT twice a week (37%),

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[7] Senior leaders were able to select more than one option for how frequently pupils receive SLT sessions as schools may vary the delivery of the tutoring for different pupils. As noted above, the survey did not explore the frequency of the TP and AM sessions, only the frequency of SLT sessions.

though this varied to a small extent by phase (39% in primary schools and 31% in secondary schools). Only a small minority of senior leaders reported pupils' receiving SLT more frequently than this.

How long were SLT sessions?

Overall, three-quarters (75%) of senior leaders reported SLT sessions to be between 30 and 60 minutes long, however this varied greatly by phase as shown in Figure 11[8]. SLT sessions at secondary schools tended to be longer, with 81% of senior leaders reporting SLT sessions were 45-60 minutes in length. Among primary schools, the length of sessions appears more varied.

Figure 11   Length of SLT sessions

Source: NTP year 2 school staff survey.
Question for respondents whose school is taking part in the SLT route.
Note: percentages less than 5% are not displayed
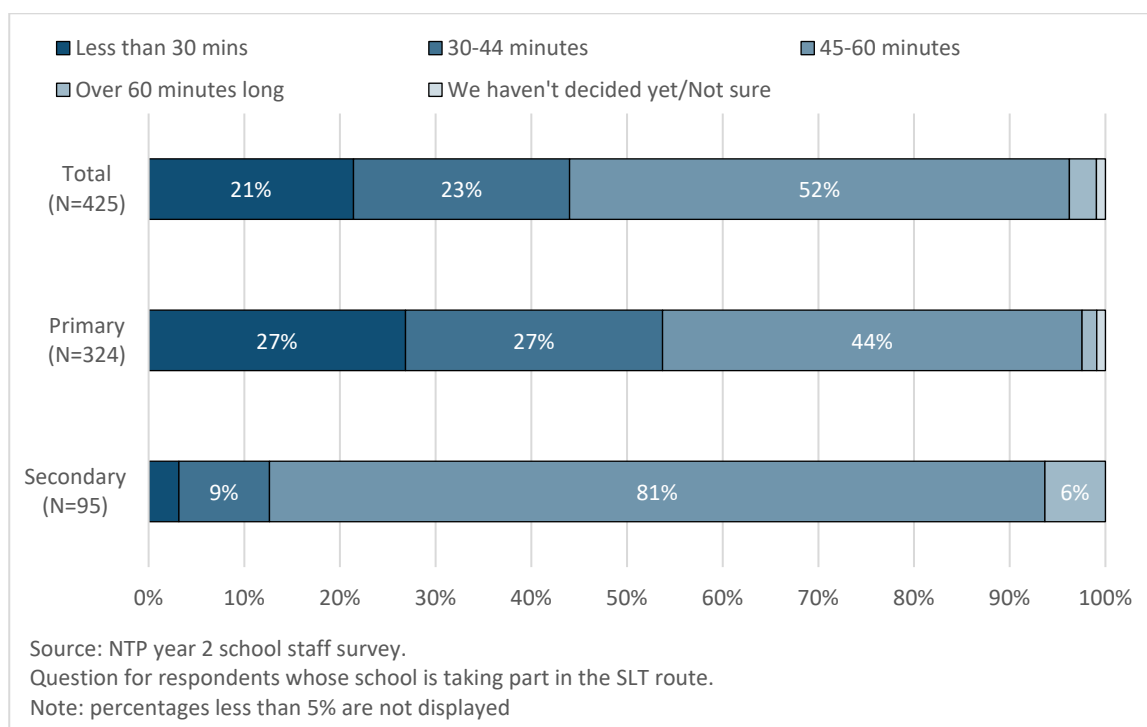
3.2   To what extent are school staff and tutors communicating?

Research summarised earlier in this report emphasised that where there is close alignment of teaching and tutoring, learning is most effective. It is reported in more detail later in Chapter 7 that the majority of respondents felt the NTP was well-aligned to the curriculum and learning needs of pupils, and that tutors and teachers liaised regularly to discuss pupils' needs and progress. The interview evidence suggests that very few tutors

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[8] As noted above, the survey did not explore the length of the TP and AM sessions, only the length of SLT sessions.

or teachers reported having little or no contact with each other. There were, however, varied approaches to communication, as the following quotations illustrate.

> We have a hand in what's going on, but ultimately it's the tutors who need to prepare and deliver it…We tell the tutors what we need and then trust that they go away and make those sessions fit the children. – *Primary teacher*

> She is in effect teaching those children all their English for that term, so it's important that she updates the teacher, so for consistency that's important. – *Primary leader*

It is important to note, however, that not all communication and interaction between school staff and tutors was positive, as the quotation below exemplifies.

> [The tutor] would often say that the materials I'd given her were too challenging for some students. A qualified teacher would have been able to adapt the materials to suit the needs of the children. But I needed to support [the tutor] with this… I don't begrudge it, but it's not sustainable. – *Secondary teacher*

The extent and nature of the communication between school staff and tutors appeared to be typically determined by: whether the tutors had a pre-existing relationship with the school; the experience and skills of the tutor; the schools' expectations as to how closely tutoring sessions should align with classroom teaching and learning; and the capacity of teachers. There was a general feeling that it was easier for school staff to communicate with internal tutors:

> One of the benefits of having school-led tutors is that this [communication] is possible throughout the day, catching a teacher at break times, a chat in the playground, or passing in the corridor. They are able to communicate more regularly in a more informal way than an external tutor would be able to do. – *Primary SLT tutor*

3.3   What are pupils perceptions of the SLT-funded tutoring?

Pupils were broadly very positive about the tutoring they had been receiving, particularly on the attitude and supportive approach of the tutors they have worked with. Pupils particularly enjoyed it when their tutor was creative and made the tutoring sessions fun. The quotations below illustrate pupils' perceptions of their SLT-fund tutor.

She is a brilliant teacher. She taught me last year in year 5 and she is such a nice teacher to work with. She is helpful, kind, helps us when we struggle with problems and calculations. – *Primary pupil*

She was really good, really fun, created like a fun environment and so much more interesting than class. – *Secondary pupil*

Summary of findings

- More than 9 out of 10 senior leaders reported that their school was prioritising pupils eligible for pupil premium for SLT. Around 8 out of 10 prioritised those who had fallen furthest behind.

- Staff used assessments and gap analysis to guide pupil selection, but also took into consideration pupils' willingness to attend and engage with NTP tutoring.

- Most schools reported prioritising maths and English as the focus of their tutoring. There was also a focus on preparing pupils for key assessments (KS2 SATs and KS4 GCSEs).

- Primary schools were more likely to provide SLT during lesson times than secondary schools, while secondary schools were more likely to be providing SLT after school.

- Senior leaders considered what pupils may miss while attending tutoring sessions and how the timing might influence their ability and willingness to attend and engage with the sessions.

- The interview evidence suggests that communication between tutors and teachers was determined by: pre-existing relationships; the experience and skills of the tutor; the schools' expectations for alignment of tutoring with classroom teaching and learning; and the capacity of teachers.

- Pupils had largely positive perceptions of the SLT tutoring and particularly on the attitude and supportive approach of the tutors they have worked with.

4   Tutors involved in School-Led Tutoring

This chapter draws on data from the survey and interviews to present findings on:

- the types and quantity of SLT tutors participating in schools[9]

- the training SLT tutors had received and perceptions of the effectiveness of the training.

See Tables 26-30 in the Technical Appendix.

4.1   What types and quantity of tutors are senior leaders using to deliver SLT?

Schools mainly used the SLT grant to fund internal staff to become tutors (81% of senior leaders using the SLT grant reported using it in this way). This was broadly consistent across all phases and all five FSM quintiles. Fewer (33%) of senior leaders were using the SLT grant to pay for external tutors to deliver SLT. Secondary schools were, however, more likely to use external SLT tutors than primary schools (43% compared to 30% respectively).

Schools were most likely to use qualified teachers as SLT tutors. Almost two-thirds of senior leaders (62%) using the SLT grant used qualified teachers employed by the school to deliver SLT, with 37% using qualified teachers who were not permanently employed at the school. Fewer used unqualified teachers, although still around two-fifths (42%) reported using TAs employed by the school. Whilst there was little difference between phases for use of qualified teachers, primary schools were more likely to use TAs as SLT tutors compared with secondary schools (45% of primary senior leaders using the grant reported using TAs compared to 31% in secondary schools).

On average, primary schools had approximately 5 SLT tutors compared to approximately 13 tutors for secondary schools, likely reflecting the difference in pupil numbers between primary and secondary schools. Each tutor typically tutored an average of 14 pupils per term, with senior leaders reporting that on average the maximum number of pupils per tutoring session was 4 (so, a tutor/pupil ratio of 1:4). There was little difference in the number of pupils tutored per tutor per term or the number of pupils per tutoring session by phase or across the FSM quintiles.

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[9] As SLT was introduced in the academic year 2021-22, the focus of the IPE was mainly on the implementation of SLT. Hence, this chapter focuses on SLT tutors, not TP tutors or academic mentors delivering the other routes.

The interview evidence indicates that the schools' choice of whether to opt for internal or external tutors was dependent on: internal staff capacity; their perceived ability to access quality tutors internally or externally; pre-existing relationships with tutors; how important they felt it was for pupils to be familiar with tutors (this was often the case, although some wanted 'fresh faces').

4.2   What training have the SLT-funded tutors received and how was it perceived?

In 2021-22, the NTP offered SLT tutors two forms of training course: one for tutors with QTS and one for tutors without QTS. The non-QTS pathway is split in two to form a primary and secondary pathway. Tutors with QTS are encouraged to undertake an optional training course that takes around 2 hours to complete, while tutors without QTS are required to complete the mandatory SLT training course which takes approximately 11 hours to complete.

As shown in Figure 12, perceptions from school staff of the effectiveness of the SLT training at equipping tutors for delivering high-quality tutoring were broadly positive, with two-thirds (67%) of respondents saying the training was effective or very effective at this.[10] While this was broadly consistent across phases and FSM quintile, there was some variation in respondents' perceptions dependent on their role, as shown in Figure 4.1. Middle leaders and classroom teachers perceived the training as more effective at equipping tutors for delivering high-quality tutoring than senior leaders. Approximately 80% of middle leaders or classroom teachers rated the training as effective or very effective for this purpose compared to 64% of senior leaders.

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[10] Respondents were asked to rate the effectiveness of the SLT training on a scale from 1 – very effective to 5 – very ineffective.

Figure 12   Effectiveness of SLT training

Source: NTP year 2 school staff survey.
Question for respondents whose school is taking part in the SLT route.
Note: percentages less than 5% are not displayed
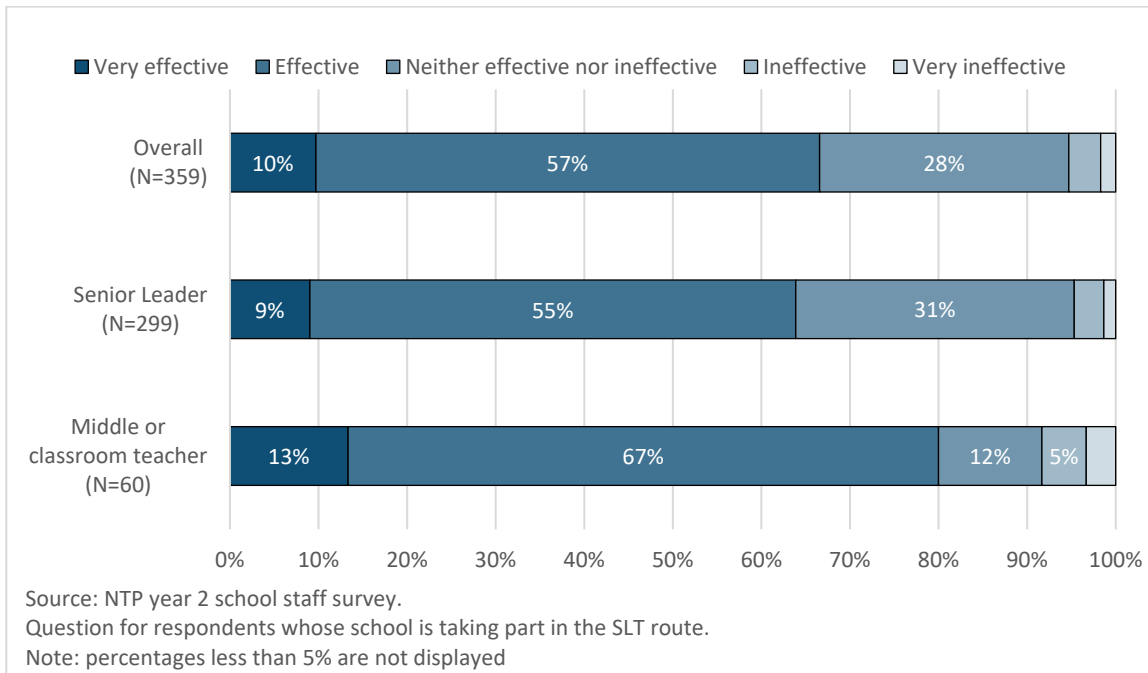
The interview evidence, however, was more mixed. Many senior leaders and tutors felt that the QTS training was unnecessary (as opposed to being poor quality) for experienced qualified teachers.

> As a qualified teacher, it was a complete waste of time…All of the content would be expected in a PGCE, which if you are a qualified teacher [is unnecessary]. - *Secondary leader*

Similarly, while some tutors reported that the training equipped them with a useful foundation and some helpful practice tips, some senior leaders and tutors felt the non-QTS training underestimated the ability and experience of the staff completing the training, particularly TAs.

> When I [got] feedback from the TA, again she said it was things she already knew and did. It wasn't development, it was more jumping through hoops. – *Primary leader*

An additional concern some senior leaders and tutors voiced was the time commitment required for each of the training pathways and the difficulty some tutors had in fitting in the training amongst their other workload.

> One of the things that put us off using our own TAs was that it was an 11 hour course for TAs…We just don't have the time to release them

to do that…we already have some very experienced TAs so it
seemed like a waste of time. – *Primary leader*

It was difficult to fit it into the day though. Two hours may not seem a
lot but every minute is precious in a school day. – *Primary SLT tutor*

Some senior leaders expressed a desire to have more autonomy on whether their tutors
needed to complete the training or not based on their previous experience and training,
such as achieving higher level teaching assistant status.

Summary of findings

- Senior leaders primarily chose to use internal staff as their SLT-funded tutor(s),
  though some senior leaders used a combination of internal and external tutors.
  Secondary schools were more likely than primary school to use external tutors.

- Almost two-thirds of senior leaders used qualified teachers employed by the
  school to deliver SLT, with over a third using external qualified teachers. Fewer,
  but still around two-fifths, used TAs employed by the school.

- Primary schools had, on average, approximately 5 SLT tutors compared to
  approximately 13 tutors for secondary schools.

- An average maximum tutor/pupil of 1:4 was reported.

- Perceptions among school staff of the effectiveness of the SLT training were
  broadly positive, although there was some suggestion among interviewees that
  the training was unnecessary (as opposed to being poor quality) for experienced
  qualified teachers or experienced TAs. Senior leaders wanted autonomy on
  whether their tutors needed to complete the training.

- For some interviewees, the time commitment required for the training was
  perceived as a barrier to recruiting tutors.

5 Satisfaction with the National Tutoring Programme

This chapter draws upon survey and interview data to present findings on:

- overall school satisfaction with the NTP

- variations in satisfaction based on NTP routes

- schools' confidence that they can access high-quality tutoring in the future.

See Tables 31-38 in the Technical Appendix.

5.1 How satisfied are schools with the NTP?

Despite some negative coverage about the NTP in the media, most (63%) of the survey respondents who had experienced the NTP directly were satisfied with the NTP overall[11] (either very satisfied or satisfied, as shown in Figure 13). Differences in satisfaction were found based on respondent role: three-quarters (75%) of classroom teachers or middle leaders were satisfied with the NTP overall, compared with 61% of senior leaders.

Figure 13   Satisfaction with the NTP, overall and by role

Source: NTP year 2 school staff survey.
Question for all respondents taking part in at least one NTP route.
Note: percentages less than 5% are not displayed

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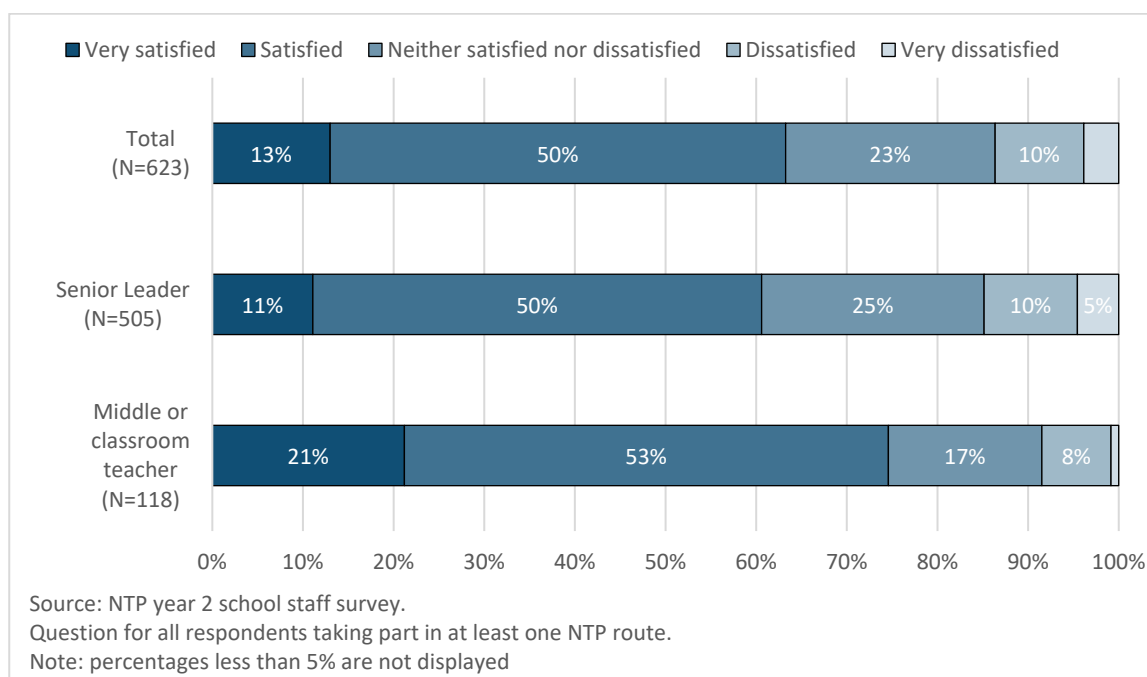
[11] To assess satisfaction with the NTP, senior leaders were asked to rate their satisfaction on a scale ranging from 1 – very satisfied to 5 – very dissatisfied.

Two-thirds (66%) of primary schools were satisfied with the NTP overall, compared with just over half (53%) of all secondary school respondents.

Interviews with the small sample of senior leaders found that they were mostly satisfied with the NTP because of the available funding and the benefits the NTP could offer their pupils (particularly those from more disadvantaged backgrounds). Areas of dissatisfaction mostly related to the programme's impact on workload (which is discussed further in Chapter 8), the perceived lack of availability of tutors and support available to source them, and schools' relationships with tuition partners. These challenges are explored further in Chapter 6.

5.2   How does satisfaction compare between NTP routes?

Levels of satisfaction with individual NTP routes were explored with senior leaders[12]. The majority of senior leaders involved in each of the individual routes were satisfied, though satisfaction was highest for SLT (Figure 14). Nearly all (92%) respondents who took part in SLT were satisfied, compared with 74% of AM participants and 67% of TP participants. Almost all (98%) of respondents who had implemented other tutoring outside of the NTP as part of their Covid-recovery strategy were satisfied or very satisfied with that tutoring. In Chapter 2, we report that tutoring outside of the NTP was most often delivered by internal staff. It could be the case that some of these schools were using the SLT grant but the survey respondent was not aware of that.

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[12] To assess satisfaction with the NTP, senior leaders were asked to rate their satisfaction with a range of aspects of tutoring on a scale ranging from 1 – very satisfied to 5 – very dissatisfied.

Figure 14   Satisfaction, by type of tutoring

Legend: Very satisfied · Satisfied · Neither satisfied nor dissatisfied · Dissatisfied · Very dissatisfied

How satisfied are you with the Tuition Partners route overall? (N=201): 13% | 54% | 14% | 13%

How satisfied are you with the Academic Mentors route overall? (N=67): 25% | 49% | 13% | 9%

How satisfied are you with the School-Led Tutoring route overall? (N=399): 42% | 50% | 5%

How satisfied are you with non-NTP tutoring overall? (N=117): 58% | 40%

Source: NTP year 2 school staff survey.
Question for senior leaders
Note: percentages less than 5% are not displayed

Satisfaction was explored in more depth in relation to different aspects of tutoring, comparing the three NTP routes. As Figure 15 shows, satisfaction varied by the type of tutoring, but those using the SLT grant were most satisfied (more than 9 out of 10 senior leaders involved in SLT were very satisfied/satisfied with each aspect). Each of these aspects of tutoring are explored below.

Figure 15   Very satisfied/satisfied with aspects of tutoring, by route

Legend: SLT · AM · TP

Tutors' ability to meet pupils' learning needs: SLT 97%, AM 81%, TP 78%

Tutors' support to identify/monitor any issues: SLT 96%, AM 75%, TP 64%

Tutors' use of feedback they have received from teachers: SLT 94%, AM 79%, TP 63%

Tutors' flexibility around delivery: SLT 94%, AM 84%, TP 70%

How well tuition aligns with the school's curriculum: SLT 97%, AM 85%, TP 78%

Tutors' ability to manage pupils' behaviour: SLT 96%, AM 79%, TP 73%

Tutors' relationships with pupils: SLT 97%, AM 87%, TP 83%

Quality of tuition: SLT 98%, AM 84%, TP 80%

Source: NTP year 2 school staff survey.
Question for senior leaders whose school is taking part in least one NTP route, or is using non-NTP tutoring

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Quality of tutors and mentors

Senior leaders who had taken part in the SLT were more likely to be satisfied or very satisfied with the quality of the tutoring (98%) than other NTP routes, although satisfaction with AM mentors and TP tutors was also high (84% and 80% respectively). As discussed in Chapter 2, some senior leaders reported that their schools had not taken up the TP and/or AM routes in 2021-22 because of concerns about quality of provision. Here, we see that the majority of those participating in those routes were satisfied with quality. Not all were though, which means there is an important role for the provider responsible for quality assurance in 2022-23, particularly as some schools seek external provision due to concerns about internal staff capacity.

Relationships between tutors, pupils and teachers

Almost all (97%) of the senior leaders from schools taking part in SLT were satisfied with the relationships tutors had with pupils. This was slightly higher than in other routes (possibly because most SLT tutors are internal staff; see Chapter 4), but satisfaction with these relationships was still also high for AM (87%) and TP (83%).

Senior leaders taking part in SLT were most likely to report being satisfied with tutors' relationships with teachers (96% were satisfied or very satisfied). Similar proportions (92%) were satisfied with the relationship between AMs and teachers. This is likely because SLT tutors were most often internal staff and AMs worked within the school. Fewer (but still 69%) of senior leaders were satisfied with relationships between the TP tutors and teachers.

Ability to manage pupil behaviour

Almost all (96%) of senior leaders in schools taking part in SLT were satisfied or very satisfied with tutors' ability to manage pupil behaviour, compared with 73% and 79% for TP and AM respectively. This could be because most schools were using internal staff as SLT tutors, who are likely to be more familiar to pupils.

Alignment with the school curriculum

Research summarised earlier in the report suggests that learning from tutoring is more effective when the content of tutoring is linked with regular classroom teaching. Senior leaders from schools taking part in SLT were more likely to report being satisfied in the tuition's alignment to the curriculum (97%, although compared with still high proportions of 85% for AM and 78% for TP).

Feedback between pupils, tutors and teachers

Senior leaders from schools taking part in SLT were most likely to report being satisfied with feedback from tutors on pupils (95% were satisfied or very satisfied compared with still high proportions of 86% for AM and 72% for TP). They were also most likely to report being satisfied with feedback from pupils on tutors (91% compared with 77% for AM and 75% for TP). Similarly, senior leaders taking part in SLT were more likely to report being satisfied with tutors' use of teacher feedback (94% compared with 79% for AM and 63% for TP).

Tutors' flexibility for delivery

Senior leaders taking part in SLT were most likely to report being satisfied with tutors' flexibility for delivery (94% were satisfied or very satisfied compared with 84% for AM and 70% for TP). This could be because most schools were using internal staff as SLT tutors.

Tutors' support with pupil attendance at tutoring sessions

Senior leaders taking part in SLT were most likely to report being satisfied with tutors' support with pupil attendance at the sessions (likely because most were using internal staff as tutors), with 82% being satisfied or very satisfied compared with 66% for AM and 52% for TP. Those who were less satisfied about TP tutors support with attendance were more likely to be neither satisfied or dissatisfied (31%) than dissatisfied/very dissatisfied (17%). This was also the case for those with AMs; 25% were neither satisfied or dissatisfied, while 9% were dissatisfied/very dissatisfied with mentors support with pupil attendance.

Tutor ability to meet pupils' needs and to identify issues

Senior leaders taking part in SLT were most likely to report being satisfied with tutors' ability to meet pupils' learning needs (97% were satisfied or very satisfied compared with still high proportions of 81% for AM and 79% for TP). Similarly, they were more likely to report being satisfied with the support they received from tutors in identifying and monitoring issues, with 96% involved in SLT being satisfied or very satisfied compared with 75% for AM and 64% for TP.

Differences in satisfaction between primary and secondary schools

Note that in relation to each of the aspects of tutoring discussed above, there was a difference in levels of satisfaction between respondents in primary and secondary schools, but for the TP route only. For all of the aspects above, primary school respondents were more positive about TP than respondents in secondary schools. This is interesting, as it was more likely for secondary schools to participate in TP (51%

compared with 29% of primary schools in the sample). For example, respondents in primary schools were more satisfied with TP tutors' relationships with teachers (81% compared with 39% in secondary schools). Moreover, primary respondents were more satisfied with the TP tutoring's alignment to the curriculum than secondary school respondents (85% and 63% respectively). Primary school respondents were also more satisfied with TP tutors' ability to meet pupils' learning needs than those in secondary schools (88% and 59%). These differences in satisfaction with TP between primary and secondary school stems from primary respondents being more likely to be 'very satisfied' than secondary school respondents.

From the smaller interview sample, it seemed that lower levels of satisfaction in secondary schools was driven by the availability of tutors, their relationships with Tuition Partners, and a perceived lack of support available to source providers. These issues are explored further in Chapter 6.

Satisfaction with non-NTP tutoring

As already noted, almost all (98%) of the 171 respondents who had implemented other tutoring outside of the NTP as part of their Covid-recovery strategy were satisfied or very satisfied with that tutoring. Satisfaction with the different elements of non-NTP tutoring was also high, with around 9 out of 10 leaders very satisfied/satisfied with each aspect of tutoring discussed earlier in this section. In Chapter 2, we report that tutoring outside of the NTP was most often delivered by internal staff. It could be the case that some of these schools were using the SLT grant but the survey respondent was not aware of that.

5.3 How confident are schools that they can access high-quality tutoring?

One of the aims of the NTP is to stimulate a well-functioning and sustainable tutoring market. When asked a general question about whether they felt confident they could access high-quality tutoring when needed, two-thirds (66%) of senior leaders were confident or very confident that their school could do so, although 20% were neither confident or unconfident, and 14% were unconfident or very unconfident[13].

Over one-third (39%) of the senior leaders felt more confident that their school could access high-quality tutoring than before the pandemic, while one-half (51%) felt their confidence levels had not changed in this respect, and 10% were less confident they could access this than before the pandemic[14].

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[13] Senior leaders were asked to rate their confidence on a scale ranging from 1 – very confident to 5 – very unconfident.
[14] Senior leaders were asked to rate their confidence on a scale ranging from 1 – yes, I am more confident than before to 3 – no, I am less confident now than before the pandemic.

Some challenges faced by staff interviewed in accessing tutors and mentors are discussed in Chapter 6.

Summary of findings

- More than three-fifths (63%) of survey respondents were satisfied with the NTP overall.

- The majority of respondents involved in any of the NTP routes were satisfied overall, but satisfaction was highest for the SLT and for non-NTP tutoring.

- Senior leaders from primary schools were more likely to be satisfied with the TP route and its different components than those in secondary schools. This tended to be driven by those in primary schools being more likely to be 'very satisfied'. These differences did not emerge for other NTP routes.

- Two-thirds (66%) of senior leaders were confident or very confident that their school could access high-quality tutoring when needed, while 14% were unconfident or very unconfident. Over one-third (39%) of the senior leaders felt more confident that their school can access high quality tutoring than they felt was the case before the pandemic, while 10% felt less confident.

6 Perceived impact of the National Tutoring Programme on pupils, schools and staff

This chapter draws on survey and interview data to present findings on:

- the perceived impact of individual routes (TP, AM and SLT) of the NTP on pupils, schools and staff.

Note that at the time of the survey (March 2022), most senior leaders (88%) said their school was still in the process of delivering tutoring to pupils; 8% were still planning their provision; and for 4% tutoring had finished. The perceptions of impact reported in this chapter were therefore, for the majority, based on impact prior to the completion of tutoring.

See Tables 39-52 in the Technical Appendix.

6.1 What is the impact of the NTP routes on pupils?

In this section, we discuss the perceived impact of the NTP on pupils[15]. As shown in Figure 16, the majority of respondents surveyed across each route perceived that the NTP was having a positive impact (responding 'strongly agree' or 'agree' to each statement) on improving pupils' attainment, pupils' self-confidence and helping pupils catch up with their peers.

It appears that the perception of positive impact on pupils was strongest relating to the SLT route, although was still strong for the other routes. For example, 91% of respondents involved in SLT perceived the NTP was improving pupils' self-confidence, compared with still high proportions involved in AM (81%) and TP (79%).

Although the majority of respondents involved in the TP route perceived there was an impact on pupils, perceptions were less positive compared with AM and SLT (although still positive overall). For example, whereas 89% involved in SLT and 85% involved in AM perceived that tutoring was helping pupils catch up with their peers, this proportion fell slightly to 71% for TP. Similarly, while two-thirds (67%) of respondents involved in TP

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[15] To assess perceived impact on pupils, senior leaders, middle leaders, and classroom teachers were asked to rate their agreement on a scale ranging from 1 – strongly agree to 5 – strongly disagree with three statements. The statements focused on measures such as improving pupils' attainment, pupils' self-confidence and helping pupils to catch up with their peers.

perceived that tutoring was improving pupils' attainment, this was higher for AM and SLT (82% and 88% respectively).

Figure 16   Perceived impact of the NTP routes on pupils

Source: NTP year 2 school staff survey.
Questions for all respondents taking part in each scheme
Note: percentages less than 5% are not displayed
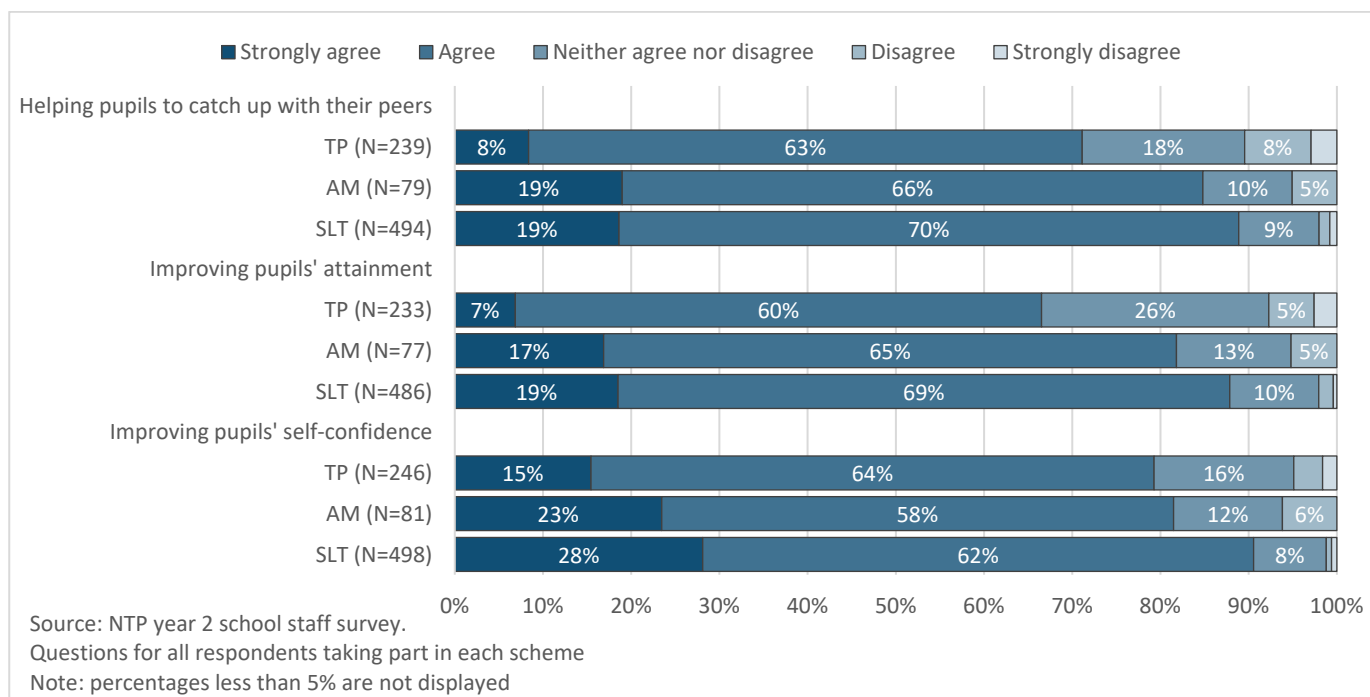
We did not find reportable differences in perceptions of impact on pupils between primary and secondary schools for the AM or SLT routes. There were differences, however, for the TP route, with respondents in primary schools more positive about impact (this could reflect less satisfaction for TP among secondary schools, as discussed in the chapter on challenges). For example, 77% of respondents from primary schools perceived that TP was helping pupils catch up with their peers compared with 63% from secondary schools (although this was still a majority). Similarly, 71% of respondents in primary schools perceived that TP positively impacted on pupils' attainment compared with 60% from secondary schools. Moreover, 88% of respondents from primary schools perceived that TP improved pupils' self-confidence compared with 64% from secondary schools.

In interviews, staff and pupils across all three NTP routes commented on how being part of a small group, where pupils received greater attention, had a positive impact on pupils.

> In class, the teacher won't always answer your question because there can be 32 of you but in tutoring there's only 3 so you can go to each person and then the next and then the next and the teacher can answer everyone's questions. – *Secondary pupil*

Interviewees perceived that pupils' self-confidence and self-esteem had improved because of tutoring. Pupils were said to then be more able to apply their learning from

tutoring in the classroom and, therefore, become more adept at Maths and English. The following quotations illustrate the impact that the NTP was perceived to have on pupils.

> We feel the actual confidence of the children who've had those gaps met, when they come back into class, is much better. They're much more able to engage in classes and behaviour settles. – *Primary leader*

> I'd never normally put my hand up to read in class. She helped me feel more confident. – *Secondary pupil*

> It has made me more confident when we do tests in lessons. I don't stress anymore. – *Primary pupil*

> I've got much better at having powerful vocabulary in my writing, using fronted adverbials and adverbs, using punctuation in sentences. – *Primary pupil*

> Decimals were way easier after tutoring. I wouldn't struggle but they'd take me way longer to figure out. But now they've given us the methods it helps and I still use it in class. – Secondary pupil

> Before I didn't know much about English or Maths, but he helps me understand better. He helped me convert decimals. – *Primary pupil*

> Before tutoring I did this assessment and I got this low score, like 50 per cent, and that was the best that I could do, but I struggled and didn't understand lots of it. But then with the tutoring, I wrote down with the teacher what I needed to work on, and once I came out of tutoring, [during] assessment week, I could see how it's helped a lot with my understanding. – *Secondary pupil*

The positive impact of the NTP on pupils was perceived to extend beyond pupils selected to receive tutoring. In the absence of pupils selected to receive tutoring, teachers were more able to focus on the remaining pupils, and provide them with the right level of challenge in class.

A perceived negative impact of the NTP on pupils that teachers highlighted was the missed curriculum time when pupils attended tutoring. As one primary pupil noted, *"I used to miss PE which I love, but she was helping me understand English in an easier way".* As discussed in Chapter 3, schools were adopting different strategies to minimise disruption to pupils' learning across subjects.

6.2   What is the impact of the NTP routes on schools?

In this section, we discuss the perceived impact of the NTP on schools[16]. As shown in Figure 17, the majority of senior leaders across all routes perceived that the NTP was supporting schools in reducing the attainment gap for disadvantaged pupils and was well aligned to the curriculum and learning needs of pupils. A much smaller proportion of senior leaders across each route perceived that the NTP was improving teaching capacity in schools.

Figure 17   Impact of the NTP routes on schools

Source: NTP year 2 school staff survey.
Question for senior leaders taking part in each scheme.
Note: percentages less than 5% are not displayed
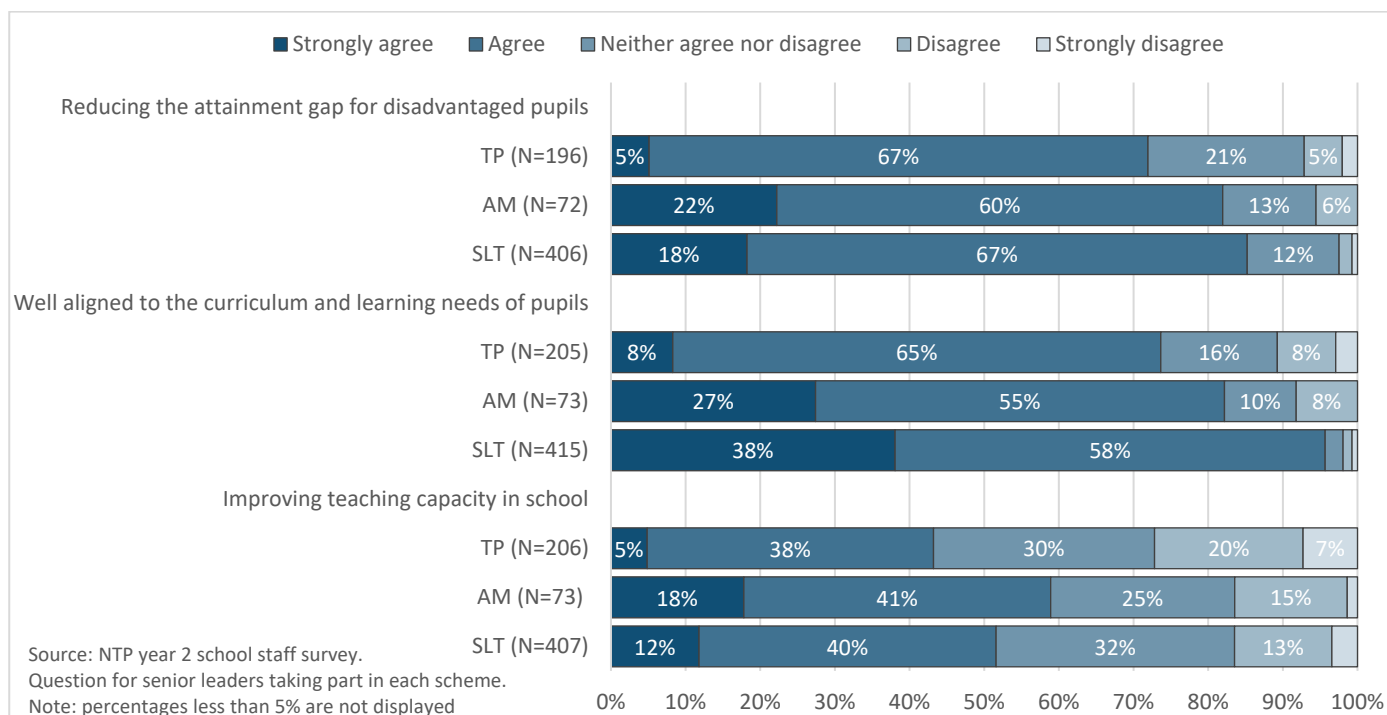
The perception of positive impact of the NTP on schools was strongest for SLT, but still strong for the other routes. For example, 96% of senior leaders involved in the SLT route agreed or strongly agreed that the NTP was well aligned to the teaching and learning needs of their pupils compared to 74% and 82% in the TP and AM routes, respectively.

Although the majority of respondents involved in the TP route perceived there was an impact on schools, perceptions were less positive compared with the other routes. While 82% and 85% of respondents involved in the AM and SLT routes perceived that the NTP supported schools in reducing the attainment gap of disadvantaged pupils, 72% of senior

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[16] To assess impact on schools, senior leaders were asked to rate their agreement on a scale ranging from 1 – strongly agree to 5 – strongly disagree with three statements. The statements measured whether the NTP was supporting schools in reducing the attainment gap for pupils from disadvantaged backgrounds, whether the NTP was well aligned with the curriculum and learning needs of pupils and whether the NTP was improving teaching capacity in schools.

leaders in the TP route agreed with this statement. Similar differences were observed in views about whether the NTP was well aligned with the curriculum and learning needs of pupils. Around three-fifths (59%) of senior leaders felt that the AM route had increased teaching capacity in school, most likely because AMs were employed as additional members of staff by the school. Around half (52%) of senior leaders felt the SLT route had increased teaching capacity (note that some had used external staff to provide SLT tutoring which could have increased staff capacity). Fewer (43%) of senior leaders said TP had increased teaching capacity, likely because TP tutors were external to the school.

Figure 18 shows that there was a stronger perception of positive impact of the TP route among primary schools (reflecting less satisfaction for TP among secondary schools, as discussed in the chapter on challenges). For example, 77% of respondents from primary schools perceived that TP was supporting schools to reduce the attainment gap for disadvantaged pupils, compared with 65% from secondary schools (although this was still a majority). Around half (51%) of respondents in primary schools but only around a quarter (26%) in secondary schools perceived that the TP route was improving teaching capacity in schools.

Figure 18   Impact of the TP route, by phase

Source: NTP year 2 school staff survey.
Question for senior leaders taking part in each scheme.
Note: percentages less than 5% are not displayed
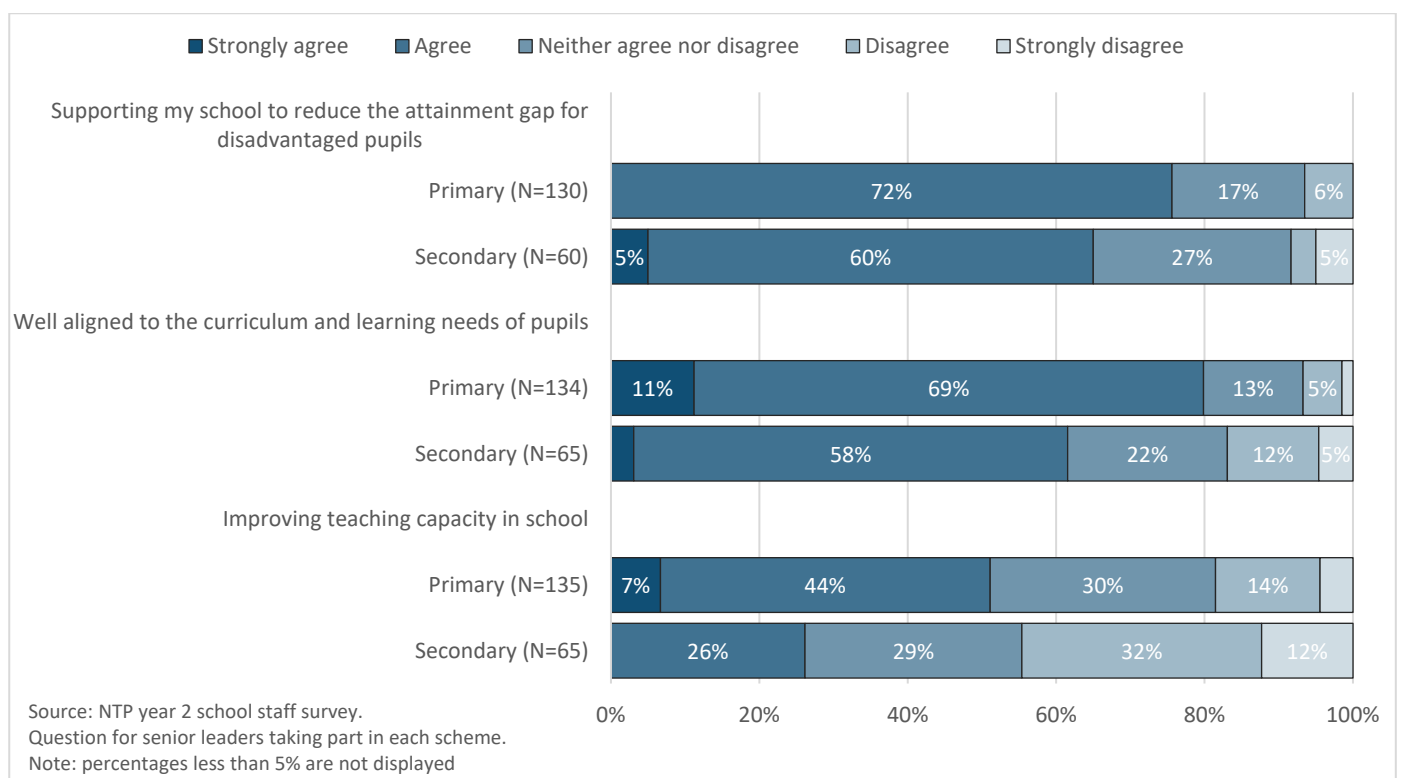
Regarding AM, primary school respondents were also most positive. For example, 66% of senior leaders from primary schools perceived that the AM route was improving teaching capacity in schools compared to 48% of respondents from secondary schools.

Regarding differences associated with SLT, just over half (56%) of the respondents in primary schools felt that SLT had a positive impact on teaching capacity, compared with just over a third (36%) in secondary schools.
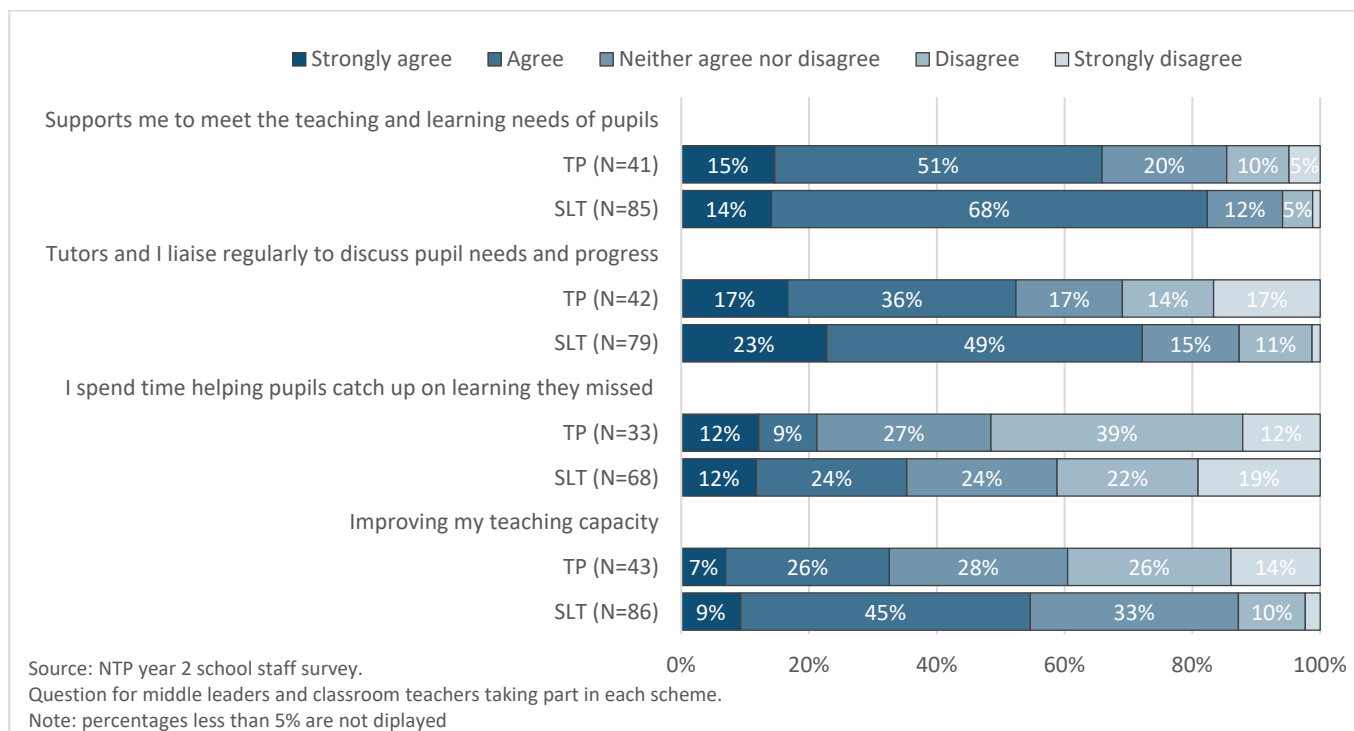
6.3 What is the impact of the NTP routes on staff?

This section explores the impact of the NTP on school staff[17]. Please note that the number of teachers responding for each route were small. This was particularly the case for the AM route (N=10), so they have been removed from this analysis. As shown in Figure 19, the majority of middle leaders and classroom teachers surveyed across SLT and TP perceived that the NTP had supported them to meet the teaching and learning needs of their pupils and that they regularly liaised with tutors to discuss pupils' needs and progress (although as noted in Chapter 3, interviewees suggested that the level of communication between tutors and teachers can vary). It is positive to note that a smaller proportion of respondents across both routes reported that they had to spend time helping pupils catch up on learning missed while attending tutoring sessions. Just over half (56%) of teachers felt that the TP route had improved their own teaching capacity, compared with fewer (33%) teachers in schools using the SLT grant (this could be because SLT was most often delivered by internal staff who may not have been seen as additional staff).

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[17] To assess impact on staff, middle leaders and classroom teachers were asked to rate their agreement with statements on a scale ranging from 1 – strongly agree to 5 – strongly disagree.

Figure 19   Impact of the NTP routes on staff

Legend: Strongly agree · Agree · Neither agree nor disagree · Disagree · Strongly disagree

Supports me to meet the teaching and learning needs of pupils
- TP (N=41): 15% | 51% | 20% | 10% | 5%
- SLT (N=85): 14% | 68% | | 12% | 5%

Tutors and I liaise regularly to discuss pupil needs and progress
- TP (N=42): 17% | 36% | 17% | 14% | 17%
- SLT (N=79): 23% | 49% | 15% | 11%

I spend time helping pupils catch up on learning they missed
- TP (N=33): 12% | 9% | 27% | 39% | 12%
- SLT (N=68): 12% | 24% | 24% | 22% | 19%

Improving my teaching capacity
- TP (N=43): 7% | 26% | 28% | 26% | 14%
- SLT (N=86): 9% | 45% | 33% | 10%

Source: NTP year 2 school staff survey.
Question for middle leaders and classroom teachers taking part in each scheme.
Note: percentages less than 5% are not diplayed

We observed differences between NTP routes in the perception of the impact of the NTP on staff. It is important to note that because of the very small number of respondents involved in the AM route (N=10), comparisons are focused on the TP and SLT routes. The perception that the NTP was supporting them to meet the teaching and learning needs of their pupils was weaker for teachers involved in the TP route compared with SLT, but still fairly positive (66% compared with 82% involved in the SLT route). Almost three-quarters (72%) of teachers involved in the SLT route reported liaising with tutors regularly to discuss pupils' needs and progress, compared with just over half (52%) of teachers involved in the TP route. This is likely to be because schools used their SLT grant to fund internal staff to become their tutors, making communication easier. Interestingly, though, around a third (35%) of teachers involved in the SLT route still agreed they had to spend time with pupils helping them to catch up on the lessons they missed while attending tutoring (compared with a fifth (21%) of teachers in the TP route). We reported in Chapter 3 that 61% of schools were offering SLT sessions during lesson time within the school day, which may have resulted in the need for catch up time. As the focus of the evaluation in the NTP's second year was on the implementation of SLT, we do not know when TP and AM sessions were being delivered.

Around a third (33%) of teachers involved in the TP route felt that tutoring was improving their teaching capacity, while 55% in the SLT route agreed with this statement. These findings are broadly consistent with the proportion of senior leaders perceiving the NTP as improving teaching capacity in their schools (see Section 7.2).

Summary of findings:

- The majority of senior leaders and teachers across all routes perceived the NTP to have had a positive impact on pupils' attainment, self-confidence and ability to catch up with their peers.

- The majority of senior leaders across all routes perceived the NTP to have had a positive impact on schools, in terms of reducing the attainment gap for disadvantaged pupils and tutoring being well aligned to the curriculum and learning needs of pupils.

- The greatest impact on pupils and schools was perceived to be associated with the SLT route. Although the smallest impact was perceived to be associated with the TP route, views were still positive.

- The majority of classroom teachers across all routes perceived the NTP to have a positive impact on meeting the teaching and learning needs of their pupils. The majority also said they regularly liaised with tutors to discuss pupils' needs and progress.

- A relatively small proportion of teachers reported having to spend time with pupils to help them catch up with lessons missed during tutoring.

7   Challenges with the National Tutoring Programme

This chapter draws upon interview data to present findings on:

- the challenges schools faced with implementing the NTP

- areas where schools believe the NTP could be improved.

It is important to note that as this chapter is based only on a small number of interviews; although the findings provide useful insights into schools' experiences, they should not be generalised to the wider school population.

7.1   What challenges were faced implementing the NTP?

Respondents who took part in the in-depth interviews were asked what challenges they had experienced while implementing the NTP. A range of sometimes inter-relating challenges were discussed which are summarised below. It should be noted that these issues were mostly consistent across primary and secondary schools and across NTP routes (unless otherwise stated).

Administration and workload

The additional time for administration needed to implement and manage the NTP was seen as a key challenge for several of the senior leaders interviewed. Teachers also mentioned workload, but to a lesser extent. These issues are discussed in more detail in Chapter 8 which focuses specifically on workload.

Accessing tutors and mentors

As discussed in Chapter 5, the majority of senior leaders were confident that they could access high-quality tutoring. However, some lacked confidence, and a small minority were less confident than before the pandemic. Several senior leaders and teachers who were interviewed mentioned barriers accessing mentors for AM or tutors for TP, with leaders in particular spending significant time working with providers to identify people, only to not find anyone of the appropriate skills and quality (both in subject-specific knowledge, and in managing potentially challenging learner groups). In a small number of instances schools also reported being let down by TPs at the last minute. There were also perceptions of an imbalance of tutors being available across different geographical areas (with a perception of more being available in London, for example).

> The main problem has been lack of suitable candidates, across the academic mentors, and across the Tuition Partners. – *Secondary leader*

> It felt like it was a race and you either had a head start or a hindrance based on where you were based, was my impression of it. – *Secondary leader*

> We couldn't get a TP who would do after school tutoring. They were all trying to push us down the route of having it during the day, but that's not going to work because children need to be in lessons during the day so [we] have been unsuccessful in finding one who would do after school tutoring for us. – *Secondary leader*

Logistics and timing of tutoring

Senior leaders felt that there were logistical challenges associated with the implementation of the NTP. These included: accessing rooms and IT for tutors and mentors to use; identifying the best times for tutoring to take place; organising the composition of groups; and managing changes to timetables if pupils are absent. These were consistent across routes. Decisions about the implementation of the NTP are discussed in detail in Chapter 3.

Attendance

Although attendance was said to be good overall, some learners were reported to have struggled to attend all 15 hours of tutoring, which was particularly exacerbated by Covid-19 related absences. This created workload issues for staff as they tried to address this through replacing pupils with others who were available to make the best use of the funding and making timetable adjustments (for example, trying to fit with family commitments or switching from after school to in-class tutoring). Swapping pupils will also have meant not all pupils will have received 15 hours of tuition.

Funding

Some respondents voiced their frustration at a perceived lack of school autonomy in how they could use the funding in 2021-22. For example, they felt the 65% target relating to the inclusion of pupil premium pupils for the TP route was restrictive, as they wanted to be able to invest funds where they felt they would be most impactful. In addition, some felt that managing the funding process created additional workload for them, further exacerbating the administrative and workload challenges noted previously.

> I don't know who thought it would be a good idea to give schools a pot of money, ask them to work out 25% on top. It would have been better for schools to put in place the tutoring then send an invoice. – *Primary leader*

> The time-sensitive pressure of having to use the money or give it back has put a lot of pressure onto using it in probably not the most effective ways. – *Secondary leader*

A small number of schools also discussed levels of funding for the programme. A few schools believed the levels of funding allocated should also take in account the time needed for administration of the programme, both by school staff and the tutors and mentors (who are not currently paid for administrative elements of the tutoring such as data entry, training, or attending staff meetings). Others discussed the need to maintain sufficient levels of funding while the programme is still needed, to ensure it has a sufficient impact on pupils and prevent schools from dropping out of the programme. A small number of schools also said they wanted funding levels to be higher so tutor pay could be more competitive and appealing to help with recruitment.

Communication and guidance

A small number of leaders had found it difficult to communicate with the overall NTP programme provider, not always getting clear or timely responses to queries. A small number of senior leaders noted that the guidance about NTP was not always clear, which had created challenges in how they managed the programme. For example, some were not clear about what data they needed to submit about programme participation and were concerned that they would not receive the funding if they did not supply the correct data. Some leaders had found changes to the programme to be confusing (such as pupils being able to receive tutoring in more than one subject as opposed to only one) and wanted clearer information.

7.2   What improvements to the NTP were suggested?

Unsurprisingly, suggested improvements related to the challenges discussed above. The main messages were related to the following:

- **Accessing tutors**: several respondents believed that tutor availability should be addressed through future recruitment, but noted that any further expansion in the tutor and mentor market would need to be quality assured. A national database of tutors was suggested, which would allow schools to search for tutors.

- **Funding**: interviewees expressed a desire for all NTP funding to go direct to schools (which will be the case in the academic year 2022-23) and for flexibility to include any pupils they felt would benefit. Some interviewees perceived there was a need for current funding levels to be maintained as there was still a need for the programme going forward (note, though, that subsidies are reducing).

- **Tackling workload**: There were calls for a proportion of NTP funding to be made available for management and administration. This could mean that, rather than a senior leader taking on the majority of this role, someone could be paid to manage the NTP in school or to give senior leaders administration support.

Summary of findings

The small sample of interviewees reported the following challenges in implementing the NTP:

- increased workload due to management and administration

- accessing tutors and mentors

- logistics, in terms of access to rooms and IT for tutors and mentors, and the timing of tutoring

- managing pupil attendance

- a perceived lack of autonomy in how they could spend the funds

- difficulties with communication with the programme provider and unclear guidance.

They suggested the following improvements to the NTP:

- more (quality assured) recruitment of tutors and mentors

- funding that is given direct to schools so they have autonomy over delivery (this will be the case in 2022-23)

- funding being available for the management and administration in schools.

8. Impact of the NTP on classroom management and workload

This chapter draws on survey and interview data to present findings on:

- impact of the NTP on workload of senior leaders and classroom teachers

- how to make workload more manageable.

See Tables 53-54 in the Technical Appendix.

As discussed in Chapter 6, additional workload was mentioned as a challenge associated with implementing the NTP among staff interviewed. Here, we explore workload in more detail.
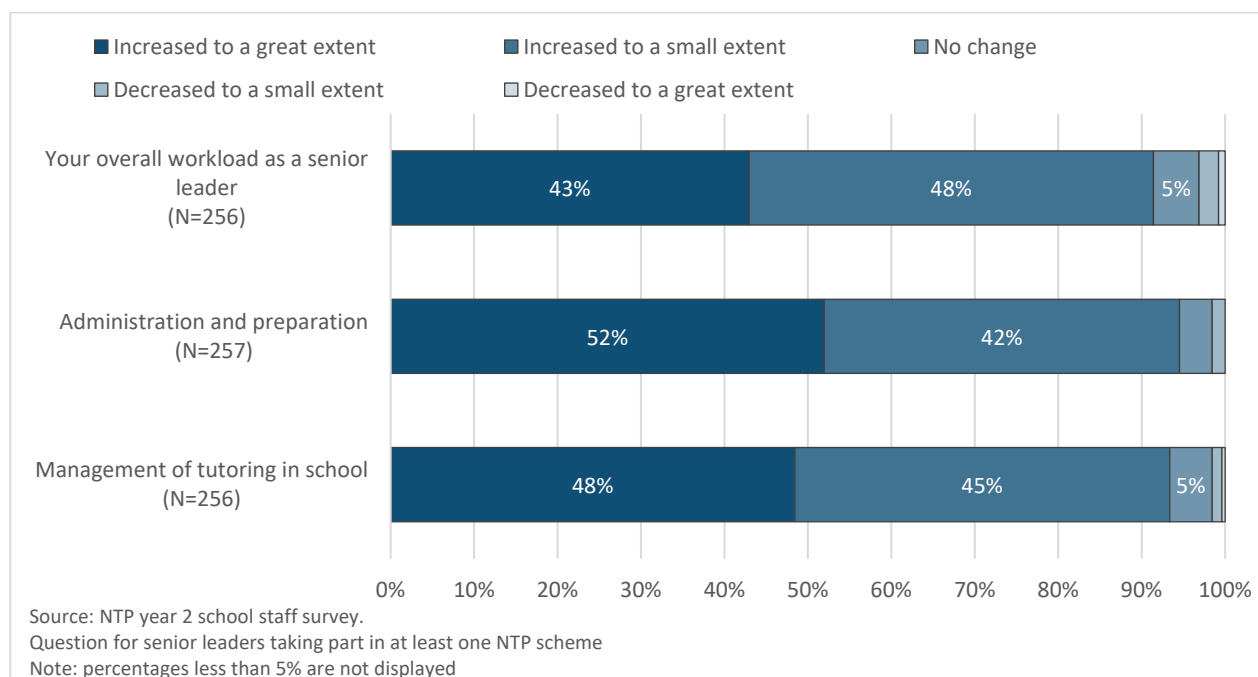
8.1 What is the impact of the NTP on workload of senior leaders?

Senior leaders in schools involved in TP and/or AM were asked about impact on workload (they could have also been involved in SLT, but not *only* in SLT)[18]. Senior leaders overwhelmingly reported an increase in workload. More than 9 out of 10 (91%) reported an overall increase in workload (see Figure 20). Similarly, 93% reported that their workload related to management of tutoring in school had increased. More than 9 out of 10 (94%) reported an increase in workload related to administration and preparation. We found this increase in workload of senior leaders to be broadly consistent across individual routes of the NTP, primary and secondary schools, and FSM quintiles.

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[18] We did not ask senior leaders only involved in SLT about changes to their workload, as this route was managed internally by schools and did not involve the same process of implementation as TP and AM. To assess the impact of the NTP on their workload, senior leaders were asked to rate on a scale of 1 – decreased to a great extent to 5 – increased to a great extent whether participation in the NTP had increased or decreased their workload across three measures. These included overall workload, management of tutoring in school, and administration and preparation.

Figure 20   Impact of the NTP on workload of senior leaders

Legend: Increased to a great extent | Increased to a small extent | No change | Decreased to a small extent | Decreased to a great extent

Your overall workload as a senior leader (N=256): 43% | 48% | 5%

Administration and preparation (N=257): 52% | 42%

Management of tutoring in school (N=256): 48% | 45% | 5%

Source: NTP year 2 school staff survey.
Question for senior leaders taking part in at least one NTP scheme
Note: percentages less than 5% are not displayed

Interviews with senior leaders revealed that they were involved in all aspects of setting up and managing tutoring, including: inputting data into the Tuition Hub; general 'form filling' (including funding documentation); selecting pupils to receive tutoring; accessing tutors; timetabling; tracking attendance and following up on pupil absences; analysing and monitoring pupil progress; and staff management (relating to pay, inductions, training, and arranging IT access).

> It's incredibly difficult to manage the funding. Incredibly difficult. The guidance is rubbish and incredibly complicated. I spent hours on it. It's only because we wanted it to work that I sorted through it otherwise I would have given up. – *Primary leader*

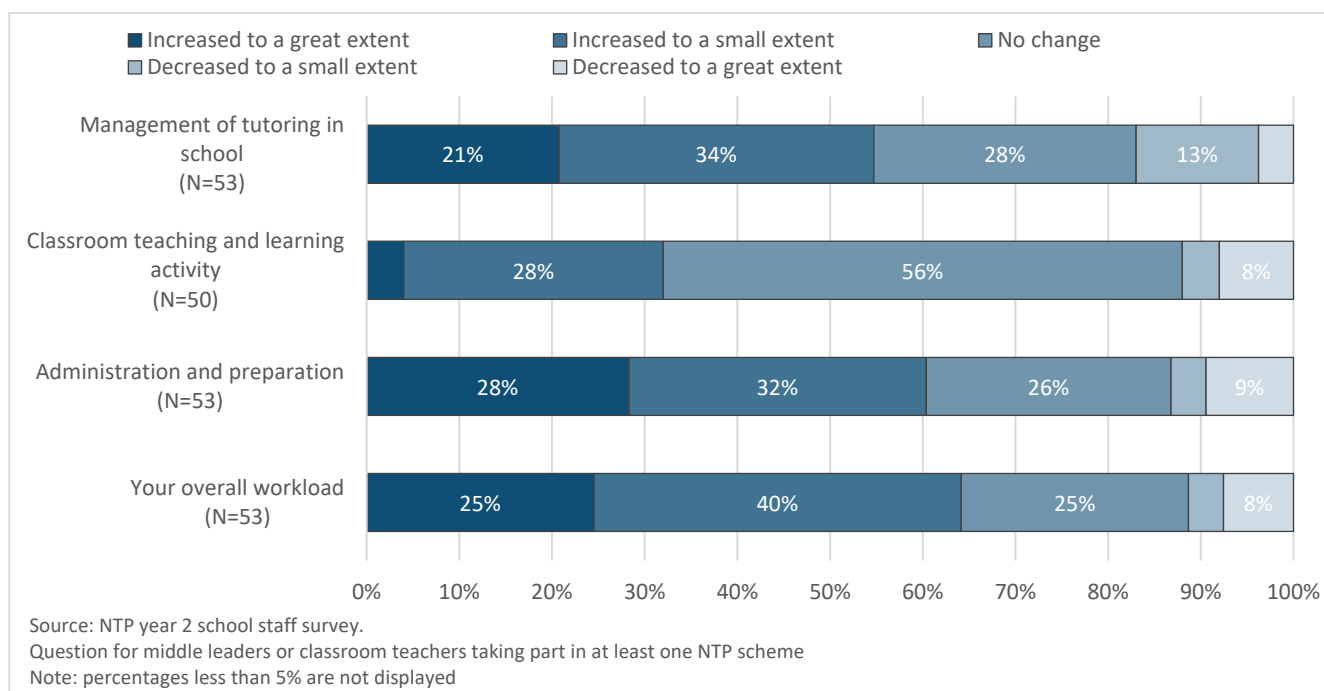> The admin workload involved is absolutely immense. – *Secondary leader*

> I've spoken to so many heads in other schools who haven't touched NTP because they know the workload is too much. – *Primary leader*

Some senior leaders said that, for them, accessing tutors for TP and AM had been especially time consuming (access to tutors is discussed further in Chapter 6).

8.2 What is the impact of the NTP on workload of classroom teachers?

Classroom teachers and middle leaders in schools involved in TP and/or AM were asked about impact on workload (they could have also been involved in SLT, but not *only* in SLT)[19]. As shown in Figure 21, the majority reported that the NTP had increased their overall workload, workload related to management of tutoring, and administration and preparation to a small or great extent. Fewer (32%) reported an increase in classroom teaching and learning activity as a result of the NTP. Compared to senior leaders, a smaller proportion of classroom teachers reported an increase in their workload.

Figure 21   Impact of the NTP on workload of teachers

Source: NTP year 2 school staff survey.
Question for middle leaders or classroom teachers taking part in at least one NTP scheme
Note: percentages less than 5% are not displayed

Consistent with the survey data, interviews with classroom teachers suggested that their workload had not increased to the same extent as senior leaders. This was likely because senior leaders took on management tasks associated with the set up and running of tutoring (as discussed above), and the NTP tutors often took on the role of preparing materials, marking, and assessing pupil progress, rather than the classroom

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[19] We did not ask teachers only involved in SLT about changes to their workload, as this route was managed internally by schools and did not involve the same process of implementation as TP and AM. To assess the impact of the NTP on their workload, teachers were asked to rate on a scale of 1 – decreased to a great extent to 5 – increased to a great extent whether participation in the NTP had increased or decreased their workload across four measures. These included overall workload, management of tutoring in school, classroom teaching and learning activity, and administration and preparation.

teachers themselves. When tutoring occurred during school hours, some teachers reported having to manage helping pupils to catch up on lessons they had missed during tutoring. However, as reported in Chapter 7, the survey findings suggest that this was not on a large scale. A few teachers noted additional workload related to data collection and inputting into the Tuition Hub, the logistics of timetabling and planning delivery, and having meetings with tutors.

It is worth noting that, among the leaders interviewed, the increased workload was reported in the context of the overall positive impact of the NTP on pupils.

> It was well worth doing and the benefits will well outweigh any extra time I had to give. I wish I had done it sooner. – *Primary leader*

8.3   How can workload be made more manageable?

Some suggestions were made about how workload could be more manageable. As discussed in Chapter 6, some senior leaders recommended that the NTP funding included some money for administration and management of the programme. This could mean that someone could be paid to manage the NTP in school or to give senior leaders administration support.

> It would be nice to have a little bit more flexibility with how we can use the money, so we can put it towards some administrative support. – *Secondary leader*

Other recommendations made by senior leaders and teachers included the provision of template letters about tutoring that schools could adapt, greater clarity in terms of requirements for data input into the Tuition Hub and providing the funding directly to schools to reduce administrative burden (which will be the case in 2022-23).

Summary of findings:

- The vast majority of senior leaders reported an increase in their overall workload as a result of the NTP. Workload associated with management of tutoring and administration and preparation increased for most senior leaders. This finding was consistent across all routes, phases and FSM quintiles.

- The majority of classroom teachers reported an increase in their overall workload (more so in primary schools), but to a lesser extent than senior leaders.

- Senior leaders and teachers recommended that the NTP funding included money for management and administration. Some also called for greater clarity around data requirements to reduce administrative burden and make workload more manageable.

9   Funding the National Tutoring Programme

This chapter draws on the survey and interview data to present findings on:

- the extent to which senior leaders had changed the proportion of their pupil premium budget to fund tutoring activities compared to before the pandemic

- whether senior leaders were using their Covid-19 recovery premium to fund tutoring activities

- the sources of funding senior leaders were using to fund other forms of tutoring they are offering outside of the NTP.

See Tables 55-57 in the Technical Appendix.

In the academic year 2021-22, all three tutoring routes offered as part of the NTP were subsidised as follows: 70% for TP; 90% for AM; and 75% for SLT. The SLT subsidy operates differently to the other routes, taking the form of a ring-fenced grant paid directly to eligible schools. The expectation is that schools then pay the remaining costs for all three routes from their own budgets, such as their pupil premium and Covid-19 recovery premium income. This chapter discusses how the NTP and its funding arrangements have influenced the way in which schools are funding tutoring activities and spending their pupil premium and Covid-19 recovery premium budgets.

9.1   To what extent are schools spending pupil premium and/or Covid-19 recovery premium budget on tutoring?

Approximately 75% of all senior leaders (including those not accessing the NTP) reported that they had increased the proportion of their pupil premium budget spent on tutoring to some extent compared to before the pandemic[20]. Only 1% said that they had decreased pupil premium spending on tutoring (there was no change for the remainder). In contrast, among senior leaders who were *not* accessing any of the NTP routes, only 41% reported that they had increased their pupil premium spending on tutoring activities.

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[20] Senior leaders were asked to select on a scale, from 1 – decreased to a great extent to 5 – increased to a great extent, whether they had changed the proportion of pupil premium budget spent on tutoring.

The vast majority (85%) of senior leaders said their school was using their Covid-19 recovery premium budget to fund tutoring to support pupils' learning recovery following the pandemic. In contrast, just under two-thirds (62%) in schools *not* accessing any of the NTP routes reported spending their Covid-19 recovery premium on tutoring to support pupils' learning recovery.

The findings from the interviews also suggest that schools were often using both pupil premium and Covid-19 recovery premium to meet the costs of delivering the tutoring. Schools appeared to be using these budgets both to fund the school's contribution to the cost of the NTP and to fund related activities, such as: paying for cover to release SLT tutors; employing an additional teacher to release existing teachers to delivery tutoring; and to employ tutors in addition to those funded via the NTP funding.

9.2 What sources of funding are schools using to fund other forms of tutoring outside of the NTP?

Senior leaders not participating in any of the NTP routes (N=46) were asked whether they were implementing any other forms of tutoring instead and how they were funding these tutoring activities. These senior leaders were primarily using three sources of funding for tutoring: Covid-19 recovery premium (91%), pupil premium (83%) and their main school budget (67%). A minority of senior leaders (28%) reported they were using SEND funding to support the tutoring activities being provided to pupils. This pattern is broadly consistent across all five FSM quintiles and the two main phases.

Summary of findings

- The survey and interview evidence indicates that senior leaders (including those not using the NTP) are primarily using pupil premium and Covid-19 recovery premium budgets to fund tutoring activities and that their spending on tutoring has typically increased compared to the beginning of the pandemic.

- Among schools not accessing the NTP, but who are offering alternative tutoring support to pupils' learning recovery, senior leaders are also primarily using their pupil premium and Covid-19 recovery premium budgets to fund these alternative tutoring activities. However, those not involved in the NTP were less likely to have *increased* the proportion of pupil premium funds spent on tutoring.

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10 School case studies

In this chapter, three school case-study examples are presented to illustrate how the NTP was being implemented in schools.

Case study 1: using SLT to support learners in Year 7

This school wanted to use the SLT grant to help address gaps in pupils' English and maths learning upon entry in Year 7. The school had previously used tutors via the TP route in 2020/21, but had found TP to be too restrictive in terms of having to meet the pupil premium targets and wanted to reach a larger range of students (note that there were not pupil premium targets in Year 1, although schools were encouraged to include pupil premium eligible pupils).

> What I found last year was that while, yes, we had cohorts of need there [pupil premium], we also had other children who were as needy in terms of gaps and catch-up. – *Senior leader*

As the school had developed a relationship with the external agency and their tutors, they decided to use them again for SLT, as some of their tutors already knew the school and their requirements, which was seen as beneficial. The tutoring began in the autumn term 2021, with tutors for English and maths being present 5 days a week until February 2022. Nearly all the learners in Year 7 were targeted for tutoring, except for 20 higher attaining pupils.

Key features of the tutoring included:

- 1:3 tutor to pupil ratios

- 1-hour session per learner weekly

- 50% of the learners received tutoring for English and 50% received tutoring for maths

- Tutoring took place during school-hours due to after-school transport constraints

- School tried to avoid taking learners out of regular English and maths lessons

- Content was linked to the curriculum and sent to the tutoring agency in advance to help the tutors plan resources

Pupils who took part in the tutoring particularly valued the small group sizes so they could ask more questions and focus more on getting the help they needed.

> I thought it was going to be big groups so you wouldn't get much help, but it was small groups so you got a lot of 1-to-1 help. - *Pupil*

School staff and tutors thought that overall the pupils had increased in their confidence and learning stamina. Pupils agreed that their confidence had grown and felt they had improved their subject-specific skills.

> It really helped with my maths. I find that I'm getting better grades that have come from the tutoring. - *Pupil*

> I'd never normally put my hand up to read in class. She helped me feel more confident. - *Pupil*

Teachers also felt more curriculum progression might be achieved if their own staff were used for tutoring, as they have more experience and familiarity with the learners. Senior leaders had faced significant workload pressures to accommodate timetabling, set up registers, ensure safeguarding, and plan inductions. Curriculum leads also needed to allocate time to support the tutors with content and progress updates when needed (particularly where one tutor did not have QTS). Wider curriculum staff needed to support learners who had missed their lesson to catch-up.

Factors facilitating the success of SLT included: having school-based tutors for consistency and to aid collaborative working; tutors collecting pupils from their classes to take them to tutoring, which ensured a high attendance rate; regular tutor/teacher meetings to discuss progress; and use of games and activities during the tutoring to engage learners positively.

Case study 2: Using SLT to support learners in Years 2-6

This school wanted to use the SLT grant to help address gaps in maths, spelling, and grammar skills among pupils in Years 2-6. The senior leader wanted tutoring to be delivered by an existing member of staff, who already had a relationship with the children and other staff, so it was felt they could work with them more effectively. The tutor was available to support groups of children throughout the school week on an 80% timetable during the school day.

Pupils who received tutoring were selected every term based on pupil progress and assessment data. In addition, the school considered the receptiveness of pupils to small group settings versus classroom settings, as well as the extent to which they had good home support.

Key features of the tutoring included:

- 1:3 to 1:5 tutor to pupil ratios

- Morning sessions for English and maths; afternoon sessions changed focus every term

- Tutoring was operated on 6-weekly cycles

- Around one-third of their pupils took part in tutoring.

The senior lead, teachers, and pupils believed that the tutoring had improved the pupil's overall confidence, engagement levels, and their ability in English and maths.

> It's a really good experience. We are doing tests this week and most people who go to tutoring groups have got much better scores in their tests and I'm one of them. - *Pupil*

> It has made me more confident when we do tests in lessons. I don't stress anymore, I just take my time. - *Pupil*

In addition, staff believed that children who did not take part in the tutoring benefited from having more time with the class teacher or TAs in lessons. They were positive that all pupils felt more supported in their learning.

The school had used the SLT grant, some of the existing school budget, and some pupil premium funds to pay to release the teacher from the classroom to deliver the tutoring and to employ a different teacher to take the tutor's existing class. The school felt this

meant they were using a more experienced tutor to support their learners, therefore having more impact and reducing the potential need for additional support from the wider staff. The senior leader thought it would be helpful if further funding could be made available so they did not have to use the school budget.

> This works well with more experienced staff who are more equipped and more experienced with delivering support to a range of children. Having a bigger funding commitment would be helpful to schools to afford this level of experience. – *Primary Senior Leader*

Factors that facilitated the success of the tutoring included an early discussion of individual learner needs between the tutor and class teacher, this meant the tutor could tailor the sessions accordingly and feedback on their progress. The tutor also ensured the tutoring content aligned with the curriculum so the pupils could integrate back into their classes effectively.

Case study 3: using the full NTP offer in a primary setting

This school used all three NTP routes to support a high proportion of their pupils across most of their year groups, focusing on filling gaps in their English and maths skills and knowledge. The school undertook a gap analysis to identify the pupils who would take part in the different routes, selecting those who needed additional input, who could sustain engagement levels to most benefit from group-based tutoring, and those who would need more 1:1 support.

Key features of the tutoring included:

- Having Tuition Partners provide remote tutoring, where groups of 8 pupils had short (15-20 minutes) online sessions during school hours.

- Using Academic Mentors flexibly to deliver phonics across different year groups.

- Using SLT funding for targeted 1:1 English and maths support in different year groups. The school used an external teacher they were familiar with who understood the school and its context, as they did not want to exhaust existing teacher or TA capacity.

The senior leader and teachers interviewed believed that the use of the different NTP routes has meant pupils are more confident and better able to engage in class.

> We feel the actual confidence of the children who've had those gaps met, when they come back into class, is much better. They're much more able to engage in classes and behaviour settles. – *Primary Senior Leader*

Similarly, some of the pupils who received support felt this had increased their understanding of different subjects.

> Before I didn't know much about English or Maths, but he helps me understand better. – *Pupil*

Teachers interviewed felt the NTP support meant teachers and TAs were better able to support other learners in their class who did not have the tutoring. Once the tutoring was implemented, it improved their workload as they were not having to find timetable space to help pupils recover their learning. They also felt 1:1 sessions could provide valuable health and well-being time for learners.

Having the extra people around to do a bit of 1-1 work is almost like a little bit of a mental health and wellbeing check for the child as much as improving their education. – *Teacher*

Challenges faced by the school included keeping learners engaged in online tutoring when face-to-face might be preferable for some, and timetabling the tutoring so pupils did not miss their regular lessons, particularly as they did not think pupils would have the stamina to extend the school day. To facilitate this, tutors worked closely with school staff to go over topics pupils may have missed or not fully grasped from previous years, but structured the learning around current class topics so they were not missing out on class-based curriculum.

One teacher noted challenges they associated with having different administration and reporting procedures for the different NTP routes (which should not be the case in 2022-23 when the NTP is managed differently).

11 Key Messages from the Implementation and Process Evaluation

School leaders wanted control and autonomy over the delivery of tutoring, supporting the Government's planned direction of the NTP in 2022-23

Despite some negative coverage about the NTP in the media, school staff who had experienced the NTP directly and responded to the survey were generally positive about all three of the NTP routes. The findings strongly suggest, though, that schools favoured the SLT route. This is because: they welcomed the funding being given direct to schools; they valued control and autonomy over delivery of tutoring; they wanted to use tutors that pupils were familiar with (the majority were using their own internal staff); and they liked having flexibility over which pupils could receive tuition (recognising the importance of including pupil premium pupils, but sometimes wanting to include others they felt would benefit).

Schools included in the survey were most likely to be participating in SLT in 2021-22, compared with the TP and AM routes. The majority of senior leaders and teachers were satisfied with the NTP overall and all three routes, though satisfaction was highest among those using the SLT grant. There was particular satisfaction with SLT in terms of the tutors' ability to meet pupils' learning needs, the integration of teacher feedback into tutoring, and the alignment of tutoring content with the school's curriculum.

There was also high satisfaction for other tutoring that was not part of the NTP, possibly because schools had autonomy over its implementation, as they reported for SLT. These findings support the Government's decision that all NTP funding will go direct to schools in 2022-23, giving them the freedom to decide how best to provide tutoring for their pupils.

All three NTP routes were perceived to have a positive impact on pupils, but SLT was thought to have most impact

The majority of senior leaders involved in each of the individual routes of the NTP perceived it was having a positive impact on pupils' attainment, self-confidence and them catching up with their peers. Again, though, SLT was perceived to be having most impact. Research evidence summarised earlier in this report suggests that tutoring is more effective when it is linked with regular classroom teaching and when it is fostered by a close and supportive relationship between tutor and teacher. As raised above, these were aspects of SLT that senior leaders expressed particular satisfaction about and could be contributing to the perceived impact of SLT reported.

The availability and quality of external tutors and mentors is fundamental – not all schools have the capacity to use internal staff as tutors

Evidently, some schools want and need to rely on external tutors. It is encouraging that two-thirds of senior leaders were confident that their school could access high-quality tutoring when needed. However, a fifth were uncertain and a notable minority were unconfident. Only two-fifths were more confident than before the pandemic, which is disappointing given the Government's focus on tutoring as a response to Covid-19 recovery.

Reflecting on their experience of the NTP to date, the majority who were participating were satisfied with the quality of tuition across all three routes (with satisfaction highest for SLT, followed by AM then TP). However, some leaders interviewed had found it difficult to access mentors for AM and tutors for TP, sometimes being let down at the last minute by Tuition Partners for TP or due to a lack of tutor and/or mentor availability for either route. Some perceived that the tutors they had used lacked the necessarily skills and experience, adding burden on internal teachers to provide support. The clear message from the research summarised earlier in the report is that tutors should be knowledgeable in their subject area and trained in pedagogy for tutoring to be effective. The findings emphasise the importance of the roles of the NTP contractors in 2022-23, who will be responsible for recruitment of tutors and mentors, providing them with training, and quality assurance.

The availability of high-quality training for tutors is important to ensure the quality of provision, but senior leaders wanted more autonomy over whether it should be essential for all staff

Some senior leaders felt that the SLT training for tutors with qualified teacher status (QTS), albeit short, was unnecessary (as opposed to being poor quality). Similarly, some felt that the longer training course for non-QTS tutors underestimated the ability and experience of some staff, particularly TAs. The time commitment required for the training was also perceived as being problematic for some, which could be a barrier to recruiting tutors. This reiterates the importance of training being considered relevant and necessary given it is a time commitment. There is an important role for the contractor responsible for providing high-quality training for tutors and mentors in 2022-23 in reviewing the existing training and assessing the most appropriate way forward in terms of content and approach, taking into account tutors' prior skills and experience.

The effect of reduced NTP subsidies in 2022-23 on take-up and impact of tutoring will need to be monitored and reviewed

Among those participating in the NTP in 2021-22, a strong motivating factor was the available funding. Many of the schools not participating in the NTP did not think the

subsidies were sufficient and felt unable to meet the remaining funding requirements with their own budgets. Some said they could be encouraged to participate in the future if subsidies and grants were increased. Among those participating, the majority of senior leaders said their schools were using pupil premium and Covid-19 recovery budgets to fund their proportion of the NTP. The majority had increased the amount of pupil premium spending on tutoring since before the pandemic. In 2022-23, the subsidies for all NTP routes will decrease to 60%, meaning schools will have to fund a larger proportion of tutoring provision themselves. The effect of the reduced subsidies on the tutoring offer in schools, it's impact on school budgets, and pupil outcomes should be monitored and considered for further review.

Participating in the NTP had resulted in increased workload for senior leaders – schools would benefit from a proportion of NTP funding being available for management and administration

Across all NTP routes, most senior leaders had experienced an increase in their workload as a result of participation in the NTP, particularly due to the management, administration and preparation required to deliver tutoring. It was typical for senior leaders to take on the organisational role. Workload had increased among classroom teachers to a much lesser extent.

There was a suggestion that a proportion of NTP funding should be made available for administration and management of the programme within schools. Some also called for greater clarity around data requirements to reduce administrative burden and make workload more manageable. It will be important to monitor and review whether this increase in workload continues as the NTP becomes more embedded and as schools are given more autonomy over the delivery of tutoring.

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Appendix 1 NFER Ethics and Data Security

All of NFER's projects abide by our [Code of Practice](#) which is in line with the Codes of Practice from BERA (the British Educational Research Association), MRA (the Market Research Association) and SRA (the Social Research Association), among others. NFER is committed to the highest ethical standards and ethical considerations are embedded in our detailed quality assurance processes. NFER is committed to safeguarding the privacy of all individual's whose data we process. NFER is registered with the Information Commissioner's Office. the Head of Data Security oversees compliance with data protection legislation, ensuring that policies and practice are both legally compliant and good practice. NFER ensures that all projects comply with the six principles of data protection legislation (GDPR and the Data Protection Act 2018) and its underlying focus on accountability. Personal data is: processed lawfully, fairly and transparently; only used for the specified, clearly explained purpose it was collected for; limited and relevant to the purpose for which it is collected; accurate and, where necessary, kept up-to-date; only kept for as long as it is needed; kept secure.

DfE is the data controller for the evaluation and have commissioned the NFER to process the data as it is necessary for the performance of a task carried out in public interest vested in the DfE as controller (article 6 1 e). The statutory basis for these tasks is set out in S.10 The Education Act 1996: The Secretary of State shall promote the education of the people of England and Wales. A separate legal basis is identified for processing special data:

GDPR Article 9 (1) (g) which states that processing is necessary for reasons of substantial public interest, on the basis of Union or Member State law which shall be proportionate to the aim pursued, respect the essence of the right to data protection and provide for suitable and specific measures to safeguard the fundamental rights and the interests of the data subject.

All privacy notices for the evaluation can be found on the [project website](#). The link to the website has been given to all research participants.

NFER takes the greatest care to maintain the confidentiality, integrity and availability of all of its information assets. This helps us comply with data protection requirements to maintain the security of personal data. NFER's Head of Data Security oversees compliance with the ISO/IEC 27001 framework for information security. NFER is ISO/IEC 27001 certified (GB17/872763) and holds Cyber Essentials Plus (1500975548013829). NFER maintains a full Information Security Management Strategy (ISMS) including a Data Security Policy with which all staff are required to comply.

Appendix 2 Survey Sample Representativeness

The representativeness of the survey responses was explored by comparing sample characteristics to the population eligible for the NTP, represented here by a subset of schools in the Get Information About Schools[21] (GIAS) database[22]. The GIAS subset aimed to contain all schools eligible for the NTP and used the following selection criteria: EstablishmentStatus (name) equals "Open" or "Open, but proposed to close"; GOR (name) does not equal "Wales (pseudo)"; EstablishmentTypeGroup (name) does not equal "Colleges", "Independent schools" or "Universities". To avoid duplication of schools in the sample characteristics, senior leader responses were selected for each school where available, and where no senior leader had responded a single response from a middle leader or classroom teacher was selected. This ensured that the dataset compared to GIAS comprised one row per school.

Table 1 demonstrates that the survey sample was acceptably representative of the population of schools eligible for the NTP in relation to FSM and region. It appears that secondary schools are slightly overrepresented in the sample at the expense of schools with phase noted as Not Applicable. We are unable to comment on the representativeness of survey participants with respect to NTP route, as this information is not currently available for the population of schools.

Table 1: Representativeness of the survey sample compared to the population of eligible schools in England

Characteristic	Levels	Percentage of the survey schools (%)	Percentage of the population schools eligible for NTP (%)
Phase	Primary	76	74
Phase	Secondary	21	14
Phase	All-through	1	1
Phase	Not applicable	2	11
FSM Quintile	Q1 (Lowest 20%)	17	17
FSM Quintile	Q2 (Middle-lowest 20%)	19	20

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[21] https://www.get-information-schools.service.gov.uk
[22] The version used for these analyses was downloaded on 22/04/2022

FSM Quintile	Q3 (Middle 20%)	22	19
FSM Quintile	Q4 (Middle-highest 20%)	23	19
FSM Quintile	Q5 (Highest 20%)	19	19
FSM Quintile	Missing	1	6
Region	East Midlands	13	9
Region	East of England	10	11
Region	London	10	11
Region	North East	5	5
Region	North West	16	14
Region	Not Applicable	0	1
Region	South East	14	15
Region	South West	11	11
Region	West Midlands	12	11
Region	Yorkshire and the Humber	9	10
Route	All three	4	Unknown
Route	TP & AM	2	Unknown
Route	TP & SLT	16	Unknown
Route	AM & SLT	6	Unknown
Route	AM Only	1	Unknown
Route	SLT Only	46	Unknown
Route	TP Only	13	Unknown
Route	None	13	Unknown

Appendix 3 Profile of schools included in interviews

As part of the IPE mixed methodology, a series of 36 semi-structured interviews, addressing all of the IPE research questions, took place across 15 schools with school staff and pupils in March-April 2022. Five discussion groups with pupils who were involved in the SLT route were also held. The profile of the schools in which interviews and focus groups took place can be found below in Table 2). Where interviews with three or more different types of interviewees (such as senior leader, teacher, tutor or pupils) were conducted in the same schools these were categorised as full case studies. This was the case in 8 of the 15 schools. The qualitative data was then analysed using MAXQDA.

Table 2: Details of who was interviewed as part of the series of interviews, together with school characteristics

School	Senior leader	Teacher(s)	Pupil	Tutor	Phase	NTP route participation
1	✓	✓ (3)	✓	-	Primary	TP, AM and SLT
2	✓	✓ (3)	-	✓	Primary	SLT
3	✓	✓ (2)	✓	✓	Primary	SLT
4	✓	✓	✓	-	Primary	SLT
5	✓	-	-	-	Secondary	SLT
6	✓	-	-	-	Secondary	AM and SLT
7	✓	✓	✓	✓	Primary	AM and SLT
8	✓	✓	-	✓	Primary	SLT
9	-	✓	-	-	Secondary	TP
10	✓	✓	-	-	Primary	TP, AM and SLT
11	✓	-	-	-	Secondary	SLT
12	✓	-	-	-	Primary	TP
13	✓	✓	-	✓	Primary	TP, AM and SLT
14	✓	✓ (2)	✓	✓	Secondary	SLT
15	✓	-	-	-	Secondary	TP and SLT