

Briefing Note: Hui with Ngā Puna Reo o Aotearoa on 19 April 2023

To:	Hon Jan Tinetti, Minister of Education		
Cc:	Jo Luxton MP, Parliamentary Under-Secretary		
Date:	13 April 2023	Priority:	Medium
Security Level:	In Confidence	METIS No:	1308139
Drafter:	Veronica Adams	DDI:	9(2)(a)
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Messaging seen by Communications team:	No	Round Robin:	No

Proactive Release

1. **agree** that this briefing is proactively released once Ministerial decisions have been made on the topics outlined in this briefing, with any information that may need to be withheld done so in line with the provisions of the Official Information Act 1982.

Agree / Disagree

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Paul Scholey
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Te Pou Kaupapahere

13/04/2023

Jan Tinetti
Hon Jan Tinetti
Minister of Education

15/04/2023

Purpose of Report

The purpose of this paper is to provide advice ahead of your hui with members of Ngā Puna Reo o Aotearoa on 19 April 2023 at 9.15am.

Summary

1. Ngā Puna Reo o Aotearoa (NPRA) has asked to meet with you and Parliamentary Under-Secretary Jo Luxton at 9.15am on 19 April 2023. We anticipate that NPRA will want to discuss issues around funding, qualification settings, and teacher supply.
2. The Ministry of Education (the Ministry) is meeting with NPRA separately on the same day (19 April) to discuss these same issues.
3. NPRA was formed in early 2022 as a national peak body for Māori immersion early years education. This body represents most puna reo and seeks to address concerns about the invisibility of these services within the education system, including in Ministry funding and reporting. This body aims to build recognition, support and resourcing for Kaupapa Māori immersion ECE services outside of kōhanga reo.
4. In July 2022, Prime Minister Hipkins (then Minister for Education) and Minister Davis jointly approved that we work with Māori bilingual and immersion education and care services to consider additional support to meet the 80 percent certificated teacher regulation and to grow their workforce.
5. Following this we have been meeting regularly with NPRA to review the qualification settings for kaiako in Māori education and care services. NPRA also met Minister Davis in September 2022 and made 19 recommendations that put forward a range of initiatives that could be pursued to help mitigate issues around funding and pay parity, qualifications, and teacher supply and training support (see Annex 1).
6. Although you have decided to slow down the work to regulate for 80 percent qualified and certificated teachers [METIS 1307705 refers], we know Māori bilingual and immersion services face significant funding and teacher supply challenges. We will continue working with NPRA to help address these challenges.
7. We are preparing further advice for you and Minister Davis on supporting puna reo to address funding, qualifications, and teacher supply challenges. You will receive this report later in April 2023.
8. We are continuing to meet regularly and work closely with NPRA to co-design a package of initiatives that help address these long-term issues for puna reo, and we have scheduled regular monthly hui with them through 2023.

Background

1. There are around 45 puna reo or Māori immersion education and care services, initially set up by whānau, iwi and Māori groups. These services focus on learning of te reo Māori and tikanga for tamariki, but do not sit within kōhanga reo. Instead, they are classified as education and care services within the ECE framework.
2. Ngā Puna Reo o Aotearoa (NPRA) was formed in April 2022 as a national body for Māori immersion early years education [METIS 1284772 refers]. This peak body represents most puna reo and seeks to address concerns about the invisibility of these services within the education system, including in Ministry funding and reporting. This body aims to build recognition, support and resourcing for Kaupapa Māori immersion ECE services outside of kōhanga reo.
3. On 29 September 2022, NPRA met with Minister Davis to discuss their recommendations to help mitigate the challenge of requiring 80 percent certificated teachers and help improve Māori immersion services within the sector (discussed below and attached as Annex 1) [METIS 1296636 refers].
4. NPRA has asked to meet with both you and Parliamentary Under-Secretary Jo Luxton. We think it is likely that they will want to discuss issues for puna reo with funding, qualification settings, and teacher supply. We are meeting with NPRA separately at an all-day meeting on the same day (19 April) where these same issues will be discussed.
5. We anticipate that the following members of NPRA's manatōpū will attend the hui: Tere Gilbert (NPRA Chair, 9(2)(a))
[REDACTED]
[REDACTED]
[REDACTED]

Previous engagement with Māori services as part of 80 percent certificated teacher work

6. In 2021 we engaged with Māori education and care services about regulating for 80 percent certificated teachers. The discussion at these meetings was broader than regulating for 80 percent certificate teachers. Teacher supply was cited as a significant issue, with services having to train their own teachers from a limited pool of te reo Māori speakers, often competing with high demand for these skills in the wider labour market.
7. In July 2022, Prime Minister Hipkins (then Minister for Education) and Minister Davis jointly approved that we work with Māori bilingual and immersion education and care services to consider additional support to meet the 80 percent certificated teacher regulation and to grow their workforce [METIS 1290028 refers].
8. Although you have decided to slow down the work to regulate for 80 percent certificated teachers [METIS 1307705 refers], we know Māori bilingual and immersion services face a range of challenges and will keep working with NPRA to help address these.
9. We also worked closely with puna reo to develop the new network management policy, including the legislation to exclude Māori immersion services alongside kōhanga reo from the requirement to seek network approval.

Key issues raised by Ngā Puna Reo o Aotearoa

10. In August 2022, we began regular engagement with NPRA to review the qualification settings for kaiako in Māori education and care services. NPRA had prepared a report

laying out their recommendations for addressing teacher supply challenges in the context of funding and pay parity, qualifications, and teacher supply and training support.

11. NPRA told us that Māori education and care services face significant teacher supply issues due to dissatisfaction with pay and working conditions, as well as recruitment challenges. This led to puna reo kaiako being attracted into teaching positions in Kura Kaupapa Māori, wharekura, kindergartens, and government positions where pay and conditions are considered much better.
12. NPRA also consider that the current ECE funding bands have created further inequity and are systemically racist. NPRA say that kindergartens have the highest operational funding of all ECE services, yet it is acknowledged that many, if not most, of their teachers do not fulfil their teacher registration requirements for te reo Māori, tikanga Māori and cultural competency in working with whānau Māori. For puna reo, their registered kaiako fulfil all of these registration requirements (and Tiriti o Waitangi obligations) and yet the operational funding for puna reo is considerably below that of kindergartens.
13. In addition, puna reo report significant recruiting challenges, as kaiako must have specialist knowledge in kaupapa Māori immersion early years teaching and high fluency and competency in te reo Māori. However, this specialist knowledge is not recognised under the current qualification or funding settings.

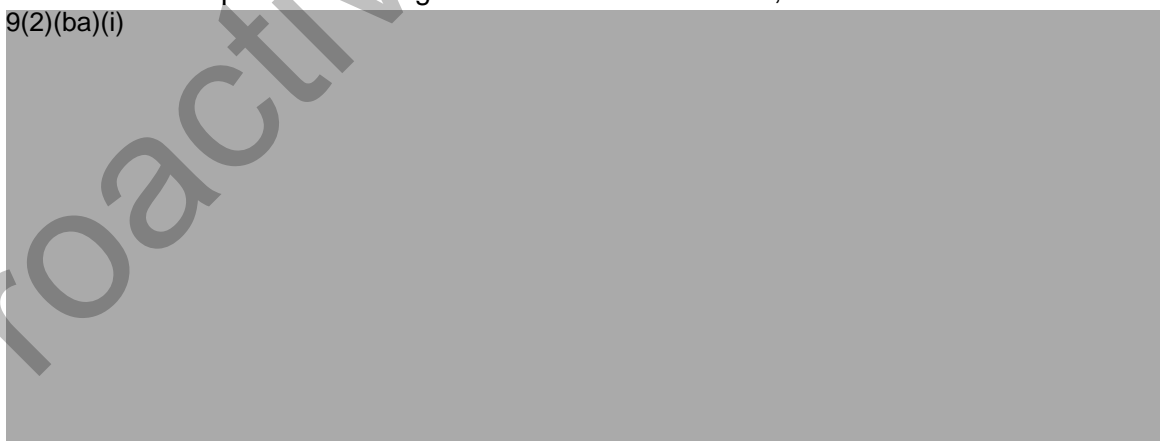
Ngā Puna Reo o Aotearoa recommended 19 actions to address these issues

14. NPRA made 19 recommendations outlining a range of initiatives that could help mitigate issues around funding and pay parity, qualifications, and teacher supply and training support. These recommendations are attached as Annex 1 and have been summarised below along with our response and how these may align to our current or future work programmes.

Equitable resourcing of Ngā Puna Reo o Aotearoa

15. To address inequities in funding for Puna Reo ECE kaiako, NPRA recommended that:

9(2)(ba)(i)



16. These recommendations potentially relate to several work programmes. We will consider the interactions between the puna reo work and these programmes as it may create complexities and interdependencies. In particular:
 - a. The Ministry's pay parity funding review which is aimed at better allocation of funding for pay parity costs and is now consulting on a new approach to this end. Additionally, Te Pae Roa is currently considering funding as part of the transformative and systemic changes to grow Māori Medium and Kaupapa

Māori Education pathways. Tere Gilbert is a member of the expert advisory group on the pay parity funding review.

- b. In regard to Equity Funding, the Ministry is developing a new Equity Index for ECE services which will provide a more accurate and nuanced method for directing equity-focused funding to ECE services. A new Equity Funding model is being developed alongside the index which will allocate Equity Funding from the current three funding streams: Equity Funding components A and B and Targeted Funding for Disadvantage. Tere Gilbert is a member of the sector reference group for the review of equity and targeted funding in her capacity as the manager of an ECE service. We also plan to engage with Ngā Puna Reo o Aotearoa as the Equity Index work progresses.

- 17. In July 2022, we engaged with NPRA on criteria for Māori immersion peak bodies, as part of recent regulatory changes around ECE network management requirements. These criteria allow for peak bodies and Māori/iwi organisations to be recognised and their affiliated services excluded from the requirement to seek network management approval.

Māori Immersion Teachers' Allowance funding is included as part of the Pay Parity Budget 2023 bid

- 18. Funding has been sought to establish a Māori immersion teachers' allowance (MITA) as part of Budget 2023; this is just under \$5 million over a four-year period beginning in 2024. This funding would seek to provide certificated kaiako in puna reo services with an allowance on top of their salary, to recognise the extra language and cultural competencies they have. This will help attract, recruit, and retain teachers within puna reo services. We estimate approximately 181 kaiako could be eligible for the MITA.¹
- 19. NPRA has recommended a MITA be introduced to the puna reo sector. We have not discussed the proposed design or implementation of MITA due to budget sensitivity but anticipate NPRA will be supportive of the proposed approach.

Creating a new service type for Māori medium bilingual and immersion services in the ECE Funding Handbook

- 20. The Ministry is exploring the creation of a new service type in the ECE Funding Handbook for Māori bilingual and immersion education and care services. This initiative is a high priority for NPRA as it wants puna reo to be recognised as a distinct part of the early learning sector. Creating a new service type for funding purposes would provide the Ministry with a way to more easily provide funding initiatives targeted at Māori immersion services such as a potential Māori immersion teacher allowance.
- 21. 9(2)(f)(iv) [REDACTED] A new service type would also enable consistent identification of Māori bilingual and immersion services to monitor progress towards growing Māori medium education and kaupapa Māori pathways.
- 22. Recognising the service type through the Funding Handbook does not require regulatory change. Setting of funding arrangements for licensed early childhood services is a power held by the Minister of Education under section 548 of the Education and Training Act 2020. Funding Handbook changes have traditionally been treated as


¹ Budget 2023 made a range of assumptions to produce the cost profile. This included that the allowance would only apply to services with an immersion level of 51% or higher in te reo Māori, would only apply to certificated teachers. The rates are based on the rates in the Primary Teachers Collective Agreement currently being negotiated.

operational matters that are dealt with internally within the Ministry. As the creation of a new service type would not change any funding settings for services (the substantive changes would be part of future decisions), the Ministry believes that this decision would not have to go to Cabinet. We aim to provide you more advice around this option in April 2023.

Teacher qualifications

23. To address the lack of recognition of the specialist knowledge and cultural expertise of puna reo kaiako, but who do not have teaching qualifications, NPRA recommend that:

9(2)(ba)(i)




24. 9(2)(f)(iv)
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Teacher supply and training

25. To address the teacher supply and training challenges, NPRA recommend that:

9(2)(ba)(i)



26. Some progress has been made on these initiatives; for example, it has been agreed that applications for puna reo scholarships can be made at any point during the year but agreement to not change the dates formally. Twelve Te Huawhiti career change scholarship places were ring-fenced for puna reo in 2023, and discussions are ongoing about additional support that could be provided longer-term.

Other engagement work with Ngā Puna Reo o Aotearoa

27. The Ministry has contracted a supplier to work with NPRA to co-design PLD as part of a suite of resources to support the implementation of the te Ao Māori interpretations of the goals and learning outcomes of Te Whāriki.
28. NPRA will be engaged through a Ministry-led public consultation process on the development of a work programme to achieve the 30 percent growth target for the Strengthening Māori Medium and Kaupapa Māori pathways programme. In parallel to this engagement, Te Pae Roa, as the independent oversight group for the programme, continue to lead engagement events for Māori.

Next steps

29. We are preparing further advice for you and Minister Davis on supporting puna reo to address funding, qualifications, and teacher supply challenges. You will receive this report later in April 2023.
30. We are continuing to meet regularly and work closely with NPRA to co-design a package of initiatives that help address these long-term issues for puna reo, and we have scheduled regular monthly hui with them through 2023.

Annexes

Annex 1: s9(2)(ba)(i)

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