



Education Report: Advice commissioned by Income Support Ministers

To:	Hon Chris Hipkins, Minister of Education		
Date:	18 July 2022	Priority:	Medium
Security Level:	Budget Sensitive	METIS No:	1290895
Key Contact:	Siobhan Murray	DDI:	9(2)(a)

Purpose of Report

This paper provides Ministry of Education advice for discussion at the next Income Support Ministers' meeting on 9 August. This paper accompanies the MSD paper *Childcare Assistance Review – initial advice on Childcare Subsidy options* [REP/22/5/421 refers].

Recommended Actions

The Ministry of Education recommends you:

- a. **forward** the Annexes to Income Support Ministers
- b. **discuss** the outcome of the 9 August meeting with officials

Proactive release

- c. **agree** that this report not be released at this time due to budget sensitivity

Agree / Disagree.


Siobhan Murray
Senior Policy Manager
Te Puna Kaupapahere

18 / 07 / 2022

Hon Chris Hipkins
Minister of Education

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Background

- 1 Income Support Ministers met in late April and discussed the Ministry of Social Development's update on the Review of Childcare Assistance [REP/22/4/307 refers]. This report has been forwarded to you by Minister Sepuloni. This paper outlined the main problems with Childcare Assistance.

Advice for August meeting

- 2 Income Support Ministers are meeting at 8-8.45am on Tuesday 9 August. The Ministry of Social Development is providing advice on the following, which was commissioned as a result of the April meeting:

Strand 1: Review of Childcare Assistance

- a. **Changes to Childcare Assistance.** The next report from MSD as part of the Childcare Assistance review to include:
 - How to simplify MSDs Childcare Assistance
 - What a catch up of thresholds since they were frozen in 2010 would look like – including number of families who could benefit and costs
 - What the risks of increasing financial support are, including potential for ECE centres to correspondingly lift fees.
- 3 The annex to this briefing provides the Ministry of Education's advice on the following items that were commissioned as a result of the April meeting:

Strand 2: He Taonga te Tamaiti | Early Learning Action Plan

- a. **Reviews of funding system to ensure pay parity is sustainable.** It is accepted that the bulk funding system of funding in place for early learning is not fit for purpose if pay parity within the teaching workforce, once achieved, is going to endure.
 - MoE has provided initial advice on a funding methodology involving splitting funding between a teacher salary subsidy and an operating subsidy.
 - MoE providing further advice about the impacts of the methodology using quantitative analysis based off financial survey data.
- b. **Early Learning Network Management.** Legislation currently before the House will refine the new legislative framework for network management of the early learning sector and set the commencement date at February 2023
 - MoE is currently consulting on policy for new regulations and government priorities for National and Regional Statements.
 - MoE will provide further advice following consultation with a view to Cabinet policy approvals in July/Aug 2022 and having the regulations drafted and approved by September 2022.
- c. **Regulating for quality teachers.** Action 3.1 of He Taonga te Tamaiti sets out the Government's intention to incentivise the employment of 100% qualified teachers in teacher-led centre-based services (centres) in the short term (this has occurred), and then regulate for 80% qualified teachers in the medium term, and regulate for 100% in the long term.
 - Based on initial advice, MoE is currently drafting a Cabinet paper seeking agreement to issue drafting instructions for an approach to regulating for 80% qualified teachers in the medium term
 - MoE would then publicly consult on draft regulations over September – November 2022.

Strand 3: Integrated work on early learning and care

a. **Expanded Universal Assistance**

- MoE to provide advice on extending 20 hours ECE to 25 hours ECE
- This should include analysis of current hours being used

b. **Mitigating unintended consequences of Childcare Assistance changes**

- What the risks of increasing financial support are, including potential for early learning centres to correspondingly lift fees
- Possible changes to education regulatory settings that could help to mitigate potential risks identified as above, along with an assessment of the implications of such changes

Advice due in September

- 4 The following advice has also been requested, and will be provided in mid September ahead of the next Income Support Ministers' meeting:

Strand 3: Integrated work on early learning and care

a. **Expanded Universal Assistance**

- MoE and MSD to work together on flow-on savings to the Childcare Subsidy (including interactions with changes proposed through the Childcare Assistance Review)

c. **Meeting early learning and care needs for families with non-standard work hours.** Currently many families are unable to secure support to meet their learning and care needs because the hours that they work don't match with early learning service offerings or regulatory settings, and the Childcare Subsidy is only available for licensed childcare provision. Work to address this problem should include:

- further advice from MSD on how the Flexible Childcare Payment can better support informal care for low income families
- advice from MoE on how the early learning sector could become better-placed to cater to families with non-standard work hours
- Joint advice on the scope for, and pros and cons of, providing public assistance for informal care.

d. **Customised support for underserved children.** It is well-established that children with highly disadvantaged or dysfunctional home environments are most likely to benefit from quality early learning below the age of three. Yet these households are also the most likely to experience cost as a barrier, even when receiving Childcare Subsidy.

- MoE to put together some Education options for Ministers for addressing this problem
- MSD/OT to provide further advice on the Early Learning Payment and whether this can be expanded.
- There should also be some consideration of something similar for older children through OSCAR. This could align with work underway through the gangs work from the Social Wellbeing Board on supporting youth.

Annexes

- 5 Annex 1: Ministry of Education advice to Income Support Ministers.
6 Annex 2: Early Learning Action Plan Dashboard



Ministry of Education advice to Income Support Ministers

Purpose

- 1 This paper provides the following advice that was commissioned from the April Income Support Ministers' meeting:
 - Strand 2: He taonga te tamaiti | Early Learning Action Plan
 - a. **Overview** of the Plan's purpose and progress to date against the actions.
 - b. **Update on key workstreams:** Pay parity, network management, and regulating for qualified teachers.
 - Strand 3: Integrated work on early learning and care
 - a. **Expanded Universal Assistance**
 - MoE to provide advice on extending 20 hours ECE to 25 hours ECE
 - This should include analysis of current hours being used
 - b. **Mitigating unintended consequences of Childcare Assistance changes**
 - What the risks of increasing financial support are, including potential for early learning centres to correspondingly lift fees
 - Possible changes to education regulatory settings that could help to mitigate potential risks identified as above, along with an assessment of the implications of such changes.

He taonga te Tamaiti: Early Learning Action Plan

- 2 The Ministry of Education's early childhood education (ECE) work programme is primarily guided by *He Taonga te Tamaiti: the Early Learning Action Plan 2019-2029* (ELAP). The ELAP sets out a vision that New Zealand's ECE system enables every child to enjoy a good life, learn and thrive in high quality settings that support their identity, language and culture and are valued by parents and whānau.
- 3 The ELAP actions largely focus on the quality aspects of the ECE system, and therefore contribute to the 'learning and developing' outcomes of the Child & Youth Wellbeing Strategy. The attached dashboard provides an overview of progress against the ELAP's 25 actions.
- 4 The sections below provide a more detailed update on pay parity (action 3.4), regulating for qualified teachers (action 3.2), and introducing network management (action 5.1).

Pay parity for certificated teachers in education and care services

- 5 The majority of children attending ECE attend an education and care service¹ (70% in 2021). The certificated teachers in these services generally earn less than their counterparts in kindergartens and in schooling. The Ministry undertook a staffing survey in October 2021. This showed the average salary of certificated teachers² in education and care services was \$60,126 per annum, while the average annual salary in kindergartens was \$82,914.
- 6 Addressing this pay disparity is important for workforce supply and retention. A stable, well-qualified workforce within services is also important for child wellbeing – it is an enabler of the warm, reciprocal relationships that support children to learn and develop.
- 7 Significant investment has been made over the past three Budgets. Both the Budget 2021 and 2022 pay parity initiatives fully cover, at a sector level, the difference between current teacher salaries in education and care services and the increased pay scale. However, the funding rates are averaged across the sector and therefore do not match the additional salary expense in every service. For this reason, the parity funding rates are opt-in – services can choose whether to opt in based on their circumstances.
- 8 ECE representatives have been reporting teacher supply problems in the sector for the last two years. This increases pressure on services to opt into the parity funding rates because of concern that they will not retain their teachers. Services that opt in where the funding does not cover the additional salary cost will need to either make savings, raise additional revenue or a combination of both. This may affect ECE affordability for parents in the short term.
- 9 The Ministry is currently undertaking a Pay Parity Funding Review, which aims to change the funding system so that funding better matches each service's salary expense. This would enable pay parity to become a requirement for all services. It would also mitigate the pressure on parent fees from improving teacher salaries. We are aiming for implementation in 2024.
- 10 In May, we provided initial advice to the Minister of Education on splitting the funding into a teacher salary subsidy and an operating subsidy [METIS 1286286 refers]. This is similar to the resourcing system for schooling. The key difference is that government fully funds state schools, whereas ECE is only part-funded by government.
- 11 In July, we provided follow up advice with impact analysis based on data from the financial survey [METIS 1286391 refers]. Key choices are the level of government contribution to teacher salaries, the adult:child ratio that underpins the funding formula, and the balance between tagged funding (teacher salary subsidy) and flexible funding (operating subsidy).
- 12 We are recommending consulting the sector on the proposed funding mechanism and some of the key choices in September and October. This will inform the Budget 2023 pay parity initiative and Cabinet decisions on reshaping the funding system to achieve pay parity.

¹ The Ministry has five licensed service types for funding purposes: education and care services; kindergartens; home-based ECE services; kōhanga reo; and playcentre. Education and care services are centre-based services that must employ a proportion of certificated teachers and are not controlled by a kindergarten association.

² In the ECE funding context, a certificated teacher refers to a teacher who has a current practising certificate issued by the Teaching Council and has an ECE or primary teaching qualification.

Network management

- 13 The ELAP identified active management of the network of early childhood services as important for ensuring all children have access to quality ECE settings. To support a more active role in managing the network, Cabinet agreed to refine the network management function and to introduce National and Regional Statements [SWC-21-MIN-0179 refers].
- 14 The National Statement will be a high-level direction-setting document that will set out the Government's priorities for ECE delivery across New Zealand. The National Statement will be supported by Regional Statements that will translate these broad priority areas to regions based on each region's population profile and current supply of licensed early childhood services.
- 15 In May and June 2022, we consulted on the proposed priorities for the National and Regional Statements and new network management regulations for licensed early childhood services. We have prepared a draft Cabinet paper that seeks Cabinet's agreement to the proposed priorities [METIS 1289566 refers], which is now undergoing Ministerial and departmental consultation. We anticipate that the statements will be made public in October 2022.
- 16 Network management now commences on 1 February 2023. This commencement date requires an amendment to legislation currently going through the parliamentary process.

Regulating for 80% certificated teachers

- 17 The ELAP identifies improving the level of qualified teachers in teacher-led centres as important for improving quality. Teacher qualifications contribute to quality practices, for example, by enabling higher quality interactions with children.
- 18 In 2021, the Ministry consulted on options for regulating for 80% certificated teachers. We are proposing consulting on draft regulations, including the implementation profile, later this year.

Expanded universal assistance

Background about 20 Hours ECE

- 19 Through the Ministry of Education, Government subsidises ECE attendance for all children aged 0-5 for up to 6 hours per day and 30 hours a week. 20 Hours ECE is a higher subsidy for 3-5 year-olds that services can opt into. A funding condition of the 20 Hours ECE subsidy is that parents are not charged any fees for the hours of 20 Hours ECE. Like all ECE subsidies, 20 Hours ECE is limited to 6 hours per day up to a maximum of 20 hours per week.
- 20 There are no fee controls for attendance hours above the 6-hour daily cap. It is common for services to charge a relatively high fee for the seventh and subsequent hours and to brand these as a daily fee. The Ministry does not have data on these fees, but occasionally we receive complaints from parents about these fees. The highest fee is from these complaints was a \$67 daily fee relating to an enrolment of 6.5 hours per day. Anecdotally, the fees for children aged 3-5 in some services are not markedly different to fees for younger children. This suggests that 20 Hours ECE funding is cross-subsidising attendance across age groups.
- 21 ECE services are able to request payments for 20 Hours ECE for a one-off or ongoing cost that is above minimum standards. These payments are known as optional charges.

Once parents have agreed to optional charges, services may enforce payment. Examples of items covered by optional charges are food and excursions.

Extending 20 Hours ECE to 25 hours a week

- 22 We have undertaken a preliminary costing of increasing 20 Hours ECE to 25 hours a week. We estimate this would cost \$84 million a year, or \$335 million over four years. This cost will increase when the Kindergarten Teachers, Head Teachers and Senior Teachers Collective Agreement (KTCA) is settled later this year. The kindergarten settlement will increase all funding rates for kindergartens and increase the pay parity rates for education and care services. These increases are not yet known, so have not been included in the current costing.
- 23 The 6-hour daily cap would remain. This would mean:
- a child attending an ECE service for three 8-hour days would still only receive 18 hours of the 25 Hours ECE subsidy, and there would be no change to the fees charged to the child's parents.
 - a child attending four 8-hour days would receive 24 hours of the 25 Hours ECE subsidy rather than 20 hours under the current policy. This would reduce the fees charged to the parents. The reduction may be less than the additional subsidy provided to the ECE service, as there are no fee controls on the two hours of attendance a day above six hours.
- 24 We have looked at attendance data to gauge how many families would benefit from an increase to 20 Hours ECE. We estimate that around 75,700 children would be entitled to additional hours at the higher subsidy rate, which is 69% of all 3-4 year-olds attending ECE (see table 1). This is based on the number of 3-4 year-olds who have more than 21 hours of subsidised attendance, as illustrated in the table below.
- 25 However, because of the features of the ECE funding system noted in paragraph 21 above, the reduction in parent fees is likely to be less than the \$84 million in additional funding, perhaps considerably less. Three out of five children (60% or 45,500 children) receiving 21-30 weekly subsidised hours are enrolled for more than 6 hours on at least one day a week. Half of children (52% or 39,400 children) with 21-30 weekly subsidised hours are enrolled for 31 or more hours a week.

Table 1: Number of 3-4 year-olds enrolled in ECE[^] by average weekly enrolment hours and average weekly subsidised hours, 1 February to 18 July 2021. Source: Early Learning Information system (ELI)

Average weekly enrolment	Average weekly subsidised hours								Total
	0-10	11-20	21	22	23	24	25	26-30	
0-10 hours	2,235								2,235
11-20 hours	34	24,939							24,973
21-25 hours		4,817	2,463	2,247	2,255	5,152	1,285		18,219
26-30 hours		1,952	322	397	714	3,207	887	17,448	24,927
31-35 hours		477	141	202	345	1,476	428	9,066	12,135
36-40 hours		10	33	75	171	1,429	317	6,050	8,085
41-49 hours			1	4	47	329	215	13,459	14,055
50-59 hours					1		4	4,263	4,268
60+ hours						2	1	1,302	1,305
Total	2,269	32,195	2,960	2,925	3,533	11,595	3,137	51,588	110,202

[^] Data relates to children who were booked to attend ECE in the week of the ECE Census 2021 (21-26 June 2021). Excludes kōhanga reo, as kōhanga data is not yet in ELI.

- 26 The Ministry does not recommend expanding 20 Hours ECE. This is because it would be a large investment that may not significantly reduce the costs of ECE for parents. It is also not targeted to lower income families who have less ability to pay ECE fees. s9(2)(f)(iv)

Mitigating unintended consequences of Childcare Assistance changes

- 27 The Ministry of Social Development's advice canvasses three options for improving Childcare Assistance that can be pursued singly or in combination:
- Option 1: Adjust the income thresholds – a higher proportion of parents would qualify for the Childcare Subsidy
 - s9(2)(f)(iv)
 - s9(2)(f)(iv)
- 28 A risk identified in MSD's advice is that ECE providers will inflate their fees to maximise their Childcare Subsidy revenue. The relatively low proportion of parents eligible for the Childcare Subsidy limits this risk currently. Significant increases to eligible parents could mean that some services draw most or all of their children from families eligible for the Childcare Subsidy. Where this is the case, services' fee charging is likely to be influenced by the Childcare Subsidy rates.
- 29 The only controls that the Ministry places on ECE fees are through a funding condition on the 20 Hours ECE subsidy. As outlined in the section above, there are significant limitations on the effectiveness of this mechanism in reducing ECE fees.
- 30 The Ministry does not recommend introducing further fee controls at this time. The Ministry does not currently collect information on ECE fees, which means we do not know whether fees should be regulated. Regulating without good information risks negative consequences such as services becoming unviable and a reduction in ECE availability for parents.
- 31 The Ministry has previously investigated a regular data collection on ECE fees and could revisit this work. Data on fees would have broad applications:
- it would provide better understanding of the difference in total funding at services in low and high socioeconomic areas, which could inform the amount of additional equity funding that may be needed
 - it would allow us to gauge the efficacy of 20 Hours ECE and the extent to which funding rates need to be adjusted
 - it would enable us to understand the impact of government policies on costs to parents.
- 32 The ECE sector is likely to oppose the Ministry collecting information on ECE fees. The level of system change currently under consideration is also likely to limit the sector's ability to engage with a new collection. These considerations are outlined in more detail below.

Previous efforts to collect information on ECE fees

33 The Ministry's most recent information on fees is from the 2013 Survey of Income, Expenditure and Fees (SIEF) collection, which surveyed ECE services. The Ministry also ran a SIEF collection in 2015, but the fees information was never fully processed³. The SIEF was discontinued due to the low response rate to the 2015 collection.

34 In 2019, the Ministry investigated developing an ECE affordability measure, a key input of which is robust data on ECE fees. We started developing an annual ECE fees collection that would collect information at a child level. Collecting data at child level would allow linking with enrolment information and inclusion in the Integrated Data Infrastructure (IDI), which could enable comparison with parental income to better understand affordability. The fees collection was intended to be automated to minimise administrative burden on early childhood services and the Ministry.

35 s9(2)(g)(i)

s9(2)(f)(iv)

Sector buy-in to providing this information

37 Sector buy-in is important for the quality of information – in general, information is more likely to be accurate if participants are willing to give it. However, it is likely that we would need to compel ECE services to provide this information. The Education and Training Act 2020 requires services to keep records of fees and provide these to the Secretary for Education.⁵ This has been used in the context of audits of individual services, but does not provide the legal basis for a fees collection.

38 In addition, providing fees information could be made a condition of receiving Ministry funding. This would mean that the Ministry would withhold all funding from services that do not provide fees information. This would be a strong incentive for services to provide this information, but is likely to be seen as punitive by the sector. The Ministry currently only uses this power in relation to annual financial reporting requirements.

Sector ability to engage with a new collection

39 The Ministry has undertaken two voluntary surveys as part of the Pay Parity Funding Review:

- **a staffing survey** in October 2021. This survey asked for details on certificated teachers' FTE, salary and their level of experience. Services were encouraged to take part in this survey to inform the Budget 2022 pay parity initiative. Although pay parity is a high priority for education and care services, the response rate was

³ This part of the collection asked services to submit their fee schedules, which required manual data entry as well as a lot of manipulation to ensure comparability across services.

⁴ The ECC is the largest ECE peak body representing ECE employers.

⁵ Section 22(c) of the Education and Training Act 2020 requires licensed early childhood services to keep, and make available to the Secretary for Education on request, records of all fees and charges relating to children's attendance.

41% of education and care services. Small services (licensed for up to 30 children) are underrepresented.

- **a financial survey** in March/April 2022. This consisted of a single excel sheet with four categories for each service: time period that financial data relates to, private revenue, expenditure on certificated teacher salaries, other expenditure. To allay concerns about commercial sensitivity, profit/surplus was included in the 'other expenditure' category, so the Ministry could not deduce how profitable services are. The response rate from education and care services was 35%. Small services are underrepresented. The quality of the data received is also highly variable.

- 40 The underrepresentation of small services suggests that these services lack the resources to engage with these surveys. The overall lower response rate to the financial survey likely reflects the lower buy-in to the underlying rationale for this survey compared to the staffing survey. The COVID pandemic is also likely to have affected services' ability to engage with these collections.
- 41 A new fees collection needs to be considered in the context of wider changes that affect the sector, such as funding and regulatory changes currently underway. We would need to think carefully about the sector's capacity to engage with additional change.

June 2022

- Initial scoping and planning work for Tranche 3 of the Early Learning Regulatory Review began in May 2022.
- **Practice & Progress Tools** (Kowhiri Whakapae) – PLD Supported Trial commenced on 8 November 2021 and is progressing well.
- **Practice & Progress Tools** (Kowhiri Whakapae - PLD and Literacy) – Ministry is currently developing the oral language and literacy tools and expecting initial user testing to start in July 2022.
- **Gazetting the curriculum framework** – In November 2021, the Minister announced a reset of timelines for the National Curriculum Assessment work Programme, which included re-phasing consultation on and implementation of gazetting *Te Whāriki* over 2022 and 2023. It is expected to complete public consultation before the end of July 2022.
- **Te Ahu o te Reo Māori** –Early learning participation in the 2021/2022 courses are 479 to date.
- **Pay Parity funding review** – The Ministry carried out a financial survey of education and care services and home-based services in May. Advice has been provided to the Minister for consideration.

Unlikely to be completed within timeframe

			2021	2022	2023	2024	2025	2026	2027	2028	2029
Objective One	1.1 Improve the ratios of adults to children under the age of 3 years in teacher-led centre-based early learning services	●									
	1.2 Require teachers to be organised among groups of children in ways that support secure and consistent care, language learning pathways, and positive transitions for children and whānau	○									
	1.3 Develop advice about group size, centre design and wider environmental factors, and how to improve quality standards in these areas	●									
	1.4 Support parents and whānau to navigate their choices of education and language learning pathways through better access to information	●									
Objective Two	2.1 Review equity and targeted funding to ensure that they best support children to benefit from access to high quality early learning experiences	●									
	2.2 Develop advice to facilitate wrap-around health and social services to support children and their whānau to engage in early learning and ensure that it is clear who holds key responsibility for coordinating learning support in each early learning service	●									
Objective Three	3.1 Incentivise for 100% and regulate for 80% qualified teachers in teacher-led centres, leading to regulation for 100%	●									
	3.2 Raise the levels of home-based educators' qualifications	●									
	3.3 Develop an early learning teacher supply strategy that aligns with the wider education workforce strategy	●									
	3.4 Implement a mechanism that improves the levels and consistency of teachers' salaries and conditions across the early learning sector	●									
	3.5 Improve Initial Teacher Education (ITE) to ensure that teachers are well-qualified to implement the curriculum in collaboration with other professionals	●									
	3.6 Develop a sustained and planned approach to Professional Learning and Development (PLD)	●									
	3.7 Develop innovation and research hubs for early learning services	○									
	3.8 Support early learning services to participate as equitable partners in cross-service and cross-sector collaboration	●									
	3.9 Support the workforce to integrate te reo Māori into all early learning services	●									
Objective Four	4.1 Gazette the curriculum framework, Te Whāriki, to support engagement with the principles, strands, goals and outcomes when designing local curricula	●									
	4.2 Co-construct a range of valid, reliable, culturally and linguistically appropriate tools to support formative assessment and teaching practice	●									
	4.3 Support services to undertake robust internal evaluation that strengthens implementation of Te Whāriki and ensures ongoing improvement	●									
Objective Five	5.1 Introduce a managed network approach to ensure high quality, diverse and sustainable early learning provision	●									
	5.2 Identify options to address supply of early learning services in under-served communities	●									
	5.3 Set aside space for early learning services alongside school sites, where possible	●									
	5.4 Strengthen governance and management support for Pacific language and other community early learning services	●									
	5.5 Introduce a consistent and rigorous programme of monitoring and licensing	●									
	5.6 Improve transparency of funding for parents, teaching staff and government	●									
	5.7 Co-design an appropriate funding model with Playcentre Aotearoa New Zealand	●									
			Action 1.1 – This action is part of Tranche 3 of the Early Learning Regulatory Review and initial scoping and planning work started in May 2022.								
			Action 1.2 – This project is intended to start later in 2022 as part of Tranche 3 of the Early Learning Regulatory Review.								
			Action 1.3 – This action is part of Tranche 3 of the Early Learning Regulatory Review and initial scoping and planning work started in May 2022.								
			Action 1.4 – MoE and DIA have developed an Early Learning Journeys (ELJ) web-based tool to help parents identify/select an early learning service that meets their needs within their locale and gain early advice on financial childcare support. Work is on-going to improve the tool.								
			Action 2.1 - Progress has been delayed due to COVID impacts.								
			Action 2.2 – Linked to Learning Support Action Plan (LSAP) priorities 1, 3 and 5. The development of policy on facilitating the wrap-around health and social services has been delayed due to COVID impacts. Work on developing key responsibility for coordinating learning support has been placed on-hold as the timing of the work needs to be considered.								
			Action 3.1 – Provided summary of consultation feedback to Minister in April Action 3.2 – Consultation summary report published in February 2022. Amended regulations come into force on 1 June 2022. Action 3.3 – Work is underway to scope up an ECE teacher supply strategy that will set out a strategic framework and focus areas to guide investments to grow teacher supply in early learning. In the short-term, we have extended the overseas relocation grant and overseas finder fee to the ECE sector to help ease immediate supply pressures. Action 3.4 – Budget 2023 provides \$265.6 million over four years as the next step towards pay parity. It tops up existing parity rates to accommodate step 6 becoming a requirement from 1 January 2023 and introduces extended pay parity rates for services that attest to paying their teachers according to an extended pay scale. The financial survey that is part of the pay parity funding review closed in May 2022. Action 3.5 – To date, 28 ECE programmes have been approved by the Teaching Council. ITE providers submitted new programmes for approval by 1 January 2022. There are 3 programmes currently being assessed for approval. Action 3.6 – Work is under way on refreshing the PLD review final report to reflect developments since the review was completed in 2021. Advice will be provided to the Minister for consideration. Action 3.7 – The action has not yet been scheduled. Action 3.8 – The Kāhui Ako survey closed on 4 March 2022 and following this the Accord Sub-Group ran small, focused interviews with targeted members of the sector (predominantly Māori medium and Iwi) to clarify and refine particular areas of interest from the survey. These have concluded and a report, on the Sub Groups findings and joint recommendations for areas of improvement, will be produced for the Accord Governance Group in July 2022. Action 3.9 - A total of 6,190 participants enrolled in Te Ahu o te Reo Māori in 2021-2022. 2439 participants enrolled in the first intake in 2021 and 3,751 participants enrolled in the second intake which began in March 2022. To date, 242 participants from kohanga reo and early learning centres completed Te Ahu o te Reo Māori. Total participation figures for early learning participation in the 2021/2022 courses to date are 479 participants.								
			Action 4.1 – In November 2021, the Minister announced a reset of timelines for the National Curriculum Assessment work Programme, which included re-phasing consultation on and implementation of gazetting Te Whāriki over 2022 and 2023. The Ministry has agreed to public consultation over June and July 2022. Action 4.2 – PLD supported trial of Kōwhiri Whakapae (overall framework and social and emotional learning tool) is progressing well. Final evaluation of the trial will take place at the end of June. The Kōwhiri Whakapae (draft oral language and literacy tool), being developed by the University of Canterbury is on track for initial user testing in the second half of 2022. Funding for Kōwhiri Whakapae will end on 30 June 2022 and is now an initiative under the Te Poutāhu Curriculum and Assessment Change Programme and is being managed by its programme office. Action 4.3 – ERO continues to support internal evaluation and quality improvement planning through the resources it has published and its Akarangi Quality Evaluations.								
			Action 5.1 – Public consultation on the Government's priorities for National and Regional Statements, and policy for new regulations opened on 14 April and closes on 2 June 2022. Six online information sessions for the sector, including Pacific and Māori targeted events have been held during the consultation period. A Supplementary Order Paper was released on 23 May 2022 with proposed amendments to the Education and Training Amendment Bill (No 2): excluding Māori immersion services from network management and extending the network management approval period to up to three years (from up to two years). Action 5.2 – This action is expected to be progressed as part of introducing more active network management. Action 5.3 - The Ministry is finalising policy changes to set aside space for Early Learning services where space is available, affordable, and practicable within the masterplan of the school. Action 5.4 - The Ministry has appointed a National Pacific Early Years Learning Support Advisor in Auckland and 6 of 7 regionally-based advisor positions across five regions to support management groups of Pacific early learning services. Action 5.5 – The Ministry and ERO continue to work together to achieve greater clarity for the sector on how both agencies work within their respective roles to ensure providers are operating consistently within regulated standards.								
			Action 5.6 – This action is expected to commence later in 2022.								
			Action 5.7 – The Ministry is continuing to engage with Playcentre Aotearoa.								

Early Learning Action Plan Dashboard (10-year plan 2019 to 2029)

Reporting Period: March 2022 to June 2022

Legend

- Objective 1: Children and whānau experience environments which promote their wellbeing and support identity, language and culture.
- Objective 2: All children are able to participate in quality early learning and have the support they need to learn and thrive.
- Objective 3: Teaching staff and leaders are well qualified, diverse, culturally competent and valued.
- Objective 4: Children develop capabilities that are valued by their whānau and community and support them to be competent and confident learners.
- Objective 5: Early learning services are part of a planned and coherent education ecosystem that is supported, accountable and sustainable.
- Early Childhood Advisory Committee Meetings and non-ELAP related milestones

High-Level Milestones of Key Actions/Projects



Context

Services	Number of services by type (March 2022 quarter)	Education & Care 2,744	Home-based 354	Hospital-based 20	Kindergarten 664	Kōhanga Reo 430	Playcentre 389	Total Licenced Services 4,600	Av. attendance hours all services per week during 2021 Census 21:02	Participation intensity current 5y/o when 4 y/o (ECE PIM) 10+ hrs/wk 20+ hrs/wk 68% 28%
Participation	Children attended by type (March 2022 quarter)	156,824	14,166	N/A	32,345	8,035	11,763	203,818	21:02	
Quality	Proportion of qualified to non-qualified staff (2021 ECE Census)	70%	% of services at 80-99% funding band (March 2022) 64%	% of services at 100% funding band (March 2022) 33%	Number of license downgrades (Jan – March 2022) 73*			Reported child : teacher ratios (2021 ECE Census) Under 2s 3.7:1 2 and over 6.6:1		
Licence downgrades include: full to cancelled; full to provisional; full to suspended; probationary to provisional; and provisional to cancelled. *Note one service moved to a suspended twice in period.										
Teacher-to-child ratio is the number of teaching staff and children that were present during the busiest time in the Annual Census of ECE Services survey week.										