



Briefing Note: Early Learning Action Plan Stocktake Strategy Session

To:	Hon Chris Hipkins, Minister of Education		
Cc:	Hon Kelvin Davis, Associate Minister of Education - (Māori Education) Hon Aupito William Sio, Associate Minister of Education Hon Jan Tinetti, Associate Minister of Education		
Date:	28 June 2021	Priority:	Medium
Security Level:	In Confidence	METIS No:	1263492
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Key Contact:	Nancy Bell	DDI:	
Messaging seen by Communications team:	No	Round Robin:	No

Purpose of Report

This briefing provides you with an annotated agenda (see Annex 1) for the scheduled Early Learning Action Plan (ELAP) Strategy Session from 7:30-9:00 pm on 30 June 2021, and background information to support this session.

Summary

1. The Early Learning Action Plan (ELAP) commits the Government to actions intended to work together to raise quality, improve equity and enable parental choice.
2. We propose that the Strategy session covers four areas, with a particular focus on sequencing and Budget considerations:
 - i. High quality and sustainable early learning provision and some of the key changes that are underway:
 - a) Introduction of new ERO methodology
 - b) Managed early learning network
 - ii. A well-qualified and diverse teaching workforce:
 - a) Regulating for 80% certificated teachers and teacher supply
 - b) Pay parity (and the associated review of the funding system)
 - c) Improving adult:child ratios for under 3s

- iii. Support for quality curriculum implementation
 - a) Gazetting *Te Whāriki*
 - b) Practice and progress tools | Kōwhiri Whakapae
 - c) PLD review
- iv. Draft ELAP monitoring and evaluation framework measures.

High quality and sustainable provision

- 3. ERO is implementing Ngā Ara Whai Hua: Quality framework for evaluation and improvement in early childhood services that include Akanuku | Assurance Reviews and Akarangi | Quality Evaluations, which are the basis for evaluating quality and focusing improvement in services. The methodology includes an increased focus on compliance with minimum regulatory standards to help sustained improvements in quality. ERO's work will be important for understanding the quality of provision across the network and for considering supports and targeted interventions such as PLD.
- 4. Network planning is a new and complex function for the Ministry. 9(2)(g)(i)

9(2)(g)(i)

9(2)(f)(iv)

9(2)(f)(iv)

Well-qualified and diverse teaching workforce

- 5. A number of the major changes set out in the ELAP, particularly, pay parity, regulating for 80% teacher registration and improving ratios have both teacher supply and fiscal implications and interplay with each other. We want to have a discussion with you about sequencing and the approach to change.

Regulating for 80% certificated teachers and teacher supply

- 6. You have agreed to options for consultation on how to regulate for 80% registered teachers (METIS 1253466 refers). As was advised, while most services should be able to comply with an 80% requirement over time, some services will find it difficult to meet the requirement.
- 7. Data projections tell us that demand for qualified teachers is expected to increase. Teacher supply continues to be a pressing concern for the sector with a growing number of services struggling to maintain the 80-99% certificated teacher funding band.
- 8. We have several initiatives focused on teacher supply and indications are that initial teacher education (ITE) enrolled students specialising in early childhood education has increased significantly. We seek your feedback on the expansion of discretionary hours in the immediate term while the improved ITE numbers play through and work progresses on pay parity (noting that parity is cited by the sector as an issue for supply). We also seek your feedback if you would like advice on other supply initiatives, which would require additional budget.

Pay parity (and the associated review of the funding system)

- 9. Following the announcement of the latest instalment of pay parity funding, you have asked for a review of the early learning funding system to ensure the pay parity

investments achieve the outcomes you seek. We would like to discuss your views on potential sequencing of the review of funding and how it relates to the further steps needed for pay parity.

Improving adult:child ratios for under 3s

10. Making meaningful shifts in improving adult:child ratios (the primary cost driver in the system) is likely to require significant additional investment and have significant teacher supply implications. 9(2)(f)(iv)

9(2)(f)(iv)

Support for quality curriculum implementation

11. Curriculum supports, including practice and progress tools (Kōwhiri Whakapae), gazetting the full framework of *Te Whāriki*, and a planned and coherent national programme of PLD are in development, as is an ELAP monitoring and evaluation framework. 9(2)(f)(iv)

9(2)(f)(iv)

Draft ELAP evaluation measures

12. ERO and the Ministry have identified 13 indicators with a range of proposed measures across the ELAP that would track progress across the system in terms of quality of provision, equity from the start, and choice of service type. We seek your feedback on whether these proposed measures address your priorities for the ELAP.

Next steps

13. A strategy session on forward Budget implications across the Ministry's work is planned for mid-August 2021. Any feedback from this session will feed into that discussion.

Proactive Release

- a **agree** that the Ministry of Education release this briefing following the strategy session, with Budget sensitive information withheld due to it being under active consideration.

Agree / Disagree.


Ellen MacGregor-Reid
Early Learning and Student Achievement


Hon Chris Hipkins
Minister of Education

28/06/2021

1/7/21

Background

1. Released in December 2019, *He taonga te tamaiti – Every child a taonga: Early learning action plan 2019-29* ('ELAP') provides a stepped approach towards reaching the Government's vision for early learning for the next 10 years and beyond.
2. The ELAP outlines five interdependent objectives related to the Government's 10-year objectives for the education system and 25 actions intended to work together to raise quality, improve equity and enable choice of service type (see Annex 2).
3. You have advised us of your intention to:
 - deliver pay parity 9(2)(f)(iv)
 - implement a managed early learning network
 - regulate for 80% qualified teachers
 - implement an early learning Equity Index
 - 9(2)(f)(iv)

High quality and sustainable provision

Introduction of new ERO methodology

4. Although actions such as moving towards a more qualified teaching workforce, investing in pay parity and improving adult:child ratios are enabling conditions for improved quality, in themselves they will not ensure every child experiences quality teaching and learning.
5. ERO continues to implement *Ngā Ara Whai Hua: Quality framework for evaluation and improvement in early childhood services*. Akanuku | Assurance Reviews focus on whether a service meets and maintains the four regulatory standards and licensing criteria in the following areas: curriculum; premises and facilities; health and safety; and governance, management and administration. Akarangi | Quality Evaluations evaluate the extent to which an early childhood service has the learning and organisational conditions to support excellent and equitable outcomes for all learners.
6. The methodology includes an increased focus on compliance with minimum regulatory standards to help sustained improvements in quality. While there is work to be done to help the embed Akarangi | Quality Evaluations indicators, ERO expects they will be used by all early childhood services in their internal evaluation and planning and form the basis of external evaluations of centre-based early childhood services. This new evaluation approach, based on the learning outcomes of *Te Whāriki*, aims to reduce variable quality of curriculum implementation to drive systemic quality improvement.

9(2)(f)(iv)

Managed early learning network

7. ELAP action 5.1 commits the Government to introducing a managed network approach to ensure high quality, diverse and sustainable early learning provision. This will help to ensure all children have access to quality early learning settings, prevent the unintended consequences of oversupply, and help to ensure children in underserved

communities have access to quality early learning services that support their identity, language and culture.

8. Sections 17 and 18 of the Education and Training Act 2020 (the Act) introduce a new requirement for providers to seek pre-approval before establishing a new licensed service from 1 August 2022. This pre-approval requirement will apply to new services only, it does not manage the existing network. Around 100-130 applications to licence new services are made each year.
9. Network planning for early learning is a new and complex function for the Ministry. The Ministry is taking a staged approach to the building capability needed to achieve the objectives for this function as set out in the ELAP. Our initial focus is on improving our early learning network knowledge base about population trends, current services and their quality. This will enable informed, transparent decisions to achieve a good match between future demand and supply.

9(2)(f)(iv)

A well-qualified and diverse teaching workforce

13. A number of the major changes set out in the ELAP, particularly, pay parity, regulating for 80% teacher registration and improving ratios have both teacher supply and fiscal implications and interplay with each other. We want to have a discussion with you about sequencing and the approach to change.

Regulating for 80% certificated teachers and teacher supply

14. You have agreed to options for consultation on how to regulate for 80% registered teachers (METIS 1253466 refers). As was advised, while most services should be able to comply with an 80% requirement over time, some services will find it difficult to meet

the requirement. Recent data from the sector, indicates that the current teacher supply situation is an issue for some services. Both how and when the requirement is put in place will have an influence on the do-ability of this change for the sector.

Teacher supply

15. Although population forecasts show a decline of the overall 0-4 population, demand for funded hours continues to rise due to more children consuming a higher number of hours. Forecasting shows steady growth in Funded Child Hours (FCH) for Education and Care services and increasing demand for qualified teachers in these services to 2025. We are hearing from some services there are increasing numbers of under-2s seeking places that require higher teacher-to-child ratios.
16. We anticipate implementing the ELAP actions to regulate for 80% certificated teachers and improve adult:child ratios for under 3s will materially increase the pressure on demand for qualified teachers.
17. Teacher supply continues to be a pressing concern for the sector with a growing number of services struggling to maintain 80-99% certificated teacher funding band.
18. Domestic ECE students enrolling in ITE for the first time reached a low point of 1,240 in 2017. Since then, first-time enrolments increased before decreasing again in 2020. However, the 'as at April' 2021 ITE enrolment data shows domestic first-time ECE enrolments (in both bachelor's degrees and graduate ITE programmes) increased by 31% compared with the same period in 2020. As a lot of ECE students enrol later in the year, this data is only an indicator of full-year enrolment trends.
19. Based on past and current enrolment patterns, we expect to see an increase in the number of graduates in 2021 and 2023. However, it is not clear at this stage if the higher numbers of people commencing ITE will be sustained in the future in a post-COVID-19 environment.
20. The sector has expressed concern about the impact of provider-level funding caps, and the ECE ITE course at Auckland University that has been cancelled due to low demand. The Ministry has discussed this issue with TEC. We will formally communicate to TEC that places for early learning ITE are a funding priority, in time for the mid-year tertiary funding round TEC is about to enter into. TEC has also committed to engaging with ECE ITE providers about the issues they face.

Current initiatives will provide medium to long-term help

21. Current initiatives focused on improving teacher supply include:
 - the allocation of \$170 million to enable education and care services to pay certificated teachers according to more of the pay steps in the Kindergarten Teachers, Head Teachers and Senior Teachers Collective Agreement 2019 – 2022.
 - launching a reach and engagement campaign to encourage people into or back into ECE, and to encourage unqualified staff to train for qualifications.
 - maintaining the Teacher Education Refresh, Domestic Relocation Grant, and Domestic Recruitment Agents to help with placements.
22. In addition, we have applied to allow a limited number of overseas qualified teachers to enter New Zealand while the border remains closed.

Expanding discretionary hours would provide some immediate relief to sector concerns and we can provide advice about other options

23. We seek your feedback on the expansion of discretionary hours in the immediate term while the improved ITE numbers play through and work progresses on pay parity (noting that parity is cited by the sector as an issue for supply). We also seek your feedback if you would like advice on other supply initiatives, which would require additional budget.
24. Discretionary hours allow teacher-led centres to count unqualified teachers as qualified for funding purposes – they allow services to operate below 80% certificated teachers and continue to qualify for the 80-99% funding band.
25. In late 2019, in response to concerns about teacher supply, you increased discretionary hours from 40 hours per service per funding period to 60 hours. In return for this change, services were required to report their usage of discretionary hours to allow the Ministry to assess whether they continued to be needed. Most services (70%) did not provide discretionary hours data to the Ministry. This means we have limited data on the uptake of this increase in discretionary hours.
26. Discretionary hours were adjusted back to 40 per funding period in October 2020. This was in part due to the lack of information on the need for discretionary hours, but also to preserve the integrity of the new 100% certificated teacher funding implemented from 1 January 2021. The key rationale for funding the 100% certificated teacher band from the COVID-19 Response and Recovery Fund was to ensure sufficient employment opportunities for certificated ECE teachers in an economic downturn.
27. Increasing discretionary hours is a mechanism that many in the sector are advocating for while teacher supply is constrained (e.g., while borders are closed). This would be relatively easy to implement and would be welcomed by providers.
28. We suggest increasing discretionary hours to 80 per service per funding period for two funding periods (8 months) for education and care services. We suggest combining the increase with a funding consequence if services are found at audit to be using more than 40 discretionary hours but have not provided this information to the Ministry.
29. We recommend that any increase to discretionary hours is not extended to kindergartens. Almost all kindergartens (94%) are operating with 90% or more certificated teachers, indicating that they are not experiencing the same teacher supply pressures as education and care services. Increasing the discretionary hours for kindergartens would likely mean that most of the 117 kindergartens currently operating at 95-99% would qualify for the 100% in the next funding payment.
30. The risk with this intervention is that it becomes the new norm and difficult to adjust back.

Questions

- The sector is reporting that it is experiencing immediate pressure with teacher supply. Would you consider allowing more discretionary hours?
- There are other teacher supply initiatives we could consider, but these would require budget. Would you like us to bring further advice about these?

Pay parity requires a significant ongoing investment from Government and a new approach to funding

31. As previously advised, the cost of matching education and care funding rates and kindergarten funding rates was last costed at \$1 billion over a four-year period but is likely to have moved since then. This provides an estimate of the cost of achieving pay parity, though the actual cost will depend on the principles underlying a revised funding model, for example, what share of costs government pays versus parents.
32. Following the announcement of the latest instalment of pay parity funding, you have asked for a review of early learning system funding models to ensure the pay parity investments achieve the outcomes you seek. We will provide you with further advice on the scope and timeframe of this review. It is likely to take a number of years.
33. We would like to discuss your views on potential sequencing of the review of funding and how it relates to the further steps needed for pay parity.

9(2)(f)(iv)

9(2)(f)(iv)

Improving adult:child ratios

34. The ELAP commits to improving adult:child ratios for children under the age of three in two separate categories – children under two years and two-year-old children. Improvements in each category would occur in two steps, firstly through funding incentives and secondly through regulation.
35. Making meaningful shifts in improving adult:child ratios (the primary cost driver in the system) is likely to require significant additional investment and have significant teacher supply implications. Improvements for children under two years require will require a lower investment when compared to the improvement needed for two-year-old children. For children under two years the ratios will shift from 1:5 to 1:4 (20% improvement) while for two-year-old children the ratios will shift from 1:10¹ to 1:5 (100% improvement).

36.

9(2)(f)(iv)

¹ For children 2 years and over, the requirement is for 1 adult for the first 6 children, 2 adults 7 – 20, and thereafter a 1:10 ratio

9(2)(f)(iv)

Support for quality curriculum implementation

37. As the kaitiaki of *Te Whāriki*, the Ministry has responsibility for ensuring the early learning curriculum is fit-for-purpose and regularly refreshed.² This role requires the Ministry to ensure:
- expectations about local curriculum are clear
 - kaiako have the tools, resources, and support they need to understand and implement *Te Whāriki*
 - effective curriculum implementation is not left to chance.
38. *Te Whāriki* was refreshed in 2017. However, ERO continues to identify considerable variability in the quality of local curriculum implementation across services.

Gazetting the full framework of *Te Whāriki*

39. Gazetting the full framework of *Te Whāriki*³ (i.e., the principles, strands, goals and learning outcomes) (ELAP action 4.1) is intended to create clear expectations for quality curriculum implementation. Early sector engagement tells us this action is widely supported but that PLD will be needed to help services implement the goals and learning outcomes and some want more clarity about the implications for licensing requirements and ERO Assurance Reviews.
40. You asked us to engage with Māori immersion and bilingual services that are not affiliated to the Te Kōhanga Reo National Trust (TKRNT) to better understand implications of this change. This engagement has highlighted support for an expanded framework, including a te ao Māori interpretation of the current goals and learning outcomes of *Te Whāriki*. The Ministry has undertaken this work and wishes to continue engagement with these services to ensure that our proposed framework is fit for purpose.
41. We were planning for a period of public consultation in June–July 2021. However, we recommend deferring wider public consultation on the proposed changes until we have confirmed a draft framework that is suitable for Māori-medium and immersion services, which use *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa*.

42.

9(2)(j)

² Evidenced through ELAP consultation and subsequent PLD review.

³ ELAP action 4.1 refers to *Te Whāriki He whāriki mātauranga mō ngā mokopuna o Aotearoa*. ELAP action 4.1 does not refer to *Te Whāriki a te Kōhanga Reo*

Question

- Are you supportive of this revised timeframe (fourth quarter 2021) for public consultation on gazetting *Te Whāriki*?

Practice and progress tools | Kōwhiri Whakapae

43. The Ministry is developing practice and progress tools (Kōwhiri Whakapae) to support formative assessment and teaching practice (ELAP action 4.2) providing further implementation support for *Te Whāriki*. As part of this work:
- A PLD supported trial of Kōwhiri Whakapae (social and emotional learning) begins late 2021; development of tools in oral language and literacy will begin late 2021, and mathematics in 2022/2023 (subject to budget).
 - Supporting resources in literacy and mathematics are planned (subject to budget). These resources will support Kōwhiri Whakapae.
44. Kōwhiri Whakapae will help kaiako gather information about children's progress over-time with the purpose of kaiako being able to better support progress through effective teaching practices. While use of the tools and resources is intended to be voluntary, curriculum implementation support such as PLD will be required to support uptake and effective use of these tools.

PLD Review

45. Action 3.6 of the ELAP commits the Ministry to:
- introduce a planned and coherent national programme of PLD to support the design and implementation of local curriculum in the context of *Te Whāriki*.
 - design a national programme of PLD to grow the leadership capability of teachers, kaiako and educators in leadership roles.
46. The Ministry is nearing completion of a review of early learning PLD, which is the first step towards meeting the commitments under action 3.6. The review has found current Ministry PLD for early learning does not provide sufficient support for curriculum implementation or leadership development.
47. The bulk of the Ministry's current investment in PLD for early learning is \$9m through Strengthening Early Learning Opportunities (SELO):
- Around one third of this is allocated to supporting services to meet minimum licensing standards.
 - Just under a third is allocated to improving services' responsiveness to identity, language, culture, and inclusion.
 - The remaining funding is not sufficient to ensure sustained curriculum implementation or leadership development.
48. Sector engagement on the review of early learning PLD has shown that the sector shares the Ministry's expectation that early learning services carry the bulk of the responsibility to provide PLD for their services. However, the sector sees the Ministry has two key roles:

- Acting as the kaitiaki of *Te Whāriki*, including ensuring that sustained PLD contributes to effective local curriculum implementation.
- Enabling appropriate provision and access to PLD for services who would otherwise be disadvantaged, e.g. standalone services (including language immersion and bilingual services).

9(2)(f)(iv)

Draft ELAP Monitoring and evaluation measures

50. In 2019, ERO and the Ministry jointly committed themselves in the ELAP to developing a monitoring and evaluation framework for the ELAP's objectives and actions.
51. Both agencies have identified 13 indicators with a range of proposed measures across the ELAP that would track progress across the system in terms of quality of provision, equity from the start, and choice of service type (see Annex 4). The proposed measures are a combination of existing, in development, and new measures. The new measures will require new investment by both agencies.
52. We propose current data gathered could be presented by the end of 2021, nuanced data extraction and analysis end of 2022, and full data triangulation and a baseline report in 2023.

Question

- Do these proposed measures address your priorities for the ELAP?

Next steps

53. A strategy session on forward Budget implications across the Ministry's work is planned for mid-August 2021. Any feedback from this session will feed into that discussion.

Annexes

- Annex 1: Annotated Agenda
- Annex 2: 10-year Objectives for Education and Early Learning Action Plan Objectives
- Annex 3: National Statement on the Network of Early Learning Services
- Annex 4: Early Learning Action Plan (ELAP) High Level Indicators and Measures
- Annex 5: Early Learning Action Plan (ELAP) Stocktake | Enrolments, Participation and Services
- Annex 6: Early Learning Action Plan (ELAP) Stocktake | Teaching and Teacher Supply

Agenda	Early Learning Action Plan Stocktake <ol style="list-style-type: none"> High quality and sustainable provision: <ol style="list-style-type: none"> Introduction of new ERO methodology Managed early learning network Well-qualified and diverse teaching workforce: <ol style="list-style-type: none"> Regulating for 80% certificated teachers and teacher supply Pay parity (and the associated review of the funding system) Improving adult:child ratios for under 3s Support for quality curriculum implementation <ol style="list-style-type: none"> Gazetting <i>Te Whāriki</i> Practice and progress tools Kōwhiri Whakapae PLD review Draft ELAP monitoring and evaluation framework measures.
Attendees	Iona Holsted , Secretary for Education (Ministry of Education); Ellen MacGregor-Reid , Deputy Secretary (Early Learning and Student Achievement); Dr Andrea Schöllmann , Deputy Secretary (Education System Policy); Helen Hurst , Deputy Secretary (Sector Enablement and Support); Alex Brunt , Deputy Secretary (Evidence, Data and Knowledge); John Brooker , Group Manager (Education System Policy); Nancy Bell , Associate Deputy Secretary Resourcing & Early Learning Delivery (Acting); Jane Lee , Deputy Chief Executive Review and Improvement Services (Education Review Office); Ruth Shinoda , Deputy Chief Executive: Head of Te Ihuwaka Education Evaluation Centre (Education Review Office).

Background

The Early Learning Action Plan (ELAP) outlines five interdependent objectives related to the Government's 10-year objectives for the education system and 25 actions intended to work together to raise quality, improve equity and enable choice of service type (see Annex 1).

1. High quality and sustainable early learning provision and some of the key changes that are underway

Introduction of new ERO methodology

Although actions such as moving towards a more qualified teaching workforce, investing in pay parity and improving adult:child ratios will be enabling conditions for improved quality, in themselves they will not ensure every child experiences quality teaching and learning.

ERO is implementing Ngā Ara Whai Hua: Quality framework for evaluation and improvement in early childhood services that include Akanuku | Assurance Reviews and Akarangi | Quality Evaluations, which are the basis for evaluating quality and focusing improvement in services. The methodology includes an increased focus on compliance with minimum regulatory standards to help sustained improvements in quality. ERO's work will be important for understanding the quality of provision across the network and for considering supports and targeted interventions such as PLD.

Managed early learning network

A managed network approach is intended to ensure all children have access to quality early learning settings, prevent the unintended consequences of oversupply, and support children in underserved communities access quality early learning services that support their identity, language, and culture.

Network planning for early learning is a new and complex function for the Ministry. The Ministry is taking a staged approach to building capability to achieve the objectives for the managed network approach as set out in the ELAP. An initial focus is on improving our early learning network knowledge base.

We have provided you with advice on proposed ways to introduce and implement early learning network management (METIS 1255416 refers). Once we have received your feedback, we intend to consult on them as part of tranche two of the Early Learning Regulatory Review. 9(2)(f)(iv)

2. Well-qualified and diverse teaching workforce

A number of the major changes set out in the ELAP, particularly, pay parity, regulating for 80% teacher registration and improving ratios have both teacher supply and fiscal implications and interplay with each other. We want to have a discussion with you about sequencing and the approach to change.

Regulating for 80% certificated teachers and teacher supply

You have agreed to options for consultation on how to regulate for 80% registered teachers (METIS 1253466 refers). As was advised, while most services should be able to comply with an 80% requirement over time, some services will find it difficult to meet the requirement.

Data projections tell us that demand for qualified teachers is expected to increase. Teacher supply continues to be a pressing concern for the sector with a growing number of services struggling to maintain the 80-99% certificated teacher funding band. We have several initiatives focused on teacher supply and indications are that initial teacher education (ITE) enrolled students specialising in early childhood education has increased significantly.

We seek your feedback on the expansion of discretionary hours in the immediate term while the improved ITE numbers play through and work progresses on pay parity (noting that parity is cited by the sector as an issue for supply). We also seek your feedback if you would like advice on other supply initiatives, which would require additional budget.

Increasing discretionary hours is a mechanism that many in the sector are advocating while teacher supply is constrained (e.g., while borders are closed). This would be relatively easy to implement and would be welcomed by providers. We suggest increasing discretionary hours to 80 per service per funding period for two funding periods (8 months) for education and care services, and combining the increase with a funding consequence if services are found at audit to be using more than 40 discretionary hours but have not provided this information to the Ministry. However, we recommend that any increase to discretionary hours is not extended to kindergartens as our data highlights they are not experiencing the same teacher supply pressures as education and care services.

Questions

- The sector is reporting that it is experiencing immediate pressure with teacher supply. Would you consider allowing more discretionary hours?
- There are other teacher supply initiatives we could consider, but these would require budget. Would you like us to bring further advice about these?

Pay parity (and the associated review of the funding system)

The cost of matching education and care funding rates and kindergarten funding rates was last costed at \$1 billion over a four-year period (but is likely to have moved since then). Following the announcement of the latest instalment of pay parity funding, you have asked for a review of the early learning funding system to ensure the pay parity investments achieve the outcomes you seek.

We would like to discuss your views on potential sequencing of the review of funding and how it relates to the further steps needed for pay parity and the implementation of ratio improvements. There is a need to balance the desire to keep moving on pay parity with the need to develop a funding system that can more effectively deliver the resourcing to support it.

9(2)(f)(iv)

Improving adult:child ratios for under 3

Making meaningful shifts in improving adult:child ratios (the primary cost driver in the system) is likely to require significant additional investment and have significant teacher supply implications. 9(2)(f)(iv)

3. Support for quality curriculum implementation

Gazetting Te Whāriki

We were planning for a period of public consultation in June-July 2021 on gazetting the goals and learning outcomes of *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa*. However, following early engagement with Māori-medium ECE services, we recommend deferring this until we have confirmed a draft framework that is suitable for Māori-medium and immersion services, which use *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa*.

Question

- Are you supportive of this revised timeframe (fourth quarter 2021) for public consultation?

Practice and progress tools | Kōwhiri Whakapae

Procurement is underway for a PLD supported trial of the SEL progress and practice tools (Kōwhiri Whakapae). This trial will begin in late 2021 and run to June 2022. Tools in mathematics, oral language and literacy, and accompanying support resources, are also planned (subject to budget), which will support use of the tools.

PLD Review

The Ministry is nearing completion of a review of early learning PLD. The review has found current Ministry PLD for early learning does not provide sufficient support for curriculum implementation or leadership development. The bulk of the Ministry's current investment in PLD for early learning through Strengthening Early Learning Opportunities (SELO) is focused on helping services meet minimum regulatory standards and supporting participation. 9(2)(f)(iv)

4. Draft ELAP monitoring and evaluation framework measures

ERO and the Ministry have identified 13 indicators with a range of proposed measures across the ELAP that would track progress across the system in terms of quality of provision, equity from the start, and choice of service type (see Annex 3). The proposed measures are a combination of existing, in development, and new measures. We propose current data gathered could be presented by the end of 2021, nuanced data extraction and analysis end of 2022, and full data triangulation and a baseline report in 2023.

Question

- Do these proposed measures address your priorities for the ELAP?



Annex 2: 10-year Objectives for Education and Early Learning Action Plan Objectives

10-year Objectives	Learners with their whānau at the centre of education	Great education opportunities and outcomes are within reach for every learner	Quality teaching and leadership make the difference for learners and their whanau	Learning that is relevant to the lives of New Zealanders today and throughout their lives	New Zealand education is trusted and sustainable
Early Learning Action Plan Objectives	Children and whānau experience environments which promote their wellbeing and support identity, language and culture.	All children are able to participate in early learning and have the support they need to learn and thrive	Teaching staff and leaders are well qualified, diverse, culturally competent and valued.	Children develop capabilities that are valued by their whānau and community and support them to be competent and confident learners	Early learning services are part of a planned and coherent education ecosystem that is supported, accountable and sustainable
Early Learning Action Plan Objectives	<p>1.1 Improve the ratios of adults to children under the age of 3 years in teacher-led centre-based early learning services.</p> <p>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.</p> <p>1.3 Develop advice about group size, centre design and wider environmental factors, and how to improve quality standards in these areas.</p> <p>1.4 Support parents and whānau to navigate their choices of education and language learning pathways through better access to information.</p>	<p>2.1 Review equity and targeted funding to ensure that they best support children to benefit from access to high quality early learning experiences.</p> <p>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 co-ordinating learning support in each early learning service.</p>	<p>3.1 Incentivise for 100 percent and regulate for 80 percent qualified teachers in teacher-led centres, leading to regulation for 100 percent.</p> <p>3.2 Raise the levels of home-based educators' qualifications.</p> <p>3.3 Develop an early learning teacher supply strategy that aligns with the wider education workforce strategy.</p> <p>3.4 Implement a mechanism that improves the levels and consistency of teachers' salaries and conditions across the early learning sector.</p> <p>3.5 Improve Initial Teacher Education to ensure that teachers are well-qualified to implement the curriculum in collaboration with other professionals.</p> <p>3.6 Develop a sustained and planned approach to professional learning and development.</p> <p>3.7 Develop innovation and research hubs for early learning services.</p> <p>3.8 Support early learning services to participate as equitable partners in cross-service and cross-sector collaboration.</p> <p>3.9 Support the workforce to integrate te reo Māori into all early learning services.</p>	<p>4.1 Gazette the curriculum framework, <i>Te Whāriki</i>, to support engagement with the principles, strands, goals and learning outcomes when designing local curricula.</p> <p>4.2 Co-construct a range of valid, reliable, culturally and linguistically appropriate tools to support formative assessment and teaching practice.</p> <p>4.3 Support services to undertake robust internal evaluation that strengthens implementation of Te Whāriki and ensures ongoing improvement.</p>	<p>5.1 Introduce a managed network approach to ensure high quality, diverse and sustainable early learning provision.</p> <p>5.2 Identify options to address supply of early learning services in under-served communities.</p> <p>5.3 Set aside space for early learning services alongside school sites, where possible.</p> <p>5.4 Strengthen governance and management support for Pacific language and other community early learning services.</p> <p>5.5 Introduce a consistent and rigorous programme of monitoring and licensing.</p> <p>5.6 Improve transparency of funding for parents, teaching staff and government.</p> <p>5.7 Co-design an appropriate funding model with Playcentre Aotearoa New Zealand.</p>

Annex 4: Early Learning Action Plan (ELAP) High Level Indicators and Measures

Key areas needing development: **quality teaching**, **affordability** and **workforce**

Measures in **colour** are not available and will need to be developed.

Pink indicates high development cost, **orange** medium cost, and **blue** low cost. Some costs will be one-offs and others ongoing.

	Indicator	Measures for first report (end 2022)	Additional measures subject to funding for second report (end 2023)
Quality	Quality teachers	Teacher qualifications	PLD undertaken
	Adult:child ratios	Average adult:child ratios	More precise adult:child ratios
	Quality teaching	Akanuku judgements Akarangi judgements Kaiako survey	
	Non quality	Noncomplying services	
Equity	Participation	Participation rates (enrolment, intensity)	Proportion accessing 20 hours free
	Equity of quality	Participation in quality services Kaiako survey Peak body survey	
Choice	Language setting	Number of immersion services	
	Affordability	Whānau survey	Fees
	Availability	Availability by type, location, hours Whānau survey	
Workforce (enables quality, equity and choice)	Teacher pay		Regular remuneration survey
	Supply	Size of workforce	
	Retention	Retention rates (under development)	
	Teacher wellbeing	Kaiako survey	

All of these measures will be split by Māori, Pacific, students with additional needs, regions and service types where possible.

Glossary

Kaiako survey – covers all licensed service types. Will survey working conditions, wellbeing, qualifications, PLD

Peak body survey – ECAC participants. Sector level questions: quality of provision, equity of access, demand for staff

Whānau survey – covers families with children at all licensed service types. Will survey satisfaction, availability, affordability.

Akanuku – reviewing for accountability purposes

Akarangi – external and internal evaluation for ongoing improvement

Proposed priority ranking

We have produced a proposed priority ranking based on the impact of the development of the new measures.

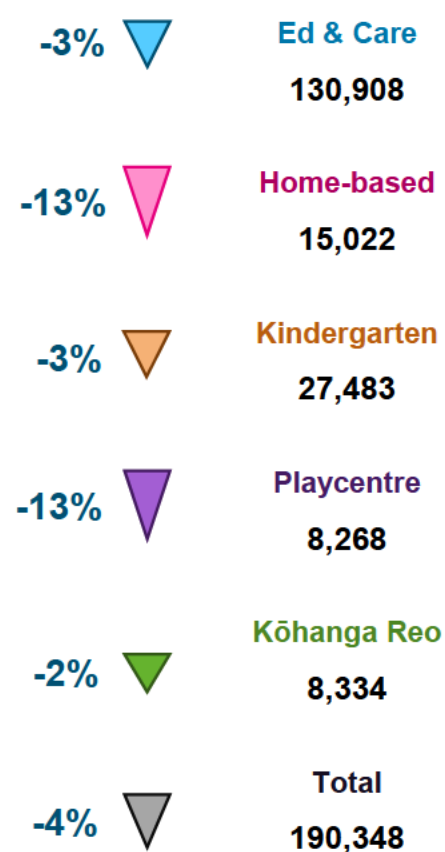
Pink indicates high development cost, **orange** medium cost, and **blue** low cost. Some costs will be one-offs and others ongoing.

1. Fees (MoE)
2. Akanuku data extraction tool (ERO)
3. Akarangi data extraction tool (ERO)
4. Regular remuneration survey (MoE)
5. Kaiako survey (quality and equity) (ERO)
6. Whānau survey (equity and choice) (ERO)
7. Peak bodies survey (supply) (ERO)
8. PLD data from Teaching Council (MoE)
9. Proportion of children accessing 20 hours (MoE)
10. More precise adult:child ratios (MoE)

While enrolments have **decreased**, funded child hours have **increased**

There has been **little change** in the number of early learning services but some decline in occupancy levels

1



3

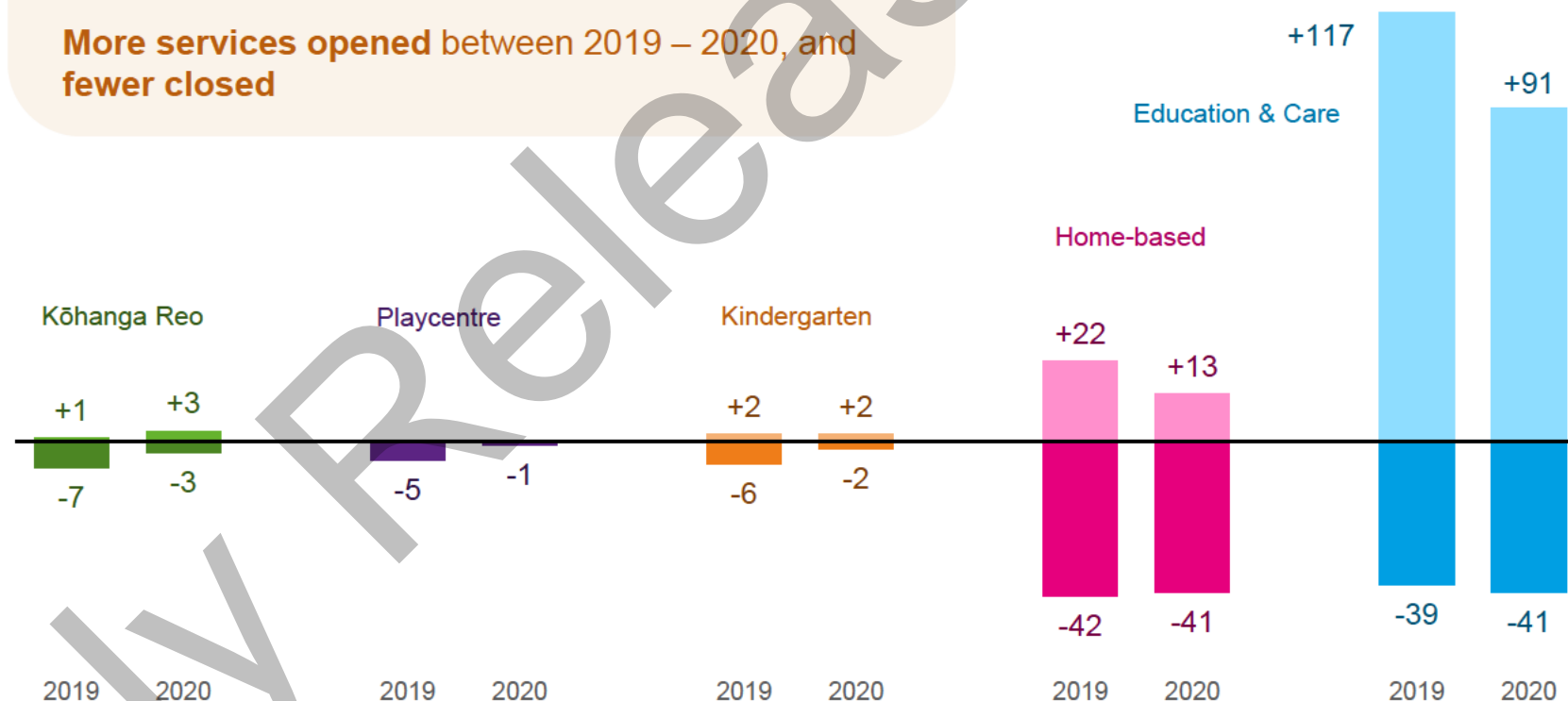
Forecasting shows **steady growth** in Funded Child Hours for Education & Care

Attendance at Māori medium services increased 2014 – 2020

- Attendance at kōhanga decreased by 7% (from 8,936 to 8,334)
- Attendance to other Māori medium centres increased by 58% (1,070 to 1,694 mokopuna)

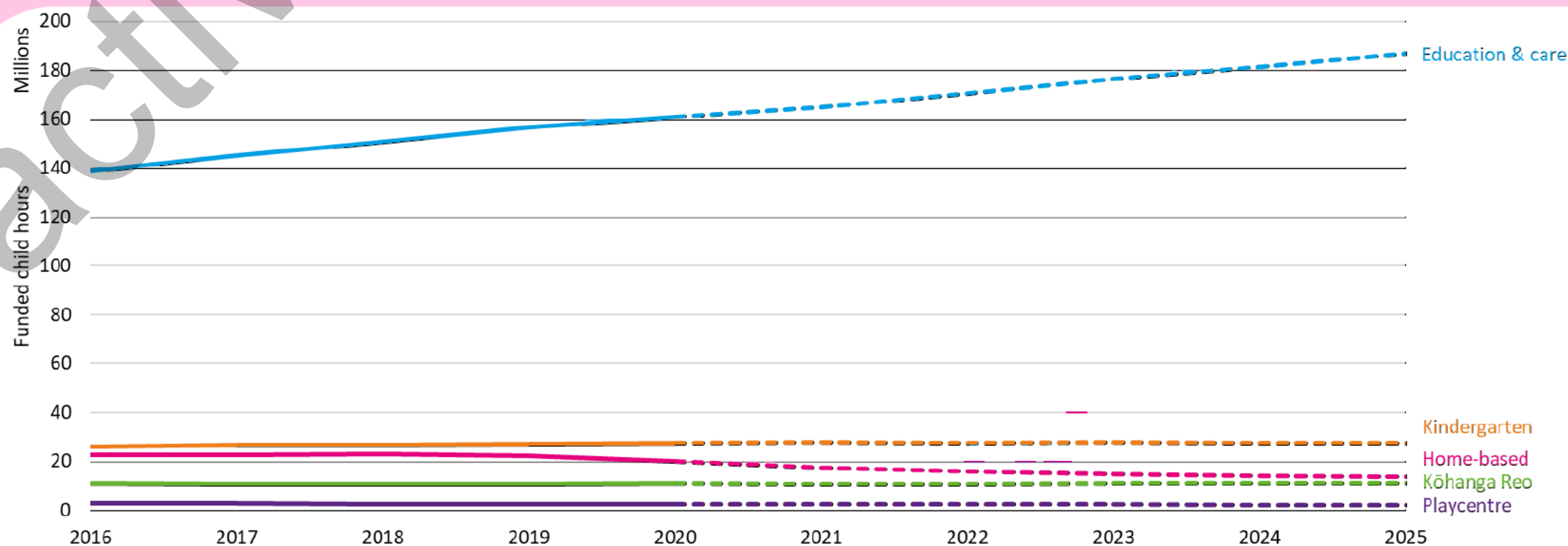
Services Closed and Opened 2019-2020

More services opened between 2019 – 2020, and fewer closed



Funded child hours have increased since 2016

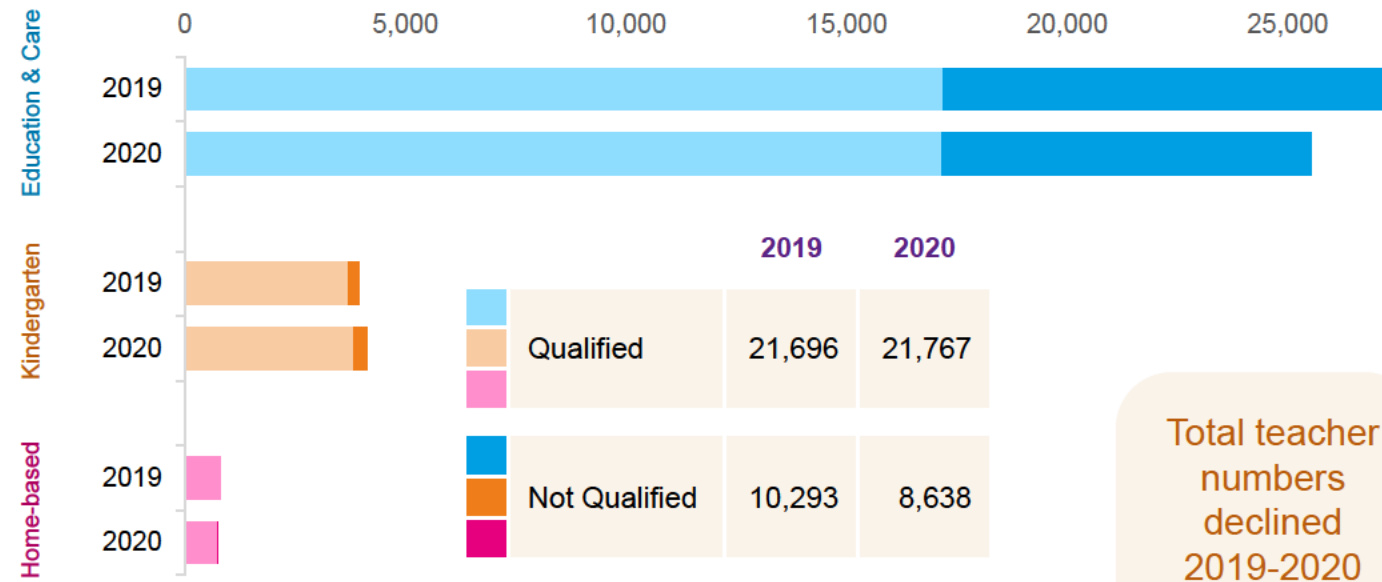
Growth is projected for Education & Care



Annex 6: Early Learning Action Plan (ELAP) Stocktake | Teaching and Teacher Supply

1

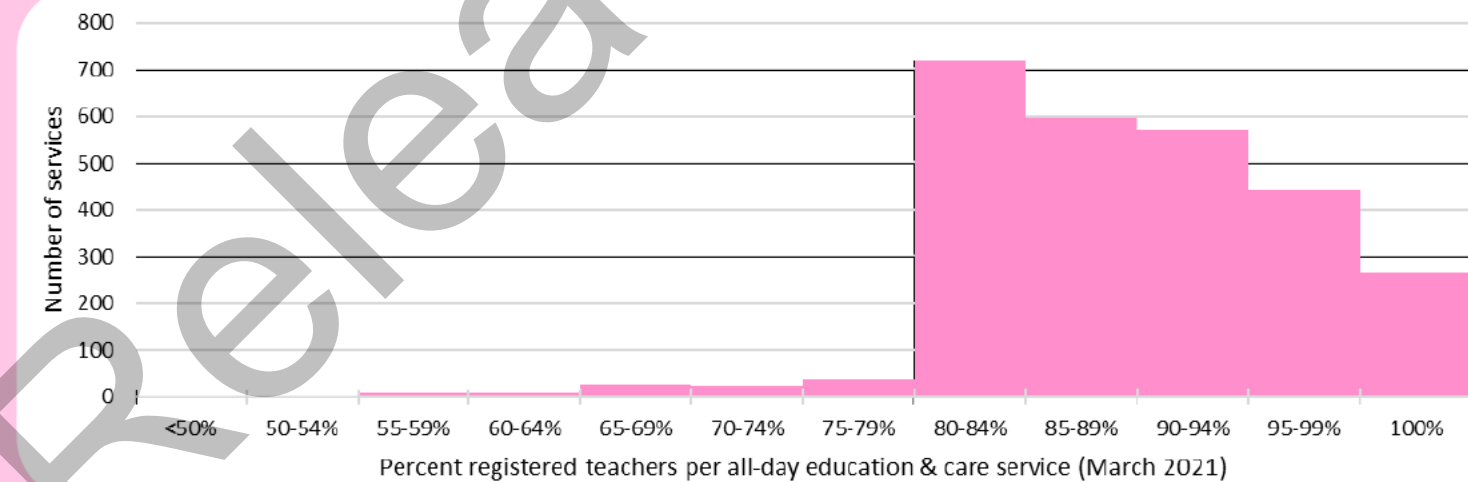
Fewer teachers overall but number of qualified teachers remains steady



The sector is concerned about teacher supply.

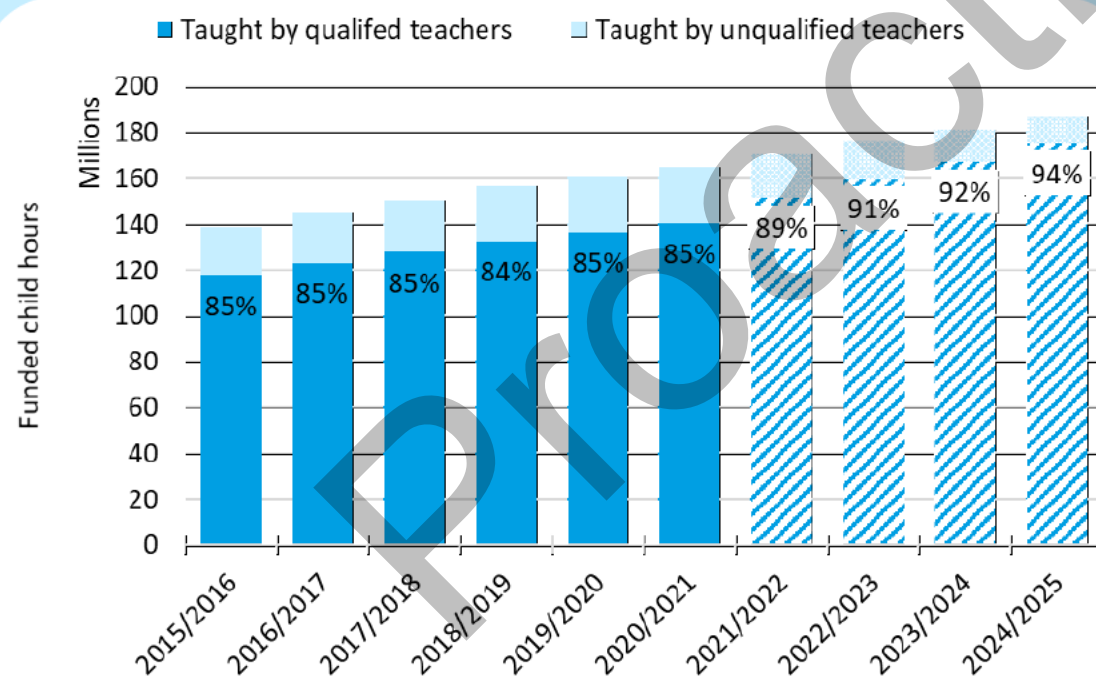
Each funding drop some services fall below the 80% band as they cannot find enough qualified teachers.

2

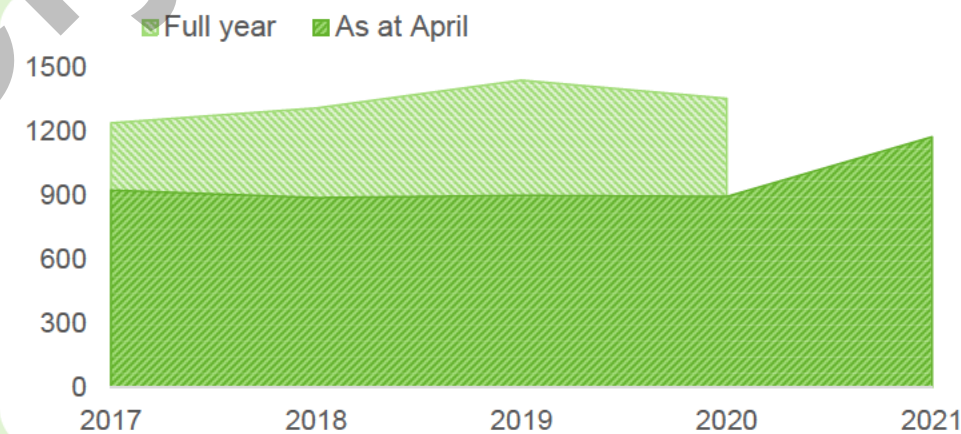


Demand for qualified teachers projected to grow under current policy settings

Funded Child Hours taught by a qualified Education & Care teacher are forecast to increase into 2025



Number of domestic ECE students enrolling in ITE for the first time



ITE enrolments are up for early learning, but will take 3+ years to come through the pipeline

4

Implementing ELAP actions will materially increase the pressure on demand for qualified teachers

5

Action 1.1: Improving ratios of adults to children under 3 years

Action 3.1: Incentivizing for 100% and regulating for 80% qualified teachers in teacher-led centres, towards 100%