

Education Report: Recognition of Pacific bilingual and immersion education and care services

To:	Hon Jan Tinetti, Minister of Education		
CC:	Jo Luxton, Parliamentary Under-Secretary of Education		
Date:	2 May 2023	Priority:	Medium
Security Level:	Industrial relations and budget sensitive	METIS No:	1304629
Drafter:	Francine Harland	DDI:	9(2)(a)
Key Contact:	Siobhan Murray	DDI:	
Messaging seen by Communications team:	No	Round Robin:	No

Purpose of report

This paper seeks your agreement on ways to better recognise and support Pacific bilingual and immersion education and care services.

Summary

Pacific bilingual and immersion education and care services support Pacific children by teaching culture, language and building identities. Supporting these services is a priority identified in the Action Plan for Pacific Education and the whole-of-Government Pacific Languages Strategy.

Through a series of regional talanoa, we engaged with Pacific services to understand their challenges with teacher supply. The work was initially focussed on the issues to do with the plan to regulate for 80% certificated teachers. Work on this has been deferred until after the election. However, talanoa participants raised that they already have significant pressures in the supply of suitably skilled and qualified staff. These pressures can have funding consequences for services and affect their viability.

There is already work underway to address some of the teacher supply barriers raised at the talanoa. In particular, the English language requirements for entry into initial teacher education and to become a registered teacher were commonly raised. These are currently under review by the Teaching Council, the Ministry, NZQA and the Ministry of Pacific Peoples.

The Ministry seeks your agreement to additional measures to support Pacific immersion and bilingual education and care services:

- **introducing a Pacific Immersion Teachers' Allowance (PITA)** for all certificated teachers at Pacific bilingual and immersion services. This allowance will

acknowledge the extra cultural and language competencies of certificated teaching staff in these services. Funding for a PITA was included in the Budget 2023 pay parity initiative, to be implemented from 1 January 2024

- **creating a new class of early childhood service** to enable specific funding to recognise Pacific bilingual and immersion education and care services. This service type would provide a foundation that could be used to deliver other initiatives to strengthen and grow these services. The implementation date for the new service type would likely be March 2025
- **recognising cultural and language experts** 9(2)(f)(iv). This would recognise the importance of language in these services. For funding purposes, this would involve counting language experts as if they are certificated teachers, within yet to be determined limits. This change to funding would be dependent on the new service type, so would not be implemented until early 2025.

The Ministry proposes further targeted engagement with a group of representative Pacific services to help refine options for recognising cultural and language experts 9(2)(f)(iv). These workshops could be held in the second half of 2023, and we would report back on the refined options before going to wider sector consultation.

Recommended actions

The Ministry of Education recommends you:

- a. **agree** to a Pacific Immersion Teachers' Allowance (PITA), for all certificated teachers in education and care services teaching in a single Pacific language 51-80% of the time (bilingual) or 81-100% of the time (immersion), from 1 January 2024

☒ Agree / ☐ Disagree

- b. **agree** that the PITA be paid as a grant to services, and that services must attest to paying their certificated teachers the following allowances, pro-rated according to teachers' full-time equivalent (FTE) hours, in addition to teachers' base salary

PITA	Level 1 (81-100% immersion)	Level 2 (51-80% immersion)
Base allowance	\$4,000	\$4,000
After 3 years' service	\$6,000	\$5,000
After 6 years' service	\$8,000	\$6,000

☒ Agree / ☐ Disagree

- c. **agree** to create a new service type for Pacific bilingual and immersion education and care services, for funding provided under section 548 of the Education and Training Act

☒ Agree / ☐ Disagree

- d. **agree** that the Ministry engage further with Pacific education and care services to develop options to recognise a proportion of non-certificated teachers with Pacific language and cultural competencies ^{9(2)(f)(iv)}

☒ Agree / ☐ Disagree

Proactive Release

- e. **proactively release** this education report as part of the Budget proactive release, with any information needing to be withheld done so in line with the provisions of the Official Information Act 1982.

☒ Release / ☐ Not Release



Siobhan Murray
Senior Policy Manager
Te Pou Kaupapahere
02/05/2023



Hon Jan Tinetti
Minister of Education

14/05/2023

Background

- 1 The Government has made a commitment to strengthen Pacific language pathways, as set out in the Action Plan for Pacific Education and the whole-of-Government Pacific Languages Strategy.

Proposal to regulate for 80% certificated teachers

- 2 The Government has committed to regulating for 80% qualified teachers in teacher-led early childhood education and care (ECE) centres as outlined in action 3.1 of *He taonga te tamaiti: Early Learning Action Plan 2019-2029*.

- 3 9(2)(f)(iv)

- 4 However, more recent feedback from the sector is that we are doing too much too quickly. There are a number of factors that could complicate reaching the 80 percent regulation by the dates agreed by Cabinet. These factors include the lasting impact of COVID-19, recent weather events, families and whānau navigating cost of living pressures, and teacher shortages. Māori and Pacific language services face additional challenges recruiting certificated teachers that also have the necessary language and cultural skills.
- 5 To ease pressure on the sector, you have agreed to slow down the work to implement regulating for 80 percent certificated teachers until the next term of government [METIS 1307705 refers].

Pacific services report a shortage of certificated teachers fluent in a Pacific language

- 6 Pacific language services tell us that they find it difficult to find certificated teachers who also have the required language and cultural skills.
- 7 The shortage of certificated teachers fluent in a Pacific language may have regulatory and funding consequences for these services.
- 8 The Government funds education and care services in bands relating to the proportion of certificated teachers used to cover regulated adult-to-child ratios when children are attending. Services that consistently fall below the 80-99% certificated teacher funding band may find it difficult to remain financially viable.
- 9 Under the current Education (Early Childhood Services) Regulations 2008 (the Regulations), 50% of the required staff at a teacher led early childhood service must hold a recognised qualification.
- 10 In July 2022, the previous Minister of Education and Associate Minister of Education agreed for the Ministry to engage with Pacific services to consider alternative pathways and additional support to meet higher certificated teacher requirements [METIS 1286390 refers].

9(2)(f)(iv)

- 11 The potential impacts of regulating for 80% certificated teachers extend beyond Pacific language services, as other service types also face significant challenges with teacher supply. 9(2)(f)(iv)

- 12 9(2)(f)(iv)

- 13 9(2)(f)(iv)

. You will also receive separate advice on Māori bilingual and immersion education and care services [METIS 1304631].

Talanoa

- 14 From October to November 2022, the Ministry held 12 language and regional specific talanoa focused on reviewing qualification settings for Pacific services. Over 180 participants attended the nine initial talanoa, including a cross-section of management, governance, teachers and student teachers from a mixture of services. Participants shared ideas to support their services. These ideas were further refined in a second round of talanoa. Around 80 participants attended these feedback talanoa.

Services told us about the challenges they face

- 15 Services told us that teacher supply is a challenge. Participants reported difficulties in recruiting and retaining certificated teaching staff who also have Pacific language and cultural competencies. This shortage is likely to make reaching the proposed 80% certificated teacher regulations difficult for these services.
- 16 The reported teacher shortage also has implications for funding. Pacific services are more likely to fall below the 80-99% certificated teacher funding band than general teacher-led centre-based services [METIS 1286390 refers].
- 17 Services thought that there is a current mismatch between certification requirements and the cultural and language skills and competencies they require to deliver quality bilingual and immersion education. Participants told us that quality is not only about certification, and that cultural and language skills were not adequately recognised by the Ministry.
- 18 Participants emphasised that the English language requirements for initial teacher education and teacher registration are a significant barrier for teacher supply. They noted that English language competencies were not required for their bilingual and immersion environments, but Pacific language and cultural skills are essential to engage with their families and communities.

¹ 9(2)(f)(iv)

- 19 Services were concerned about the pressures on existing staff including workloads, staff wellbeing, and an aging workforce. Participants talked about the pressure this puts on the staff they do have, due to overwork, and the difficulties retaining staff as a result. They wanted more time for teachers to look after their own wellbeing.
- 20 In discussing workloads, some participants discussed challenges with the volume of paperwork required in their jobs. They told us this paperwork diverted a lot of time to documenting work and processes that could be better focused on connecting with families and building on culture and identity.
- 21 Services discussed funding pressures specifically due to the funding rules related to teaching qualifications. Some services said they wanted a better adult to child ratio, especially for under two year olds, but government funding was not sufficient for their services employ more teachers. They mentioned funding pressures due to a range of costs that services face and, in general, the lower capacity of their families to pay fees. Participants noted services had a philosophy of charging no or low fees.
- 22 Some services also mentioned competition recruiting teachers with mainstream services who can offer better pay and conditions as a challenge. Some services also find it difficult to maintain full rolls from their Pacific language group, due to a relatively small population in their area.

Participants suggested a range of initiatives that would support their services

- 23 Participants suggested initiatives to support services to transition to the 80% certificated teacher regulations, detailed in Annex 1. These ideas were focused on addressing the challenges to teacher supply and recognition of their teachers' cultural and language competencies. The following themes were frequently discussed:
- Recognising cultural and language competencies
 - Recognising other teaching qualifications
 - Addressing English language competency requirements that pose a barrier to entry into ITE and to teacher registration once qualified
 - Funding additional study and practicum costs
 - Teacher training that is tailored to Pacific ECE
 - Scholarships and mentoring to support Pacific people studying to become ECE teachers and working in Pacific services
- 24 Of these ideas, the top priorities for services were to recognise cultural and language competencies of their uncertificated teachers and to address the English language competency requirements.
- 25 Services told us at the talanoa that uncertificated teachers who teach important language and culture skills should be recognised in the regulatory and/or funding system. They noted that these kaiako fulfil the same roles as many of their certificated teachers. We were told these teachers are very valuable because of their abilities to connect with their tamaiti and whānau through Pacific language and culture.
- 26 Some kaiako had teaching qualifications that were not able to be recognised for the purposes of certification. These kaiako wanted recognition for the study they had already

completed, which included qualifications from overseas or New Zealand certificates or diplomas in teaching.

Work underway to support Pacific Services

Targeted governance and management support for Pacific Services

27 Pacific Early Learning Advisors provide targeted professional learning and development (PLD), guidance and support to strengthen governance and management of Pacific services [METIS 129819 refers]. This initiative is currently funded through the COVID-19 Response and Recovery Fund (CRRF) and is time-limited (funding runs out in June 2024). Approximately \$5.306 million of time-limited funding (through to 2025/26) has been sought for the continuation of this support.

Review of English language requirements

28 The English language requirements for entry into initial teacher education (ITE) and teacher registration are consistently raised as a barrier for the Pacific workforce. These concerns were highlighted again at the October and November talanoa, participants saw these as an unnecessary barrier towards becoming certificated especially for staff working in a Pacific immersion education and care service.

29 The Ministry, the Teaching Council, NZQA and the Ministry for Pacific Peoples have a joint work programme reviewing the language competency requirements for speakers of Pacific languages who are seeking entry into initial teacher education (ITE) or teacher registration [METIS 1306932 refers].

30 This joint work programme includes:

- policy work on adding one or more Pacific languages as options for meeting the language competency requirements
- a review of evidence accepted by the Council for discretionary pathways to meeting English language competency requirements
- work to assess the size of unregistered Pacific teaching workforce that may want to become registered
- the development of a pilot programme of targeted support for unregistered Pacific teachers who want to complete ITE and gain teacher registration.

31 The Ministry is also developing a policy statement on Pacific bilingual and immersion education to include in the refresh of the Action Plan for Pacific Education [METIS 1306932 refers]. The joint work programme and the wider work on Pacific bilingual and immersion education support growing the workforce over the medium to long term.

Further support for Pacific services

32 We started this work to support Pacific services in the transition to 80% certificated teachers. Even if regulating for 80% certificated teachers occurs on a slower timeframe, there is still a need to address the reported shortage of certificated teachers with language and cultural skills.

33 Pacific bilingual and immersion services can find it challenging to maintain the 80-99% certificated teacher funding rate that is required to sustain their financial viability. The

Ministry considers that further measures are required to support Pacific services given difficulties in recruiting and retaining certificated teachers fluent in a Pacific language.

34 In developing and analysing options (Annex 2), we considered the following factors:

- the impact on Pacific teachers (including recognition, training and financial supports);
- the impact on Pacific bilingual and immersion services (including recognition, recruitment and retention of Pacific language teachers, and funding);
- the impact on Pacific children, families and communities (including providing quality ECE with a Pacific focus, promotion of Pacific language and culture, and reducing potential costs for families and communities);
- the degree of support as reported by talanoa participants;
- and the feasibility for the Ministry and the sector to implement in the short to medium term. Feasibility analysis includes capacity for change in the sector, whether new funding would need to be sought, and whether the Ministry would require a joint work programme with other agencies to lead part of the work.

35 Based on this analysis, the Ministry recommends progressing the following options in the short to medium term:

- A PITA for certificated teachers in Pacific immersion and bilingual education and care services.
- A new service type for funding purposes. This service type would be a mechanism to target other supports such as recognising teachers with specific skills or potential targeted funding if sought in future. It would also enable the Ministry to consistently identify Pacific bilingual and immersion centre-based services and track progress towards strengthening Pacific language pathways.
- Recognition of non-certificated teachers with cultural and language competencies within the new service type ^{9(2)(f)(iv)} [REDACTED]
[REDACTED] Roles that could be recognised include cultural and language experts from the community, those fluent in Pacific language with alternative teaching qualifications or working towards ECE teaching qualifications. These supports could be temporary or permanent.

36 These initiatives would support these services over the medium term. The PITA is part of Budget 2023, and can be implemented in 2024. The new service type could be implemented in early 2025, ^{9(2)(f)(iv)} [REDACTED]
[REDACTED]

37 Addressing the English language requirements for teachers wanting to become certificated is also a priority. Pacific services report these requirements as one of the biggest barriers to growing the workforce. The Teaching Council sets language requirements. These requirements are currently under review as part of our joint work programme, as outlined above.

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

- 38 The Pay Parity Budget 2023 bid allocates \$5.423 million over four years to establish a Pacific immersion teachers' allowance (PITA). Funding for a Māori immersion teacher allowance (MITA) for education and care services is also included in this Budget initiative.
- 39 A PITA would be paid to Pacific bilingual and immersion services to provide certificated teachers with an allowance on top of their salary, to recognise their extra language and cultural competencies. The allowances are outlined in the table below. This initiative is intended to help attract, recruit, and retain teachers within Pacific bilingual and immersion services. We estimate approximately 243 teachers could be eligible for the PITA.
- 40 We have assumed that the allowance would only apply to services with an immersion level of 51% or higher in Pacific language, and that it would only apply to certificated teachers. These assumptions are consistent with the proposed settings in schooling.
- 41 The rates were based on the rates provided in the Primary Teachers Collective Agreement (PTCA) currently being negotiated.

PITA	Level 1 (81-100% immersion)	Level 2 (51-80% immersion)
Base allowance	\$4,000	\$4,000
After 3 years' service	\$6,000	\$5,000
After 6 years' service	\$8,000	\$6,000

- 42 Providing a PITA at equivalent rates to the schooling sector may incentivise the retention of Pacific teachers in early childhood education.
- 43 We seek your approval to introduce a PITA to certificated teachers at Pacific bilingual and immersion services at the rates listed from 1 January 2024². This allowance shall be pro-rated for part time teachers, based on the teacher's total hours. Full-time is defined as 40 hours per week. These will be paid in instalments over the March, July and November funding rounds.
- 44 Services would be required, as a condition on the funding provided for this purpose, to attest
- whether the service teaches in a single Pacific language at Level 1 or Level 2
 - FTE for all certificated teachers
 - and that it is paying the corresponding PITA to these teachers on top of their base salary (ensuring that their base salary corresponds to any pay parity rates the service has opted in to pay).

² 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.

- 45 This information will be collected as part their funding return, submitted through a separate form. Payments will initially be processed manually, and subsequently integrated into the automated funding process.
- 46 The PITA will not be available for kindergarten teachers. This is because terms and conditions for kindergarten teachers are negotiated through the Kindergarten Teachers, Head Teachers and Senior Teachers' Collective Agreement (KTCA). The KTCA does not currently include a MITA or PITA, and the current offer for the KTCA does not include either allowance.
- 47 There were no kindergartens providing early learning in a single Pacific language at a bilingual or immersion level identified in the 2022 ECE census. Since then, the Auckland Kindergarten Association reported opening their first Pacific language-based kindergarten in March 2023³.

Creating a new service type

- 48 The Ministry seeks your agreement to establishing a new service type in the Funding Handbook for Pacific bilingual and immersion education and care services².
- 49 Establishing a new service type would recognise the contributions these services provide to support Pacific language acquisition and fluency. It also creates a foundation that can be used to deliver other initiatives to strengthen and grow these services. For example, targeted funding for Pacific language skills, and delivering Pacific focused professional learning and development.
- 50 A new service type would also enable consistent identification of Pacific bilingual and immersion services to monitor progress towards the Government's Pacific Language Strategy.
- 51 If you agree to this recommendation, the Ministry expects to operationalise this for services to apply for the new service type for the March 2025 funding period. This timeframe gives space for implementing Budget 2023 changes (a third pay parity opt in rate and extension of 20 Hours ECE). This timeframe also reflects the capacity of Student Management Systems (SMS) vendors and the Ministry's IT systems to implement a new service type given the current priority for implementing a new potential funding system in November 2024 [METIS 1307191 refers].
- 52 A change in funding type does not change the regulations that these services would be required to meet. The new service type would be required to meet the same regulations that are required in other teacher-led centre-based services, including qualification requirements.
- 53 A new service type for Pacific services parallels the service type being proposed for Māori education and care services [METIS 1304631 refers].

Defining the new service type

- 54 The Ministry proposes that this service type is defined as services who use a single Pacific language the majority of the time (51% and above). This definition would provide a clear


³ Fonua 'Alaha Manongi Kindergarten is the first co-designed kindergarten between the Tongan community and Ngā Tamariki Puāwai o Tāmaki Auckland Kindergarten Association.

threshold for inclusion. This criterion is consistent with the definitions for bilingual and immersion used in schooling. However, it would exclude most pan-Pacific services where there is not a dominant Pacific language used the majority of the time⁴. The focus on teaching at a bilingual or immersion level will support language acquisition, fluency and learner success⁵.

55 Current data suggests this would apply to 63 education and care services⁶. The list of services within the Pacific language service type would be publicly accessible through the ECE directory, providing transparency to the sector.

56 The Ministry proposes to engage with Pacific services on the name, definition, and criteria of the service type through face-to-face, online and written consultation.

9(2)(f)(iv)



⁴ The 2022 ECE census identified 12 pan-Pacific services with 40 to 80% teaching time across two or more Pacific languages, where each individual Pacific language was used between 5 to 50% of the time.

⁵ May, S., Hill, R., & Tiakiwai, S. (2004). *Bilingual/Immersion Education: Indicators of Good Practice. Final Report to the Ministry of Education*. Wellington: Ministry of Education.

⁶ Self-identified in the 2022 ECE census, noting that 13 more services reported 50% teaching time in a single Pacific language, and require only a small shift in practices to meet 51% threshold.

Setting up a new service type

- 61 Recognising the service type through the Funding Handbook does not require regulatory change. Setting 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 (the Act). The Minister can only exercise these powers over money appropriated by Parliament, and in accordance with the purpose of the Act.
- 62 The creation of a new service type would not change any funding settings for services – any substantive changes would be part of future decisions. As such, this decision would not have to go to Cabinet. However, if you wish to consult with your colleagues on this change, the Ministry recommends providing an update as an oral item.
- 63 To be considered a Pacific bilingual or immersion service, a service would need to apply for this service type and attest to teaching 51% or more of the time in a single Pacific language. This places trust in ECE services to self-identify correctly. The Ministry would be able to investigate any service we suspect does not meet the language requirements or have received complaints about.
- 64 Pacific early learning advisors in regional offices have built strong relationships with Pacific services. These advisors could identify services eligible for the new service type and provide guidance to apply for the new service type and meet the attestation requirements. Information on the service type change can be distributed through these regional advisors.

Further work to determine what roles should be recognised in Pacific services

65 9(2)(f)(iv)

Recognition of cultural and language experts

- 66 We recommend recognising cultural and language expertise 9(2)(f)(iv). Certification is an important measure of quality in teacher-led settings. Bilingual and immersion services also seek teachers who are fluent in their Pacific language and culture to support quality provision in language. Where there is a shortage of certificated teachers fluent in a Pacific language, services sometimes need to choose between employing someone fluent in language or employing a certificated teacher without the language skills. The latter can dilute the ability of the service to provide a bilingual or immersion environment.
- 67 The Ministry seeks agreement to explore how to recognise non-certificated teachers with Pacific cultural and language skills 9(2)(f)(iv). Roles we could consider recognising include:
- cultural and language experts from the communities, similar to kaiārahi i te reo in kura
 - those fluent in a Pacific language who have alternative teaching qualifications but do not meet the requirements for certification

- those fluent in a Pacific language who are studying towards becoming certificated. Important for services to recognise teachers in training, as it can take several years for kaiako to receive their certification while they are studying

68 9(2)(f)(iv)

69 Teachers with alternative qualifications, studying towards certification or culture and language experts, would not be eligible for PITA. The allowance would remain as an incentive for becoming fully certificated and working in a bilingual and immersion service.

Engagement with Pacific services on recognising cultural and language experts

70 The Ministry proposes undertaking a series of workshops with a small group of representative services to help refine options for recognising cultural and language experts. If this is agreed, we will begin these workshops in the second half of 2023. We will then update you on the refined options before going to consultation with the wider Pacific bilingual and immersion education and care sector.

71 We would consider with Pacific services:

- types of cultural expertise recognised (i.e. kaiako who are permanent employees of a service for their cultural expertise, or guest experts who share their knowledge on a less frequent basis)
- which qualifications should be counted as recognising alternative qualifications
- how to effectively monitor and maintain the quality of teaching if we are recognising teachers who are not registered with the Teaching Council
- how many kaiako the three potential categories of recognition each service may have, and how to balance these with a sufficient proportion of certificated teachers
- criteria and/or limits that may be required
- the interaction between recognition of non-certificated kaiako and pay parity
- 9(2)(f)(iv)

72 The Ministry will test and refine the above options with Pacific services before providing further advice in late 2023 on designing these supports.

Financial Implications

73 The PITA is included in Budget 2023. There are no other financial implications arising from the decisions sought in this paper. The longer-term work may generate some options with financial implications, which can be considered as part of an annual Budget process.

Te Tiriti o Waitangi considerations

74 This work programme aligns with the Crown obligations under Te Tiriti o Waitangi, by contributing to the delivery equitable outcomes aligning with Article 3 of Te Tiriti. It supports recognition and funding of Pacific bilingual and immersion services to continue to provide access to Pacific language and culture for children with shared Māori and Pacific

whakapapa. Around 8% of all Pacific learners and families share Māori and Pacific whakapapa.

- 75 Services are required under Education (Early Childhood Services) Regulations 2008 to acknowledge and reflect the unique place of Māori as tangata whenua as part of the curriculum. This standard will still be required under the new service type, protecting these rights for Māori.
- 76 The rates for PITA provide less compensation than a MITA across the different levels of teaching time and the different years of service. This difference is because te reo Māori is a taonga protected under Article 2 of Te Tiriti o Waitangi. Pacific languages do not have the same status, obligations and commitment as for te reo Māori.

Next Steps

- 77 Pending your agreement, the Ministry will progress engagement work with Pacific services. This would include workshops with a representative group of Pacific services to recognise non-certificated teachers with language and cultural competencies 9(2)(f)(iv) [REDACTED] We will provide further advice in the second half of 2023.
- 78 Work will begin on the implementation of PITA and the new service type for introduction in early 2024 and March 2025 respectively.

Proactive release

- 79 It is recommended that this Education Report is proactively released, with any information needing to be withheld done so in line with the provisions of the Official Information Act 1982.

Annexes

Annex 1: Prioritisation of options to support Pacific bilingual and immersion services

Annex 2: Analysis of options to support Pacific Services

Annex 1: Prioritisation of options to support Pacific bilingual and immersion services

We asked Pacific bilingual and immersion services what potential solutions, that were raised at previous talanoa, should be prioritised first from their perspective.

These solutions were grouped into nine priority areas:

- Peak body/hub for Pacific services
- Scholarships and mentoring support for Pacific ECE teachers
- Recognising cultural and language competencies
- Recognising other teaching qualifications
- Addressing the English language competency barrier
- Promoting ECE to families/whānau
- Promoting ECE career more generally
- Teacher training that is tailored to Pacific ECE, and
- Funding additional study and practicum costs.

Talanoa attendees made it clear that all solutions should be progressed as they are all important for addressing the existing barriers. However, some solutions were favoured more than others as identified below:

- **Recognising cultural and language competencies**

Attendees noted that Pacific culture and language is important for delivering knowledge and learning and is important for developing the identity for young Pacific children. Others noted that the current Westernised funding and regulatory model for ECE services doesn't cater for recognising staff who provide important language and cultural skills, which is essential for their services.

- **Recognising other teaching qualifications**

Attendees felt that recognising other qualifications would help address staffing shortages. This included recognising qualifications gained overseas, as well as those who are currently training for a qualification or other qualifications.

- **Addressing the English language competency barrier**

This was prioritised by people at the Auckland talanoa, and less so for people in the Wellington and online talanoa. Attendees noted that current requirements around IELTS⁷ discourages those who speak English as a second language. It is difficult to pass this requirement, leaving some teaching staff qualified but not being able to be registered or certificated. Talanoa attendees noted this then leads to unregistered teachers leaving the profession. People also noted that because teachers are facing difficulties in passing the IELTS test, this makes it more difficult for services to find

⁷ IELTS is the International English Language Testing System, it is one of the tests available for meeting English language competency requirements. IELTS has become synonymous with English Language Competency testing, and this is part of the barrier that the Council is seeking to address through communications.

teachers who speak both a Pacific language and have the appropriate qualification (i.e., Level 7).

- **Funding additional study and practicum costs**

Attendees noted that further financial support is required to allow teachers to be comfortable and confident to enter into study and be paid while doing this, especially when having to do practicums. Tied to this was the call for funding to be provided to support services to cover reliever costs, so they are more financially sustainable in covering training costs of their staff.

- **Teacher training that is tailored to Pacific ECE**

Attendees noted that this should include not just increasing the number of people training to be qualified, but also to provide pathways for upskilling staff who may already have a qualification. Training does not have a Pacific focus. This means that for Pacific staff who undertake mainstream ECE courses, they struggle with having to translate material when bringing it into a Pacific setting and delivering this material to children.

- **Scholarships and mentoring to support Pacific ECE teachers**

Attendees noted that its expensive to enter training/study, so scholarship support would be greatly beneficial to cover fees, course-related costs and living costs. While in study people would benefit from mentoring to “help them stay on track and to complete their studies to gain the qualification needed to get them registered and certificated” (Auckland talanoa attendee).

Annex 2: Analysis of options to support Pacific Services

To determine which options we recommend progressing, we evaluated the PITA and the range of ideas mentioned in Annex 1 raised by talanoa participants.

Table 1: Options analysis

	Impact on Pacific Teachers	Impact on Services	Impact on Pacific families and communities	Supported by talanoa participants	Implementation feasibility for the Ministry
Pacific Immersion teachers' allowance	✓✓	✓✓	✓	N/A	✓✓
Creating a new service type (dependent on other support provided)	–	✓✓	✓	✓	✓
Recognition of non-certificated teachers with cultural and language competencies ⁸	✓✓	✓✓	✓✓	✓✓	✓
Address barrier of English language requirements ⁹	✓✓	✓✓	✓	✓✓	✗
Teacher training tailored to Pacific ECE	✓✓	✓✓	✓✓	✓✓	✗✗
Scholarships and mentoring to support Pacific ECE teachers	✓✓	✓✓	✓	✓	–
Promoting the benefits of Pacific ECE to families	✓	✓	✓✓	✓	✗
Funding additional study and practicum costs	✓✓	✓	✓	✓	✗✗
Peak body/hub for Pacific services	✓	✓	✓	✓	✗✗
Promotion of ECE career to Pacific peoples	✓	✓	–	✓	✗

⁸ Could include cultural and language experts, alternative teaching qualifications, and teachers working towards ECE qualifications.

⁹ Addressing English language competency requirements is part of the joint work programme with the Teaching Council, NZQA and the Ministry for Pacific Peoples. Resolving this issue is a high priority for Pacific services to increase levels of certificated teacher through making ITE and registration more achievable for teachers with Pacific language skills and competencies.