MINISTRY OF EDUCATION
TE TĀHUHU O TE MĀTAURANGA

Briefing Note: Meeting with Teaching Council of Aotearoa New Zealand | Matatū of Aotearoa

To:	Hon Kelvin Davis, Associate Minister of Education – (Māori Education)		
Date:	29 November 2021	**Priority:**	Medium
Security Level:	In Confidence	**METIS No:**	1270030
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Messaging seen by Communications team:	No	**Round Robin:**	No

Purpose of Report / Summary

This paper provides you with background information and talking points for your meeting with the Teaching Council of Aotearoa New Zealand on 8 December 12:00-12:30pm via Zoom.

The confirmed attendees for this meeting are:

- Lesley Hoskin, Chief Executive
- Tamahau Rowe, Tātai Heke Māori | Deputy Chief Executive Māori; and
- Nicola Ngarewa, Board Chair

Proactive Release

a **agree** that Te Tāhuhu o te Mātauranga release this briefing once it has been considered by you, with any information that may need to be withheld done so in accordance with the Official Information Act 1982.

Release / **Not release**

Māhina Melbourne
Group Manager
Te Tuarongo

30/11/21

Hon Kelvin Davis
Associate Minister of Education

8/12/2021

Background

1. The Teaching Council of Aotearoa New Zealand (Teaching Council) is the professional body representing teachers in early childhood education, primary and secondary schooling. The Teaching Council's role is to register teachers, and to set and maintain professional standards, and to ensure teachers are competent and fit to practice.

2. The Teaching Council is an independent statutory body empowered to act independently of the Crown. Under the Education and Training Act 2020, the Teaching Council has the power to establish and maintain standards for qualifications that lead to teacher registration and to conduct approvals of teacher education programmes.

3. On 16 November, the Teaching Council provided you a briefing outlining how their work programme supports the Māori Medium work programme (attached as Annex 2). This is in response to the Cabinet Paper *A Work Programme to Grow Māori Medium Kaupapa Māori Education* [CAB-21-MIN-0395 refers]. The Council considers that the key parts of the work programme that it can support are Network Planning and Provision and Workforce Development. The areas outlined in their briefing are:

   - Māori medium initial teacher education (ITE).
   - iwi/hapū engagement and relationship management.
   - aligning governance structures with Te Tiriti o Waitangi.
   - aligning regulatory structures.
   - supporting kaiako Māori graduates.
   - pathways to registration for Tohu Whakapakari holders.

Retention Pilot Programmes for Māori Medium Beginning Teachers

4. The briefing from the Teaching Council also refers to their process to better support the induction of Kaiako Māori graduates through insights gained from the Retention Pilot Programmes for Māori Medium Beginning Teachers.

Tohu Whakapakari

5. The Teaching Council has indicated that it is interested in exploring options for a pathway to teacher registration for Kōhanga Reo kaiako qualified with Tohu Whakapakari. This depends on the outcome of discussions between NZQA and Te Kōhanga Reo National Trust (the Trust) on recognition of Tohu Whakapakari as a degree. The Council's Initial Teachers Education (ITE) requirements require ITE programmes to be at least a Bachelor's degree or a Graduate Diploma.

6. Under current settings, an ITE provider must apply to the Teaching Council to demonstrate a programme meets the Council's ITE requirements. The application is assessed by an approval panel convened by the Teaching Council. This process does not allow the Teaching Council to accredit a programme without the active participation of the ITE provider.

Registration through the Teaching Council is not a priority for Te Kōhanga Reo National Trust

7. On 16 November, Te Kōhanga Reo National Trust (The Trust) wrote to you (letter attached as Annex 3). The Trust wishes to explore with you their proposal to establish an entity to administer and maintain a registration process for kaiako within Kōhanga Reo. This is part of their overall larger pay parity work programme, which includes recognition of Tohu Whakapakari as a degree, and establishing a Kōhanga Reo pay scale for kaiako that recognises their qualifications, experience, staff responsibilities and delivery of *Te Whāriki a te Kōhanga Reo*.

8. The Trust's intention is for their proposed entity to be independent and have its own legal foundation. Kōhanga Reo kaiako holding Te Tohu Whakapakari would register with this entity. The proposed new entity would require funding, and its functions would cover registration, setting standards for practice and behaviour, providing support for ongoing professional development, and a complaints and disciplinary process. It is important for the Trust that the registration body aligns with Kōhanga Reo tikanga. Over the longer term, this body could extend along the Māori Medium and Kaupapa Māori education pathways.

9. The Trust suggests that this entity would need a legal foundation. Given the functions and powers of the Trust's proposed entity, Te Tāhuhu o te Mātauranga agrees that such an entity would need to be legislated. A separate registration body for Māori medium kaiako would have significant implications for the Teaching Council.

10. The view of Te Tāhuhu o te Mātauranga is that the Teaching Council should engage directly with the Trust on pathways to teacher registration for kaiako with Tohu Whakapakari, and should only proceed with the Trust's agreement and support. The Trust's recent letter suggests that it would not support development of such pathways.

Annexes

Annex 1: Talking Points for the meeting with the Teaching Council of Aotearoa New Zealand.

Annex 2: Briefing Paper: Alignment of Teaching Council work programme to long-term Māori Medium and Kaupapa Māori Education work programme.

Annex 3: 16 November letter from Te Kōhanga Reo National Trust.

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16 Whiringa-ā-rangi 2021

Hon Kelvin Davis
Minister for Children
Minister of Corrections
Minister for Te Arawhiti – Māori/Crown Relations
Associate Minister of Education
Parliament Buildings
WELLINGTON 6160

CC Minister Jackson
Iona Holsted, Secretary of Education
Dr Grant Klinkum, Chief Executive, NZQA
Dave Samuels, Chief Executive, TPK

Karanga te muri hau i tutū ai ngā ngaru o te moana

I papa ai te whaititiri me te uira ki runga i Te Kōhanga Reo

Ka pō, ka ao, ka awatea.

Tui noa ngā maunga whakahī, rere kau noa ngā wai tuku kiri o ngā tīpuna, ka hoki a mahara ki a rātou kua riro tītapu i te ringa kaha o aituā. Otira, rātou ngā tāngata i kaha hāpai i te kaupapa o Te Kōhanga Reo me te hoe i te waka whakarauora i te reo, koutou haere, e oki.

E ngā mana, e ngā reo, tēnei te mihi maioha atu ki a koutou katoa. Tēnā koutou i runga i te kaupapa nui hei whakawhiti whakaaro, whakawhiti kōrero mā tātou mo te kohanga reo me te utu tika i ngā kaimahi maha e whāngai nei i te reo ki te hia mano mokopuna.

Hei te 12 o ngā rā o Aperira ka whā tekau tau tō tātou taonga o Te Kōhanga Reo, he reta pohiri tēnei ki a koe me ō mana, kia aronuitia te ara whakamua o Te Kōhanga Reo, me ngā kaupapa whakahirahira e toitū ai te rāngai Kōhanga Reo a haere ake nei.

Tēnā koe Minister,

We thought it was timely to update you on the progress we are making in progressing the Wai 2336 claim and next steps. As we mentioned in our earlier letter, we are focused on working with you to address Pay Parity for our Kaimahi in the context of the Wai claim and have also begun the longer-term process toward Pay Equity. What has become clear through this process is that the very large wāhine Māori workforce that makes up most of the Kaimahi across Kōhanga Reo, who are vital to the revitalisation of Te Reo Māori and a playing such a critical role within Māori communities in addressing the many demands of COVID-19 across the rohe, are not being paid what they should be when compared to those filling similar roles in other educational settings.

While the increased funding in 2019 and 2020 has allowed a significant improvement in Kaimahi pay, and Kaiako pay in particular, further increases will be required if funding is to be sufficient for pay parity.

In order to address this gap in pay parity we are proposing to work with you to progress three core pieces of work: progressing the recognition of Te Tohu Whakapakari at degree level (which is underway with NZQA); establishing a Kōhanga Reo pay scale for Kaiako that recognises their qualifications, experience, staff responsibilities and that they deliver the curriculum (Te Whāriki a te Kōhanga Reo) in Te Reo Māori; and establishing a Kaiako registration process.

Our aim is to begin rolling this package out from July 2022.

Recognition of Te Tohu Whakapakari at Degree Level

We are making good progress with NZQA on the process to have Te Tohu Whakapakari recognised at degree level. The teams from NZQA and the National Trust have been able to work through the informational needs that NZQA have requested and established a path forward to have the material that underpins Te Tohu Whakapakari assessed by the requisite panels with the appropriate expertise within NZQA. This has been pleasing progress, although with several crucial steps remaining.

Job-sizing the Mahi of our Kaimahi

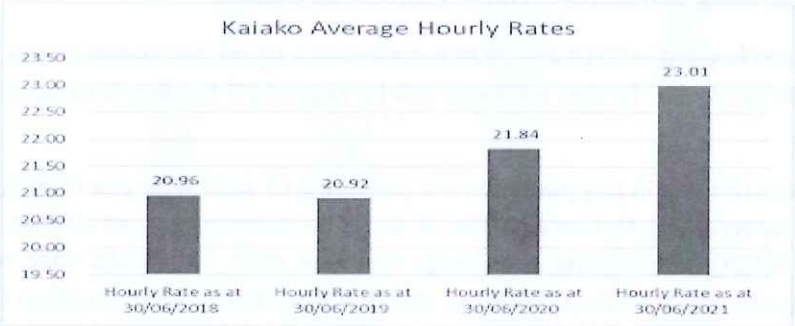
A foundational piece of our pay scale was a job-sizing the mahi of Kōhanga Reo kaimahi. The National Trust has worked with independent experts at Te Whare Wananga o Awanuiārangi on a job sizing exercise, which began with a scan of existing Job Descriptions for kaimahi, focused on Kaiako, Kaiawhina and Kaiako Matua across Kōhanga Reo. A "Jobs analysis" was then undertaken, including interviewing kaimahi, to understand the core tasks, responsibilities, accountabilities, and functions of each role. A set of illustrative Job Descriptions has been developed, which allows the strategic pay process to establish the job market benchmark pay level for each role.

When the roles, responsibilities, qualifications, daily tasks, and duties of Kaiako in particular were assessed, it is clear that while there are several dimensions of their mahi that is unique to Kōhanga Reo, there are also strong comparisons with Kaiako in other educational settings.

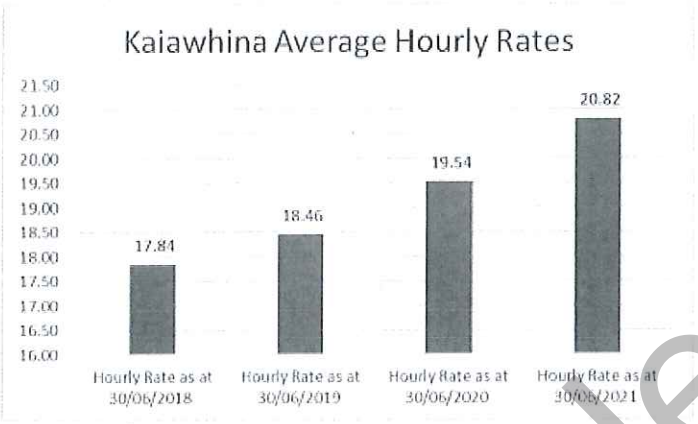
The job-sizing exercise also starkly illustrated the impact of having been historically labelled "whānau-led" for funding purposes, which had led to the assumption that some of the mahi undertaken by Kaimahi is "voluntary" and therefore did not need Crown funding. This has meant most kaimahi, including Kaiako, are being paid for 30 of the 40 hours they were working each week, with the balance deemed voluntary work.

How has Kaimahi Pay changed following funding increases in 2019 and 2020?

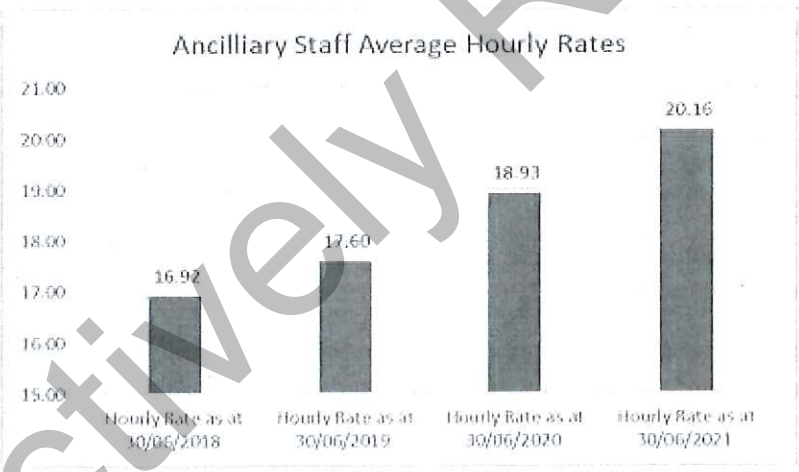
We understand one of the things you are interested in is how pay has changed since the government increased its investment in 2019 and 2020. It is important to highlight that kaimahi are employed by the 450 Kōhanga Reo whānau (rather than the National Trust) which has resulted in quite a large variability in the hourly rate and the hours paid of work for kaimahi, particularly for Kaiako. While there are Kaiako paid at $38.40 an hour (for a 40-hour week and $80,000 annually), most are not. There is a small cluster earning around $28-$30 an hour (just over $60,000 annually) but the bulk are paid between $22-$25 an hour. The table below highlights that the average pay for kaiako has increased to just over $23.00 an hour following the increased funding in 2019 and 2020. A key development has been increased funding allowing Kaiako to move beyond being paid at the minimum wage, which was all that the funding provided prior to 2019 allowed for.



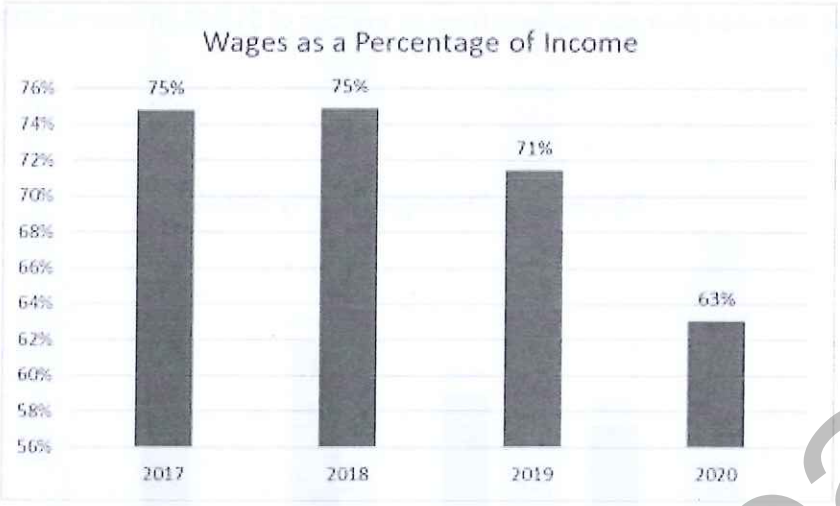
Kaiawhina have also seen their pay increase from an average of $18.46 an hour in 2019 to nearly $21 an hour in 2021.



The same trend can also be seen in the pay of ancillary staff such as drivers and cooks etc.



Importantly, Kōhanga Reo whānau continue to pass through significant portions of their funding to kaimahi pay following the funding increases. While the overall percentage has declined from 75 percent in 2018 to 63 percent in 2020, as highlighted above, pay rates have increased and the balance has largely been spent on deferred maintenance.



What would pay parity look like for Kaimahi in Kōhanga Reo?

We are seeking to create a simple pay scale for kaimahi that recognises the importance of qualifications (in particular Te Tohu Whakapakari), experience, staff management responsibilities, as well as recognition that the curriculum (Te Whāriki a te Kōhanga Reo) is delivered in Te Reo Māori. The scale would also recognise that Kaiako within Kōhanga Reo effectively "earn while they learn", meaning they are working for the three years it takes to complete Te Tohu Whakapakari.

We are proposing that once a Kaiako is Te Tohu Whakapakari qualified, that their pay is aligned to the first step of unified pay scale (base pay of $51,398) plus a $4000 MITA allowance (similar to Kaiako in Kura). We are proposing eight further steps ending with a Kaiako Matua in a larger Kōhanga Reo that has a base pay of $79,413 plus a $8,000 MITA allowance and a $12,000 management allowance.

The scale would also include three steps for Kaiawhina studying toward Te Tohu Whakapakari starting at $42,000 and rising to $48,500.

We are having Deloitte model the marginal cost of moving Kaiako pay from their existing levels to what they would be receiving in the new pay scale based on their qualifications, experience, and staff responsibilities, and what the Crown's funding rates will need to be to achieve this. We will provide this and the details that sit behind the pay scale to you shortly to support the Budget process. We are using Deloitte to give the Crown confidence in the veracity of the costs of implementing this model.

We are also modelling the mana enhancing benefits that will flow to our wāhine Māori kaimahi that would flow from pay parity, particularly those that flow from higher whānau incomes.

A key element of moving toward a pay scale is ensuring that all Kōhanga Reo whānau pay their Kaiako what they would be entitled to, which we understand would be an expectation of the Crown as funding was increased. We are exploring options such as having the National Trust administer the payroll system across all Kōhanga Reo (while each Kōhanga Reo whānau remain the employers) to ensure that there is a consistent application of the pay scale and adherence to Ngā Pou e Wha.

Establishing a Registration process for Kaiako

A key platform to Kōhanga Reo achieving Mana Motuhake would be the establishment of a registration process for Kaiako within Kōhanga Reo. The capacity to have Kaiako registered without having to conform to the constraints of the current Teaching Council process, particularly as it relates

to the recognition of Te Tohu Whakapakari, ensures that not only is there a process of quality control of Kaiako for Kōhanga Reo whānau, but that this is aligned to Kōhanga Reo tikanga.

We recognise that establishing a registration process for Kaiako would take considerable work to set up and administer, but importantly, many of the core components already exist and a register would simply codify these. For example, functions such as establishing the identity of a staff member, police checking them, verifying their qualification and experience all happen in various forms within Kōhanga Reo currently. Equally, Te Korowai provides a strong foundation to setting standards of Practice and Behaviour. These could be codified, and a registration database established holding all the relevant information (although the question of who could have access to the database would need to be addressed).

One element we would like to explore further with you is the nature of the entity that would administer and maintain the registration process, including establishing an independent entity (including its legal foundation) that could in the future extend along the wider Māori medium pathway into Kura etc.

The types of functions that we envisage the entity potentially undertaking include:

- Setting the guidelines and outlining the process for registration;
- Establishing and maintaining a register of practitioners (Kaiako);
- Establishing a code of conduct and setting standards for practice and behaviour;
- Providing support for ongoing professional development of practitioners;
- Establishing a complaints and disciplinary process as it relates to the conduct of practitioners.

Our aim would be to have a framework for the registration process in place as we roll out the pay scale from July next year (which we recognise is contingent on Budget decisions).

We also recognise that establishing a registration entity will also require additional funding and would be keen to discuss the details of this with yourself in the near future.

Minister, we believe we share with you the view that the revitalisation of Te Reo Māori and the critical role Kōhanga Reo needs to play in this is as pressing now as it was when the Waitangi Tribunal released Matua Rautia nearly a decade ago. We are keen to work with you on progressing these critical next steps.

Kua tawhiti tō tātou haere e te Minita ki te kore e haere tawhiti kē atu

Whakatūturutia te tohu manaaki o te rangatira

Paiheretia ki te rongomau

Tuku i te ngāwari

Kia tau tonu ngā manaakitanga ki runga i a tātou katoa.

Daniel Procter
Board Co-Chair
Te Kōhanga Reo National Trust

Tariana Turia.

Dame Tariana Turia
Board Co-Chair
Te Kōhanga Reo National Trust