Education Report: Developing level 4 ECE programmes contextualised for delivery in languages other than English or Māori

To: Hon Chris Hipkins, Minister of Education
Date: 8/10/2019
Priority: Medium
Security Level: In Confidence
METIS No: 1203177
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DDI: s 9(2)(a)
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DDI: 
Messaging seen by Communications team: No
Round robin: No

Purpose of report

This paper asks you to:
- agree to the policy parameters for the fund enabling tertiary education organisations to develop level 4 ECE programmes for delivery in languages other than English and Māori (the programme development fund)
- sign the attached letter of delegation under s159F(1)(e) of the Education Act 1989 to define the parameters for how the Tertiary Education Commission will administer the programme development fund.

Recommended Actions

The Ministry of Education recommends you:

a. agree that the Tertiary Education Commission (TEC) will:

i. seek applications to access the programme development fund from tertiary education organisations (TEOs) with a strong record of supporting learners

   Agree / Disagree

ii. request TEOs present evidence of demand for their proposed programme as part of the application process, rather than limiting applications to particular languages such as Tongan and Samoan

   Agree / Disagree
iii. prioritise programme development funding with the aim of maximising the number of non-English speaking home-based educators who complete the New Zealand Certificate in Early Childhood Education and Care (Level 4) [Ref. 2850] qualification.

b. note that the TEC will report back to you on the initiatives they have funded by the end of 2021

   Noted

c. sign the attached drafted letter of delegation (attached as Annex 1), that under section 159F(1)(e) of the Education Act 1989, to define the parameters for how the TEC is to implement funding to TEOs to develop ECE programmes in languages other than English or Māori

Proactive Release Recommendation

d. proactively release this Education Report, after the TEC has communicated how the fund will be allocated to the sector.

   Agree / Disagree

Damian Edwards  
Associate Deputy Secretary  
Education System Policy

Hon Chris Hipkins  
Minister of Education

8/10/19  
28/10/19
Background

1. On 29 January, Cabinet agreed to a suite of changes to home-based early childhood education (ECE), including a shift to a level 4 ECE qualified workforce [CBC-19-MIN-002 refers].

2. The Tertiary Education Commission (TEC) is currently working with Tertiary Education Organisations (TEOs) to increase provision of level 4 ECE qualifications to meet expected growth in demand from educators.

3. To ensure that changes to home-based ECE do not marginalise migrant communities, you secured $1 million through Budget 2019 to enable TEOs to develop programmes contextualised for delivery in other languages. These programmes would lead to the New Zealand Certificate in Early Childhood Education and Care (Level 4) qualification.

4. One of the five key priorities for Budget 2019 was supporting Pacific aspirations. Because of this, you indicated that contextualising the programme in Tongan and Samoan would be prioritised.

Languages to prioritise

5. Data from the 2018 ECE census (the census) illustrates that there are multiple bilingual or immersion home-based services in which educators use Mandarin, Cantonese, Samoan, Tongan, Somali and Russian languages. Services are classified as bilingual if they provide instruction in a particular language 51-80% of the time. Immersion services provide instruction in a particular language more than 80% of the time.

<table>
<thead>
<tr>
<th>Language spoken</th>
<th>Number of bilingual or immersion services</th>
<th>Estimated number of educators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mandarin</td>
<td>21</td>
<td>1028</td>
</tr>
<tr>
<td>Tongan</td>
<td>27</td>
<td>422</td>
</tr>
<tr>
<td>Somali</td>
<td>2</td>
<td>58</td>
</tr>
<tr>
<td>Russian</td>
<td>2</td>
<td>48</td>
</tr>
<tr>
<td>Cantonese</td>
<td>1</td>
<td>41</td>
</tr>
<tr>
<td>Samoan</td>
<td>3</td>
<td>33</td>
</tr>
</tbody>
</table>

6. The census measures language immersion at the service level rather than at the level of individual homes. This means that some educators within the service will be providing home-based ECE in English. It is also likely that a proportion of educators providing home-based ECE in another language will also be proficient in English. These educators have not been excluded from the table. Educators who cannot speak English, but are in services that are not classified as bilingual or immersion, are not included in the table.

7. The data in the table also relates to a fixed point of time, a week in June 2018. This means that the use of particular languages may have grown or decreased since this point.

8. Despite these limitations, it is likely that there will be high demand for programmes in Mandarin and Tongan. There is likely to be less demand for a programme in Samoan compared to other languages, because there are not as many Samoan speaking educators.
9. As the Ministry does not hold a robust picture of demand for ECE programmes delivered in particular languages, we recommend that TEOs present evidence of demand for their proposed programme as part of an application process to access funding.

10. We recommend that the TEC prioritises funding with the objective of maximising the number of non-English speaking educators who complete the level 4 ECE qualification. As the focus will be on qualification completion, TEOs with a strong record of supporting learners through study to achieve educational outcomes would be preferred.

How TEC will administer the fund

11. The purpose of the funding is to enable TEOs to develop programmes contextualised for delivery in languages other than English and Māori. TEOs would use the funding to contextualise programmes by translating material and making the programme culturally appropriate. Those programmes must lead to the New Zealand Certificate in Early Childhood Education and Care (Level 4) [Ref: 2850] qualification.

12. Subject to NZQA programme approval, we expect TEC would provide Student Achievement Component funding to the TEOs to deliver the contextualised level 4 ECE programmes.

13. We propose the TEC seeks applications to access the funding from eligible TEOs who currently offer NZQA approved programmes leading to the New Zealand Certificate in Early Childhood Education and Care (Level 4) qualification.

14. We recommend the TEC allocates level 4 ECE programme development funding with the primary aim of maximising the number of learners who will complete the qualification. This means TEOs would be preferred if they have a strong record of supporting learners with study, particularly learners from the community their application relates to.

15. We propose that the TEC reports back to you on the initiatives they have funded by the end of 2021 and any initial findings.

Next steps

16. The TEC and NZQA were consulted on the development of this report and letter of delegation.

17. We recommend that you sign the delegation (attached as Annex 1), to enable the TEC to administer the funding.

18. The TEC expects to open an application process for a pilot initiative in late 2019, and notify the outcome of the tendering process in March 2020.