

Good Governance of Child Care: What Does it Mean? What does it look like?

NEW ZEALAND MODEL

Coalition of Child Care Advocates of BC

Working Documents - For Information Purposes

NEW ZEALAND CHILD CARE GOVERNANCE MODEL¹

New Zealand

- Population 3.8 million (2001); median age of population 35 years; 80 percent of European ethnicity²
- In 2006, approx 875,000 of the population are under the age of 15 years (or 21.1 percent of the population).³
- Land is 269,000 sq km
- New Zealand is a parliamentary democracy

Brief Model Description:

“In New Zealand there was a plethora of different kinds of [early childhood education] provision: kindergartens, playgroups, community-based child care, private child care, and so on. In the early 1980s these were brought together under the jurisdiction of the education ministry, which established a common funding structure, common training requirements for staff, common management or ‘chartering’ structures, and a common curriculum for children aged zero to five years that was supposed to apply to all establishments of whatever kind. A major expansion of the system, particularly for infant care, was planned. The main lobbying impetus for these reforms came from the teachers’ trades union, the Labour government embraced them fully; the Prime Minister David Lange authored and signed the booklet *Before Five* which introduced the reforms.”⁴

The common curriculum that was developed by and for the early childhood sector is called *Te Whāriki*, or ‘*Woven Mat*’. It “provides the basis for consistent high quality curriculum delivery in the diverse range of early childhood services in New Zealand.”⁵ However, “**the term curriculum is used...to describe the sum total of the experiences, activities and events, whether direct or indirect, which occur within an environment designed to foster children’s learning and development.**”⁶ This distinction is very important in the New Zealand context. “...the weaving of the curriculum may be different for each child. The weaving metaphor describes a complex learning pattern that increases in complexity as the child engages with the environment and develops learning theories and understandings. This is in contrast to a curriculum that is based on steps of development where the child will start at the bottom and work through a series of experiences in order to reach the top and move to the next level in their educational journey. *Te Whāriki* allows for a range of patterns of learning and each is as important as the other for the individual child.”⁷

“It is especially significant that this curriculum has been developed in response to initiatives from the early childhood sector. While services are diverse in terms of structure and philosophy, early childhood education personnel have worked together to develop a common curriculum development within the different early childhood services, together with findings in research, international literature, and the shared knowledge and agreed understandings that have emerged in New Zealand over the past two decades.”⁸

** Note that the term ‘*whānau*’ used throughout the literature. It is the Maori word for ‘**extended family**’. Extended family plays a crucial role in a child’s life according to Maori culture and as such, is explicitly acknowledged when referring to ‘family’.

Summary: Emergence of the New Zealand model⁹

- Newly elected Prime Minister appointed himself Minister of Education. He had a strong commitment to children and put pressure on government to put children first across all disciplines.
- Ministry of Education was in need of massive reform and he wanted to take the lead.
- Pressure from citizens to look at ‘another way’ because ‘social welfare’ was not adequately supporting families.
- The leaders of the Early Childhood section all shared similar values and had advocated for ECE for years.
- There were many years of pre-work behind the scenes by individuals dedicated to ECE who had strong expertise and strong ties to the community – they were ready to step in and begin a process of consultation to bring the model to life.
- The ‘curriculum’, created by ECE providers and government, was a key factor in uniting the sector at all levels.
- Unionization was a key factor as well – Early Childhood and Education unions merged. This provided a strong voice for Early Childhood practitioners, increased the perception of ECE providers being professionals on par with school teachers in the public eye, and their wages were raised to teachers’ wage levels.
- Also, the Education Review Office (ERO) underwent a massive cultural shift and change in leadership. ERO began reviewing schools/centres for what the children were learning, rather than an ‘achievement/efficiency’ approach. This further reinforced the new curriculum and a ‘working *with*’ approach.

The Public Policy Context

The broader public policy context in which the governance model operates.

1. Universal	<i>The government takes a universal entitlement approach (as opposed to a targeted or market approach).</i>
→	The New Zealand government is moving towards a universal entitlement approach. As of July 2007, 20 hours of free early childhood education will be available for three and four year olds although the policy has its challenges.
	<ul style="list-style-type: none"> ▪ “In 1999 a Labour led Government came to power. They introduced a policy of ‘equity funding’ for centres in relation to a formulae of factors such as rural location, low income areas, and/or children with special needs and/or cultural and language needs. The funding was linked to an election policy of ‘closing the [economic] gaps...The [newly developed] Strategic Plan document outlined...pay equity between early childhood and primary school teachers, proactive government policies for provision, higher proportions of qualified staff in centres and improved ratio and group size regulations and significantly higher levels of funding. The working group stated that, ‘Our long term vision is for whānau and families to have a universal entitlement to a reasonable amount of free, high quality early childhood education’.”¹⁰

	<ul style="list-style-type: none"> ▪ As of July 1, 2007, the government is offering up to 20 hours of free early childhood education for three and four year olds in teacher-led early childhood education services. A government press release indicates that “up to 92,000 children stand to benefit from Free ECE, based on current enrolment patterns.”¹¹
2. Quality	<i>Government is responsible, and sets high standards for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).</i>
☑	<p>Since 2002, the government has implemented a national curriculum (<i>Te Whāriki</i>) and a strategic plan that will promote a proactive approach to development of quality ECE services. The government has also implemented more rigorous evaluation of services through the Education Review Office (see: <i>2.a Accountable</i>).</p>
	<ul style="list-style-type: none"> ▪ In 2002, New Zealand adopted a 10 year strategic plan to lay out the commitment of all ECE stakeholders and a guide for “strengthening a diverse early childhood education sector where <i>Te Whāriki</i> is provided effectively.”¹² This strategic plan outlines a clear commitment to improving quality of ECE services by: <ul style="list-style-type: none"> ○ implementing the <i>Te Whāriki</i> curriculum ○ ensuring teachers, ratios and group size support quality ○ providing for quality interactions between teachers/parents and whānau and children ○ establishing and reflecting on quality practices in teaching and learning. ▪ The commitment in the strategic plan outlines improving ECE quality through increasing the numbers of qualified teachers. Simultaneously, the Ministry recognized that this would impact the cost of ECE services and made a commitment to “fund services so that increased teacher quality does not come at the cost of decreased participation.”¹³ ▪ In 2003, the New Zealand’s Ministry of Education ‘Education Counts’ centre led a ECE Teacher-led Workforce Survey on qualifications and registration, workforce mobility, workforce ethnicity, and remuneration. ▪ In 2005, there were 4,436 services providing early childhood education. Of these, 3,598 were licensed. There was an overall net increase of 62 licensed and licence-exempt services from July 2004 to July 2005.¹⁴ ▪ All early childhood teachers must complete three-year post-secondary training programs, most of them in the same colleges and faculties of education that prepare primary and secondary teachers.¹⁵ ▪ Kindergarten Teachers Association and the Early Childhood Workers Union merged to form the Combined Early Childhood Union of Aotearoa which amalgamated with NZEI Te Riu Roa in 1994 (primary and secondary school teachers union).¹⁶

	<ul style="list-style-type: none"> ▪ In New Zealand where there is a diversity of early childhood education services, consistency and continuity is established via the curriculum <i>Te Whāriki</i> which is taught in all ECEC teacher-training programs across the country.¹⁷ ▪ Margaret Carr and Helen May, two authors of the <i>Te Whāriki</i> curriculum explain the process of developing the curriculum: “Early childhood organizations and practitioners, including ourselves (with backgrounds including experience as kindergarten and childcare practitioners), were originally wary of the idea of a national early childhood curriculum; we were concerned that it might constrain the sector’s independence and diversity. But the alternative strategy of not defining the early childhood curriculum, was now becoming a potentially dangerous one for the early childhood organizations, since the developing national curriculum for schools might start a ‘trickle down’ effect, particularly as the government was also proposing a more systematic national assessment during the early school years.”¹⁸
3. Affordable	<i>Parental fees are no more than 20% of service revenue.</i>
?	It is not clear whether there is a cap on parental fees beyond the 20 hours of free provision; however, there is subsidy funding available to low-income households.
<input checked="" type="checkbox"/>	As mentioned below, one researcher argues that parent fees are ‘nominal’.
	<ul style="list-style-type: none"> ▪ “nominal parent fees...” (see below)
4. Publicly funded	<i>Government provides the majority of funding for relevant services.</i>
<input checked="" type="checkbox"/>	The government provides the majority of basic operating costs for ECE programs and, as of July 2007, 20 hours of free early childhood education will be available for three and four year olds as well as 5 year olds receiving special education support as part of a formal “transition-to-school” plan. Their contribution to additional ECE services is not clear at this point.
	<ul style="list-style-type: none"> ▪ “The government funds approximately 85 percent of basic operating costs for early childhood care programs, with the balance made up though nominal parent fees and fundraising. Even more support is available through special incentive grants to programs that have raised quality...In budget year 2004-2005, New Zealand...allocated \$451-million...to direct operating subsidies for child-care programs [compared to BC’s \$48-million to child-care operating expenses].”¹⁹. ▪ “Previously Governments in New Zealand had not been concerned with the early childhood sector however the late 1980s NZ saw an introduction of a new funding formula which meant that they were now committed to providing a minimum of 50% of the funding. In some cases, more to licensed early childhood services.”²⁰

5. Accessible	<i>There is a space for everyone in a resource that supports their full development.</i>
→	There are waitlists and inaccessibility challenges; however, in general the government is proactive in providing more access to ECE services.
	<ul style="list-style-type: none"> ▪ Approximately 185,000 children are enrolled in Early Childhood education (both licence and licence-exempt), or approximately 65.1 percent of the total 0-5 population.²¹ In 2005, 94.3 percent of children attended an early childhood service prior to starting grade 1 at school.²² In 2005, 80% of New Zealand children enrolled in an ECE service attended for at least six hours a week, with 57.2% of children attending between 6 and 24 hours.²³ ▪ In 2004, a leading Canadian early childhood researcher claimed: “Far more New Zealand (64 percent) aged newborn to 4 have access to [ECEC] programs than do Canadian children (12.1 percent).”²⁴ ▪ “96.5% of four year olds and 90% of three years olds attend compared to 56% of two year olds and 14% of one year olds. The lesser rates of participation are due to less demand by parents but cost and availability also prohibits access.”²⁵

New Zealand Child Care Governance

1. Clear Mandate	<i>The degree to which the governance model has a clear mandate - there is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).</i>
☑	The Ministry of Education clearly has a formal mandate for, when necessary, the assessment of need, planning, development and delivery of child care. This mandate is embedded in the Education Act of 1989 – Section 26. The legislation outlines the government’s authority to approve charters established by ECE centres (section 312).
	<ul style="list-style-type: none"> ▪ “In 2002, the government increased their involvement in the management of the ECE network of services in order to increase participation in quality ECE services due to the 10 year strategic plan for early childhood education, <i>Pathways to the Future: Nga Huarahi Arataki</i>. The term ‘network management’ encompasses planning the provision of ECE services, property provision, and the provision of advice and support to ECE services for governance and management. The most significant tool we use is the Discretionary Grant Scheme where the application assessment matrix analyses and assesses communities of interest to the Ministry. The Ministry has a targeted approach to this process, only becoming involved if it would help facilitate access and participation in quality ECE services to ensure that they are responsive to the local needs and conditions faced by communities. The

	<p>Ministry seeks to address barriers to access which may be to do with property or a lack of quality and/or responsiveness in existing ECE services. The focus is on communities which, due to low ECE participation rates are a priority (likely to be Maori, Pacific, low socio-economic and/or isolated communities). Property provision and advice and support is limited to community-based ECE services.”²⁶</p> <ul style="list-style-type: none"> ▪ The Ministry ensures that advice and support for governance, management and professional leadership is available to all ECE services – to coordinate this work, the Ministry works with ECE sector umbrella groups and organizations. The government claims that this is now paying off: “The Ministry is an effective central support nexus, linking ECE services in need of help with support providers. Governance, management, responsiveness and quality are all the prime concerns of support mechanisms as these factors most critically affect ECE services’ long-term health. We are now seeing the results of this support. Concentrated support provided especially to communities where participation in ECE services is historically low, is paying off as the trend reverses. Concentrated support is also ensuring ECE services that previously struggled under the weight of governance and management issues are stabilized and regaining strength. The Education Review Office and the Ministry maintain a supportive watch for at-risk services. Their interest is to ensure these services receive the support and professional development they need to continue.” ²⁷ ▪ “New Zealand’s Ministry of Education is responsible for all programs for children up to age 4; the ministry provides direct operating funds, develops curriculums, trains teachers, administers child-care-subsidy programs and special-needs preschool programs and evaluates program quality.”²⁸
<p>2. Reflects CCCABC’s Values</p>	<p><i>The degree to which the model promotes CCCABC’s values:</i></p>
	<p>a. Accountable <i>The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.</i></p>
<p><input checked="" type="checkbox"/></p>	<p>An independent Education Review Office has the authority to review ECE services. This public review occurs once every three years.</p>
	<ul style="list-style-type: none"> ▪ The Education Review Office is a department independent from the Ministry of Education that “regularly assesses the program quality in all educational settings, including ECEC programs – and makes those assessments public.”²⁹ This Office conducts reviews of a ECE service on average once every three years and reports to managers of ECE services and the government on quality of education provided for children in the individual centre.³⁰ ▪ Reviews include service self-reviews as well as external reviews which then feed immediately back in to assisting the service to improve. ▪ “ERO believes that the important outcomes of an early childhood education include the development of:

	<ul style="list-style-type: none"> ○ confidence and competence as a learner as the result of active exploration; ○ confidence and competence as a communicator as the result of making meanings known; ○ a sense of continuity and belonging as the result of effective relationships and communication between home and the early childhood service; and ○ a sense of wellbeing and contribution as the result of effective engagement with early childhood education experiences that challenge and stimulate children to learn, think and grow in confidence.”³¹
2. Reflects CCCABC’s Values	b. Coordinated <i>The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).</i>
? <input checked="" type="checkbox"/>	The Ministry of Education plays a significant oversight role regarding equitable service; therefore, it is reasonable to suggest that this role will include coordination and integration of service, i.e. the funding Application Assessment matrix should assist in the planning of coordinated services (see: 2.c Equitable). The government’s strategic plan will also promote internal and cross-sectoral collaboration.
	<ul style="list-style-type: none"> ▪ The strategic plan outlines the need to promote collaborative relationships designed to improve the development and educational achievement of children between birth and age eight though forming strong links between ECE services, parent support and development, schools, health and social services.³²
2. Reflects CCCABC’s Values	c. Equitable <i>The model promotes equitable access across regions.</i>
<input checked="" type="checkbox"/>	A significant role of the Ministry of Education is ‘facilitating’ access to quality ECE services and supporting ECE services to be more responsive to the needs of children, families and whānau.
	<ul style="list-style-type: none"> ▪ A significant role of the Ministry of Education appears to be “facilitating” access to quality ECE services and supporting ECE services to be more responsive to the needs of children, families and whānau. As mentioned in section 1. <i>Clear mandate</i>, “the most significant tool [the Ministry of Education uses] is the Discretionary Grant Scheme where the application assessment matrix analyses and assesses communities of interest to the Ministry. The Ministry has a targeted approach to this process, only becoming involved if it would help facilitate access and participation in quality ECE services to ensure that they are responsive to the local needs and conditions faced by communities. The focus is on communities which, due to low ECE participation rates are a priority (likely to be Maori, Pacific, low socio-economic and/or isolated communities). Property provision and advice and support is limited to community-based ECE services.”³³ In short, the Ministry of Education plays a very significant role in ensuring ECE services are available to all children. They collect and analyse data “based on Statistics NZ census information and population projections as well as annual data returns [the Ministry of Education receives] from early childhood services regarding their current enrolment information (and other useful data). This provides the ‘first sieve’ of information [to the] regionally based network coordinators

	<p>and advice & support coordinators (Ministry of Education staff) to use to respond to and initiate engagement with communities to identify an ECE solution that meets the community needs.”³⁴ “The Ministry facilitators work with the communities to decide on the services most needed. Sometimes communities establish their own ECE service; other times the facilitators work with existing services to lift their game in meeting the community’s needs. Then there are solutions developed to meet very specific needs of individual families or whānau. These solutions are sometimes as simple as providing transport to other ECE services better equipped to meeting the children’s needs. All, though, see greater numbers of children developed and extended in quality ECE services.”³⁵</p> <ul style="list-style-type: none"> ▪ “Since...2006/07 the Ministry now uses catchment areas which have been calculated to better reflect how far most families usually travel to access early childhood education (ECE). When eligible applications are received in the Ministry of Education local offices they are analysed using the Application Assessment matrix. This includes an analysis of the following factors: network factors, community factors and service factors. Local and Regional allocation committees are held with Ministry of Education staff, ECE sector and community representatives. The purpose of these meetings is to prioritise applications at a regional level and make recommendations for the National Allocations Committee. The National Allocations Committee reviews the decisions made by regional committees and prioritises applications nationally according to need, making recommendations for funding to the Minister of Education.”³⁶
<p>2. Reflects CCCABC’s Values</p>	<p>d. <i>Inclusive and responsive to diversity</i> <i>The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.</i></p>
<p><input checked="" type="checkbox"/></p>	<p>One clear aspect of all of New Zealand’s initiatives in child care is a strong commitment to action in honouring Maori and Pacific peoples and cultures. The curriculum also outlines specific approaches to take with children with special needs in ECE.</p>
	<ul style="list-style-type: none"> ▪ The <i>Te Whāriki</i> curriculum outlines the need to engage children with special needs in learning. “An Individual Development Plan or Individual Education Plan (IDP or IEP) will be developed for any children who require resources alternative or additional to those usually provided within an early childhood education setting.”³⁷ Also, the 20 hours of Free ECE funding is available for 5 year olds receiving special education support as part of a formal “transition-to-school” plan. “This recognizes that, for a small number of children, a longer transition to schooling may be needed.”³⁸ ▪ Early childhood care and education is also seen as playing an “integral part in transmitting Maori culture and values to young Maori children and, in particular, supporting both the survival and revival of the Maori language. Pacific Islands communities have also seen early childhood services as a means of supporting families and keeping their languages and cultural alive and dynamic.”³⁹ ▪ The <i>Te Whāriki</i> curriculum is “the first bicultural curriculum statement developed in New Zealand. It contains curriculum specific for Maori immersion services in early

	<p>childhood education and established, throughout the document as a whole, the bicultural nature of curriculum for all early childhood services.”</p> <ul style="list-style-type: none"> ▪ The New Zealand’s Ministry of Education ‘Education Counts’ centre has led a ECE Teacher-led Workforce Survey that, amongst other things, tracks “the different ethnic groups that make up the ECE teacher workforce.” This study found that between 8 and 10% of teachers identified as being Maori with 56% of those speaking Maori ‘well or fairly well’, and 7 or 8% identified as being Pasifika. ⁴⁰ ▪ “About 30.6 percent of Maori preschool children in New Zealand attend ‘Te Kohanga Reo’ (or ‘language nest’) programs that serve as Maori language-immersion and school-readiness programs for six hours each day.”⁴¹ ▪ The government focuses its discretionary grants on communities which, due to low ECE participation rates are a priority (likely to be Maori, Pacific, low socio-economic and/or isolated communities). ▪ The strategic plan has numerous areas of focus for Maori and Pasifika needs, including supporting community-based services run by Maori for Maori, and providing advice and support to Pasifika ECE services in the absence of an umbrella group to provide such support.
<p>2. Reflects CCCABC’s Values</p>	<p>e. <i>Community-control</i> <i>The model promotes democratic community control, meaning it will:</i></p>
	<p>i. Be participatory, with children, parents, caregivers, and community members at large involved,</p>
<p>? <input checked="" type="checkbox"/></p>	<p>The literature was unclear on specific participation of community; however, a vast amount of decision-making power on the planning and delivery of ECE services seems to rest with the providers and community based umbrella organizations and structures.</p>
	<ul style="list-style-type: none"> ▪ The planning and delivery of child care services seems to rest largely on, where present, the ECE sector district and regional umbrella groups and organizations (i.e. Kohanga National Trust⁴², Barnardos New Zealand, Early Childhood Council, Montessori Association of New Zealand Inc., etc.) These groups and organizations are largely governed by their membership.⁴³ ▪ For example, in a 1996 consultation document <i>Future Directions</i> published on the Education union website outlining the “<i>structures and funding required to deliver education services that will provide the best quality education and care for New Zealand children and their families</i>”, they concluded that effective ‘organization of services’ involved “the value of centres having the support of an ‘umbrella’ organisation at regional and national levels. Examples of such structuring are te kohanga reo local and district tino rangatiratanga units and Te Kohanga Reo Trust as the overall national organisation; playcentre associations and the New Zealand Playcentre Federation; kindergarten associations and the NZ Free Kindergarten Associations and Kindergarten Federation. Centres gain

	from being part of a national and regional structure through pooling of resources, economies of scale, policy development, sharing of information, employment of paid staff and provision of advisory and support services. National bodies can provide a united lobby voice, a mechanism for networking, economies of scale, shared goals, research and monitoring of standards.” ⁴⁴
2. Reflects CCCABC’s Values	<i>e. Community-control</i> ii. Reflect a high level of community ownership ,
?	Without further examination of the ‘chartering structures’ and community or membership driven umbrella organizations, the level of community ownership of ELC services is not clear. The priority the government places on ‘underserved’ areas and the emphasis on working with communities to address inequities suggests a strong basis for community ownership.
2. Reflects CCCABC’s Values	<i>e. Community-control</i> iii. Be delivered through non-profit or public organizations,
<input checked="" type="checkbox"/>	The government is not focused on developing non-profit ECE organizations.
	<ul style="list-style-type: none"> ▪ Government property provision, advice and support is limited to community-based ECE services.⁴⁵ ▪ “By 1999 43.4% of all child enrolments were in childcare centres which accounted for 83% of the growth of early childhood provision during the previous decade. Half of these centres were private and for profit. This has been a sensitive political issue in New Zealand where there is little government policy discrimination between the private for profit and community provision...There has been an almost total reliance on the market-place of community and private endeavour for provision.”⁴⁶
2. Reflects CCCABC’s Values	<i>e. Community-control</i> iv. Allow for political autonomy ,
?	The literature does not speak specifically to the issue of funding autonomy however:
<input checked="" type="checkbox"/>	<ul style="list-style-type: none"> - bulk funding grants are allocated nationally, supplemented by discretionary grants for services who require additional support. - outside of funding, ECE services seem to be permitted to plan and deliver services in whichever way they see fit.
	<ul style="list-style-type: none"> ▪ The Ministry of Education works with an “expert sector advisory group, the Early Childhood Advisory Committee” that includes people from the sessional, all-day, home-based and kohanga reo parts of the ECE sector.⁴⁷ This Advisory Committee works with the Ministry on ECE policy.

2. Reflects CCCABC's Values	<i>e. Community-control</i> v. Be of a size/scale that allows a direct relationship between users and caregivers,
?	This is unclear from the literature.
2. Reflects CCCABC's Values	<i>e. Community-control</i> vi. Have the infrastructure (administrative support, etc.) to support community involvement,
?	Some level of infrastructure support is provided by the government but it appears as though some ECE services do rely on voluntary commitment.
	<ul style="list-style-type: none"> ▪ "Both Kohanga Reo and Pacific Islands language centres reliant on considerable voluntary commitment."⁴⁸
2. Reflects CCCABC's Values	<i>e. Community-control</i> vii. Allow service delivery to be decentralized , and it will,
<input checked="" type="checkbox"/>	Service delivery is heavily decentralized.
2. Reflects CCCABC's Values	<i>e. Community-control</i> viii. Build on the strengths that currently exist in the community and province (probably using a community development model).
<input checked="" type="checkbox"/>	The model clearly was developed using the strengths of existing ECE services in New Zealand.
	<ul style="list-style-type: none"> ▪ It is clear that the New Zealand model was developed to build on the strengths of the ECE services already serving the country's children. "[The strategic plan] is informed by history in that it acknowledges the strengths of New Zealand's ECE sector and uses them as the basis for development."⁴⁹ ▪ "The strengthening links between the different early childhood education services have encouraged a growing appreciation of each other's differences and similarities. The curriculum seeks to encompass and celebrate this diversity as well as to define common principles, strands, and goals for children's learning and development within which the different organizations and services are able to operate".⁵⁰

Concerns, Issues, Questions

1. What kind of power do the local community agencies have, or feel they have, in relation to the Ministry of Education? What is the impact of the funding structure on their autonomy? What impact has the continued growth of for-profit ECE had on the sector in relation to governance?

¹ This is an initial examination of the New Zealand model.

² Statistics New Zealand,

http://www2.stats.govt.nz/domino/external/web/prod_serv.nsf/htmldocs/A+Changing+New+Zealand

³ Statistics New Zealand, <http://www.stats.govt.nz/products-and-services/hot-off-the-press/national-population-estimates/national-population-estimates-jun06qtr-hotp.htm>

⁴ Helen Penn, "Getting Good Child Care for Families: What Can Canada Learn from Other Countries?", in *Our Children's Future: Women's Work, Childcare, and Welfare State Redesign*, by Gordon Cleveland and Michael Krashinsky (eds) Toronto: University of Toronto Press Inc., 2001. 110.

The main providers of early childhood education are:

- **Kindergartens**, which operate sessional early childhood education for children between the ages of three and five.
- **Playcentres**, which are collectively supervised and managed by parents for children aged up to five years.
- **Education and Care Centres**, which provide sessional, all-day, or flexible hour programmes for children from birth to school age. They may be owned by private businesses, private trusts, public bodies or community trusts. Included are a small but increasing number of services that provide Māori Immersion Education and Pacific Island Education.
- **Homebased Services**, which is a network of homes under the supervision of a homebased coordinator. The coordinator places children with caregivers in approved homes for an agreed number of hours per week.
- **The Correspondence School**, which is a distance education service mainly for children between three and five who are unable to attend, or have limited access to, an early childhood service because of isolation, illness or itinerancy. Programmes are also available for children with special needs.
- **Te Kōhanga Reo programmes**, with a whanau development philosophy based on the total immersion of children from birth to school age in Māori language, culture, and values
- A range of **licence-exempt groups**, which include:
 - Playgroups, which are community based groups of parents and children who meet for one to three sessions per week.
 - Pasifika Language Groups, whose main purpose is to provide programmes based on the values and languages of Pacific Island cultures.
 - Special character centres such as Early Intervention Centres and Pacific Island Centres. They operate with a high level of parent participation.
 - Ngā Puna Kōhungahunga, which are groups set up in community based locations that are culturally appropriate for Māori.

(from: Education Counts, *Education Statistics of NZ 2005*

<http://educationcounts.edcentre.govt.nz/publications/homepages/education-statistics/ed-stats-2005.html>)

⁵ New Zealand, Ministry of Education, *Te Whāriki: Early Childhood Curriculum*, Wellington: Learning Media Ltd, 1996. 7.

⁶ *Te Whāriki*, 10.

⁷ Jilly Tyler, *Te Whāriki the New Zealand Curriculum Framework (Presentation to the 2002 World Forum on Early Care and Education)*: http://www.worldforumfoundation.org/wf/history/presentations/index.php?p=2002_tyler.

The curriculum has been envisaged as a whāriki or woven mat, woven from the principles, strands, and goals defined within. Different programmes, philosophies, structure and environments will contribute to the distinctive patterns of the whāriki, such as

- cultural perspectives
- structure differences, such as sessional or full-day programs
- organizational differences, such as in kindergartens or child care centres
- different environments, such as home-based or centre-based programmes, etc.

⁸ *Te Whāriki*, 10.

⁹ Much of this section was covered in an interview with Mary-Jane Rivers, an original member of a committee to form and implement a national ECE Strategy. Interview in Vancouver on October 10, 2006.

¹⁰ Helen May, "Childhood Care and Education in Aotearoa – New Zealand: An overview of history, policy and curriculum." For a publication in a New Zealand Edition by Keith Sullivan for the *McGill Journal of Education*, Canada 2002. 8.

¹¹ New Zealand, Ministry of Education, Free early childhood education, <http://www.minedu.govt.nz/index.cfm?layout=document&documentid=11253&data=i>. For criticisms, please see the Early Childhood Council's site at: www.ecc.org.nz/mediareleases/index.php.

¹² New Zealand. *Pathways to the Future: Ngā Huarahi Arataki, A 10 year strategic plan for early childhood education*: http://www.minedu.govt.nz/web/downloadable/dl7648_v1/english.plan.art.pdf.

¹³ New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 6 & 9.

¹⁴ Education Counts, *Education Statistics of NZ 2005*

¹⁵ Hillel Goelman, "Down Under is on top in early childhood programs", *Globe and Mail*, Sept 6, 2004.

¹⁶ Scoop News, *NZEI Te Riu Roa Honours Contributions to Education*, 19 September 2006, at: www.scoop.co.nz/stories/ED0609/S00073.htm

¹⁷ Ibid

¹⁸ Margaret Carr & Helen May, "Te Whāriki: curriculum voices", in *Early Childhood services: Theory, policy & practice*, Helen Penn (ed), Phil: Open Univ Press, 2000.

¹⁹ Hillel Goelman, "Down Under is on top in early childhood programs"

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- ²⁰ Jilly Tyler, *Te Whāriki the New Zealand Curriculum Framework*
- ²¹ The indicator over-estimates enrolment rates in the population because it double- or triple- counts those children who attend more than one early childhood education service. However, as this indicator includes very young children who have low participation rates, the overall participation rate calculated using this measure is slightly lower than the reported rate of [Prior participation in early childhood education: new entrants](#). Percentage was derived by adding licensed and non-licensed rates from here: <http://educationcounts.edcentre.govt.nz/datacube/engagement/dsau11.html#ecep-rc-05>.
- ²² Education Counts, *Prior participation in early childhood education: new entrants*, <http://educationcounts.edcentre.govt.nz/indicators/engagement/dsau16.html>
- ²³ Education Counts, *Hours of participation in early childhood education*, <http://educationcounts.edcentre.govt.nz/indicators/engagement/dsau22.html>
- ²⁴ Hillel Goelman, "Down Under is on top in early childhood programs"
- ²⁵ (My estimate is that this is based on year 2000 stats) Helen May, "Childhood Care and Education in Aotearoa – New Zealand: An overview of history, policy and curriculum." For a publication in a New Zealand Edition by Keith Sullivan for the *McGill Journal of Education*, Canada 2002. 9.
- ²⁶ Jane Ewens, Senior Advisor, ECE Network Management, Ministry of Education, Personal correspondence with Jocelyn Helland, October 5, 2006.
- ²⁷ New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 11&12.
- ²⁸ Hillel Goelman, "Down Under is on top in early childhood programs"
- ²⁹ Ibid
- ³⁰ New Zealand, Education Review Office, *The role of the Education Review Office in New Zealand education*, <http://www.ero.govt.nz/ero/publishing.nsf/Content/ERO%27s+Role>.
- ³¹ New Zealand, Evaluation Review Office, *Evaluation Indicators for Education Reviews in Early Childhood Services*, 2004, <http://www.ero.govt.nz/EdRevinfo/ECedrevs/ECE%20Eval%20Indicators.pdf>, 4.
- ³² New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 3.
- ³³ Ewens, *Personal correspondence*, Oct 5, 2006.
- ³⁴ Jane Ewens, Senior Advisor, ECE Network Management, Ministry of Education, *Personal correspondence with Jocelyn Helland*, October 11, 2006.
- ³⁵ New Zealand. *Pathways to the Future: Ngā Huarahi Arataki* 11.
- ³⁶ Ministry of Education, *Introduction to the Allocation Assessment Matrix*: <http://www.minedu.govt.nz/index.cfm?layout=document&documentid=10357&data=>
- ³⁷ *Te Whāriki*, 11.
- ³⁸ Ministry of Education, *Free early childhood education*.
- ³⁹ *Te Whāriki*, 17.
- ⁴⁰ Claire Harkess, Ministry of Education Demographic and Statistical Analysis Unit, *Ethnicity in the Early Childhood Education Teacher-led Workforce*, 25 March 2004 <http://educationcounts.edcentre.govt.nz/themes/downloads/ethnicity-03-STES.pdf>.
- ⁴¹ Hillel Goelman, "Down Under is on top in early childhood programs".
- ⁴² The National Trust's role in supporting the Kōhanga network and maintaining the philosophies underpinning the Kōhanga movement has been significant. The National Trust sees its activities as a partnering enterprise. The main functions of the Trust are:
- (1) To promote, support and encourage the use and retention of Te Reo Māori;
 - (2) To promote and encourage the establishment and maintenance of Te Kōhanga Reo Centres;
 - (3) To provide financial, advisory, and administrative assistance for the centres;
 - (4) To provide support and the means of obtaining support to people involved in the Te Kōhanga Reo Centres.
 - (5) To liaise with government departments and other relevant bodies on aspects of pre-school tuition in Māori language and the administration of the Te Kōhanga Reo programme (Source: Te Kōhanga Reo Certificate of Incorporation – at www.kohanga.ac.nz/aboutus.html)
- ⁴³ Mary Jane Rivers, *Interview*.
- ⁴⁴ New Zealand, Early Childhood Education Project Team, *Future Directions: Early Childhood Education in New Zealand*, New Zealand Educational Institute, revised July 2000, www.nzei.org.nz/ece_kindergarten/documents/ECEdirections.pdf
- ⁴⁵ Ewens, *Personal correspondence*, October 5, 2006.
- ⁴⁶ Helen May, "Childhood Care and Education in Aotearoa". 9-10.
- ⁴⁷ Ministry of Education, *Free early childhood education*..
- ⁴⁸ Helen May, "Childhood Care and Education in Aotearoa" 9.
- ⁴⁹ New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 4.
- ⁵⁰ *Te Whāriki*, 17