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CONTRACT RESEARCH



Pasifika Early Childhood Education

Priorities for Pasifika Early Childhood Education Research

Report to the Ministry of Education

Anne Meade, Hellen PuhīPuhī & Susan Foster-Cohen

Pasifika
Education

RESEARCH DIVISION



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PASIFIKA EARLY CHILDHOOD EDUCATION

FINAL REPORT

Part A: Pasifika early childhood education services profile

Part B: Priorities for Pasifika early childhood education research

Part C: Review essay on immersion and bilingual early education

Anne Meade, Hellen PuhīPuhī & Susan Foster-Cohen

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TABLE OF CONTENTS

Acknowledgements	1
Foreword	3
PART A: PASIFIKA EARLY CHILDHOOD SERVICES PROFILE	5
<i>Anne Meade & Hellen PuhiPuhi</i>	5
Introduction	5
Language	5
Picture of the Pasifika ECE sector	5
Anau Ako Pasifika	5
Pasifika Early Childhood Groups	6
Pasifika Education and Care Centres	6
Pacific Islands Early Childhood Council of Aotearoa (PIECCA)	7
Government structures and Pasifika early childhood education	8
Ministry of Education	8
Education Review Office	9
Early Childhood Development	10
Ministry of Pacific Island Affairs	10
Planning	11
Pasifika Education Plan	11
Pacific Capacity Building	12
Auckland City	13
Waitakere City	13
North Shore	13
Hamilton	14
Porirua	14
Hutt Valley	14
Christchurch	14
<i>Pathways to the Future: A 10-Year Strategic Plan for Early Childhood Education</i>	15
Goal: Increase participation in quality ECE services: Pasifika peoples	15
Goal: Improve quality of ECE services: Pasifika	15
Goal: Promote collaborative relationships: Pasifika	15
Increasing Participation	17
Demographic participation statistics	17
Pasifika Early Childhood Groups (PECGs)	17
Licensed and chartered early childhood services	17
Increasing participation	21
ECE Participation Project	21
Other Participation Projects Underway	22
Budget 2002	22
Improving quality	23
Teacher education for staff in Pasifika early childhood centres	23
Recruitment and retention	23
Pre-service teacher education	23
Recognition of prior learning	25
Scholarships	25
Professional development for Pasifika education and care centres	26

Early Childhood Development	26
Auckland College of Education Professional Support	28
Wellington College of Education Professional Support	28
Education Reviews	28
Findings from analysis of reviews	29
Resources	31
Funding	31
Funding for Pacific Island early childhood groups (licence exempt groups)	31
Rate 1 and Rate 2 funding for licensed and chartered Pasifika ECCs	31
Equity Funding	31
Number of Pacific ECCs	32
Discretionary Grants Scheme	32
Print resources	32
Web resources	34
Recent research on Pasifika early childhood education	34
Conclusions	37
PART B: SCOPING PRIORITIES FOR PASIFIKA EARLY CHILDHOOD EDUCATION RESEARCH	39
<i>Anne Meade and Hellen PuhīPuhī</i>	39
Introduction	39
Consultation meetings	39
Search of the literature	39
Research priorities	40
Priorities ranked according to weight of number of suggestions	40
Pasifika language acquisition and/or maintenance topics	40
Other priorities	42
Priority topics reordered according to timing	43
Establish children’s language norms and develop language measures	43
What parents/communities want?	44
Describing the language/s experiences of young Pasifika children	44
Longitudinal research on outcomes for those from different language settings	44
Teacher education and career pathways	44
Evaluating government's role vis-à-vis Pasifika ECS	44
Topics from the Literature Review on Pacific Education Issues Final Report	45
References	45
PART C: A REVIEW OF BILINGUALISM AND SECOND LANGUAGE ACQUISITION IN EARLY CHILDHOOD	47
<i>Susan H. Foster-Cohen</i>	47
Introduction	47
From home to early childhood centre	48
Bilingual and second language acquisition	49
Who is bilingual?	49
How do L1, L2, and bilingual language acquisition differ in early childhood?	50
Is there a critical period for child second language acquisition?	53
What is the ideal way of becoming bilingual in early childhood?	55

Is it OK for caregivers and teachers to mix their languages when talking to a bilingual child?	56
Do children vary in their capacity to acquire a second language?	58
What happens to the first language when the second is added?	60
What sort of language can and should children learn in early childhood?	61
What is the role of the early childhood centre?	62
Conclusions	63
References	63
APPENDICES	71
APPENDIX 1:	71
Discretionary Grants Scheme – Pasifika Pool - Summary	71
APPENDIX 2	73
Discretionary Grants Scheme – General Pool	73
Pacific Early Childhood Education Allocations	73
APPENDIX 3	75
Pasifika Education Research Framework (2001)	75
APPENDIX 4	76
Final Report of the Strategic Plan for Early Childhood Education Working Group to the Minister of Education (2001)	77
DIRECTION ONE: PARTICIPATION, ENGAGEMENT AND ACCESS	77
DIRECTION TWO: COLLABORATIVE RELATIONSHIPS	78
DIRECTION THREE: QUALITY EARLY CHILDHOOD SERVICES	79
DIRECTION FOUR: SUSTAINABLE EARLY CHILDHOOD SERVICES	81
APPENDIX 5	83
ECD Professional Development Outputs	83
in relation to Pasifika education & care centres	83
APPENDIX 6	84
Other Possible Research Topics	85
APPENDIX 7	87
Annotated Bibliography	87
<i>Dr Susan Foster-Cohen, University of Canterbury</i>	87

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Researchers have also spent time describing current projects to help us elaborate on and update the *Literature Review of Pasifika Education Issues* (Coxon, et al, 2001). Thank you.

An alphabetical list of organisations and individuals consulted follows:

1. Anau Ako Pasifika – Poko Morgan.
2. Early Childhood Development:
 - National Pasifika Manager, Le'atuli'ilagi Malaeta Sauvao
 - National Pasifika Coordinators' fono
 - Some Auckland Pasifika Coordinators.
3. Early Childhood Policy Research Advisory Group (convened by Kathy Smith).
4. Education Review Office - National Office (Frances Salt).
5. Group Special Education: Pasifika Manager, Ika Tameifuna, and one Pasifika specialist.
6. Linguists:
 - Dr Susan Foster-Cohen
 - Dr Jeffrey Waite
 - (and Drs Bell & Taumoevalou, see below).
7. Ministry of Education:
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 - Pasifika Advisory Group.
8. Ministry of Pacific Island Affairs:
 - Annette Lole Karepa (in Minister Gosche's office)
 - Va'a Makisi.
 9. Pasifika academics:
 - Dr Airini, Auckland College of Education
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 10. Pasifika early childhood education national organisations:
 - Cook Islands – Mi'i Teokota'i and Mama Te Paeru
 - Fiji – Amalaini Ligalevu Legge, Kasa Cagiaceva, Ratu Isoa Soqosoqo & Bubu Sai
 - Niue – Tapuaki Vaha
 - Samoa – Tiana Fauolo and Fereni Ete
 - Tonga – Cilla Jordan and Alfred Pule
 - (and others in the context of MoE fonu).
 11. Pacific Islands Early Childhood Council Aotearoa (PIECCA) - President, Rev Alfred Palu.
 12. Pasifika Nations Educators Association (PNEA) – Lily Tuioti & Maciu Vucago.
 13. Strategic Plan for ECE working group, Pasifika caucus recommendations, 2001.
 14. University of Auckland/AUT Marsden Fund researchers - Drs Allan Bell & Melenaita Taumoevalau.
 15. Woolf Fisher Research Centre, Auckland - Prof Stuart McNaughton and team.

Metaki ma'ata, fa'afetai lava, vinaka vakalevu, malo aupito, and manuia.

Anne Meade and Hellen PuhiPuhi

Foreword

Ni sa bula, talofa lava, kia orana, malo e lelei, fakaalofa atu, taloha ni, greetings.

The Pasifika Early Childhood Education Profiles and Scoping Project was commissioned in early 2002 to compile a picture of Pasifika early childhood education (ECE) in Aotearoa New Zealand pursuant to the *Pasifika Education Plan* (Ministry of Education, 2001) and the Early Childhood Education Strategic Plan working group's *Report to the Minister of Education* (2001). The project team is Dr Anne Meade and Hellen PuhīPuhī (both members of the ECE strategic plan working group), and Dr Susan Foster-Cohen, linguist. They report to the Bilingual and Immersion Education Theme Team and the Pasifika Education team, via the Research Division of the Ministry of Education.

The purpose of the project is:

1. To build a profile of Pasifika ECE in Aotearoa in 2002;
2. To provide preliminary guidance on the role of immersion and bilingual education in ECE (and transition to school) for Pasifika students' language acquisition and cognitive development;
3. To coordinate research and evaluation reports on Pasifika ECE; and/or
4. To scope and suggest research priorities vis-à-vis Pasifika bilingual and immersion ECE.

This report contains three main parts:

- Part A: Pasifika early childhood education services profile;
- Part B: Scoping priorities for Pasifika early childhood education research;
- Part C: Review essay and guidance on immersion and bilingual early education.

The appendices include fuller statistics and a brief annotated bibliography.

Part A is a compilation of information about policy and provision for and participation in Pasifika ECE in Aotearoa New Zealand, including some trend data (when relevant) for the past few years. It summarises information from several sources within the Ministry of Education, the Education Review Office, and the Ministry of Pacific Island Affairs. Part B, in its draft form, was forwarded to the Ministry of Education in early April 2002. It indicates the priorities for Pasifika ECE research distilled from a scan of relevant literature and consultation with a range of officials and interested parties in the community. Part C is the work of Dr Susan Foster-Cohen and focuses on issues related to bilingual and immersion education for young children.

PART A: PASIFIKA EARLY CHILDHOOD SERVICES PROFILE

Anne Meade & Hellen Puhipuhi

Introduction

This section contains a profile of Pasifika early childhood education in Aotearoa. The sources of the information have generally been published material or material on file in government departments and agencies.

Language

We found the term to describe heritage or community languages can raise debate. People used the following terms (often giving reasons why they used it in preference to others): heritage language, mother tongue, native language, community languages, and home language. On the advice of the linguist on the team (see Part C), we have adopted the term ‘community language/s’. At times, it is still important to differentiate between L1 (first language) and L2 (second/subsequent language/s). It can also be relevant to differentiate between Pacific Island-born and NZ-born children. L1 can be English for some NZ-born Pasifika children.

Picture of the Pasifika ECE sector

Pasifika communities have been actively establishing early childhood services since the mid-1980s. The establishment of nga kohanga reo by Maori in 1982 provided a model for Pasifika peoples to follow – Pasifika early childhood education services run by Pasifika peoples for Pasifika children taught in their Pasifika language/s.

Pasifika early childhood education services fall into three broad categories:

- Anau Ako Pasifika;
- Licence-exempt Pasifika Early Childhood Groups (PECGs);
- Licensed and chartered Pasifika Education and Care Centres (PECCs).

Anau Ako Pasifika

Anau Ako Pasifika is a parent education, home tutoring programme with a particular emphasis on parents who are disadvantaged. As well as making regular home visits, the home tutors run intergenerational groups, train volunteer home visitors, foster home-centre-school connections, provide holiday programmes, prepare resources, and facilitate family use of community facilities. There are six home tutors who ‘walk alongside’ parents – and extended family members, including grandparents. They include a focus on facilitating the transition of children from home to an early childhood service (ECS) or to school.

The number of families participating in Anau Ako Pasifika as at December 2001 was 378. A total of 16 families left that year when a child transferred to an ECS, and three went to school. The ethnicity of the home tutors includes: Samoan, Niuean, Cook Islands and Tongan. Extra funding was voted in the Budget 2002 for an expansion.

Pasifika Early Childhood Groups

Pasifika Early Childhood Groups (PECGs) are licence-exempt groups recognised by system and given a small grant-in-aid by Early Childhood Development (ECD). Pasifika Co-ordinators in ECD provide advice and support to PECGs.

Parents and extended family members are responsible for running PECGs. They mostly operate in community facilities.

Pasifika Education and Care Centres

Pasifika Education and Care Centres (PECCs) are licensed and chartered education and care centres. They receive either Rate 1 or Rate 2 funding¹.

Table 1: Ethnicity of Licensed Pasifika Education & Care Centres

Samoan	40
Cook Island	10
Tongan	8
Niuean	7
Pasifika (not specified)	6
Tokelauan	1
Tuvaluan	1

Education Statistics as at July 2001 record 73 education and care centres classified as PECCs, but some of the data supplied by DMA relate to 75 PECCs because one kindergarten and one playcentre were denoted as a Pasifika centre in their records. (The kindergarten is no longer so denoted.) The biggest group of PECCs is Samoan. There are 10 Cook Island centres. All other ethnicities have fewer than 10 centres.

Table 2: Ownership of Licensed Pasifika Education & Care Centres

Incorporated society	31
Charitable Trust	24
Statutory Trust	8
Other trust	3
Privately owned	3
No formal ownership status	4

Incorporated society and trusts are the most common forms of ownership status. There are only three Pasifika centres that are privately owned.

¹ Rate 1 funding is the basic level of bulk grants. Rate 2 criteria are given in the section on funding, see p.34.

Pacific Islands Early Childhood Council of Aotearoa (PIECCA)

PIECCA is a charitable organisation that acts as an umbrella group for Pasifika ECE services. It links the Pasifika ECE organisations in Aotearoa/New Zealand. It has also been contracted by Government to provide some advice and support services to Pasifika EC services.

Government structures and Pasifika early childhood education

Ministry of Education

All Groups and Offices in the Ministry of Education have a responsibility for Pasifika education. The Pasifika Education Team in the national office of the Ministry of Education has five people in it (including a support person), headed by the Pule Ma'ata Pasifika (Manager Pacific Education), Lesieli Tongati'o. In addition, there is a Pasifika Education Co-ordinator in three regions: Auckland, Wellington and Christchurch. The Pasifika Education Team works in partnership with relevant colleagues in other parts of the Ministry to carry out the functions described below.

Pasifika education functions are mainly the provision of policy, advice and support, and resources. The team also manages contracts promoting the value of education to Pasifika peoples.

The Ministry has produced *Ta'iala mo le Gagana Samoa i Niu Silu/Samoan in the New Zealand Curriculum* (c.1996), the first New Zealand curriculum statement for learning and teaching a Pasifika language from ECE through to the end of secondary school. *Ta'iala* includes an ECE level for learning and teaching Samoan, which is based on *Te Whaariki: Early childhood curriculum*. The Ministry is currently involved in the development of a similar curriculum statement for Cook Island Māori, in conjunction with the Cook Islands Government.

For the Pasifika ECE sub-sector, recent policy activities include:

- the ECE section in the *Pasifika Education Plan* (see below);
- the strategic plan for ECE;
- the Promoting Participation Project;
- recognition of prior learning for Pasifika student teachers, development of a unit-standards-based National Diploma in Teaching (ECE, Pasifika), TeachNZ ECE scholarships (see Teacher Education section), and training incentive grants, all for Pasifika ECE teacher education; and
- the Ministry of Pacific Island Affairs capacity building programme.

The Pasifika Education Team runs Strengthening Pasifika Early Childhood Education (SPECE) fono for Pasifika services' management committees and staff in Auckland and Wellington that aim to share information and facilitate workshops on topical issues.

The team manages the Pasifika Pool of the discretionary grants scheme for early childhood services (see Funding section). It produces a Pasifika Education newsletter, *Talanoa Ako: Pacific Education Talk* to provide Pasifika communities with key information about the Ministry's work.

A Pasifika Education Advisory Group has been set up to contribute to the work of the Ministry's Pasifika Education Team, chaired by Lesieli Tongati'o and Kathy Phillips, Senior Manager National Operations.

Beyond the Pasifika Education Team, other Ministry structures and staff support Pasifika ECE. In National Office, a bilingual and immersion theme team has been established, with members from across the divisions. It is emphasising ECE in its first year's work programme, and Māori and Pasifika services. Key questions in their programme are around: language acquisition, student pathways, quality, outcomes and achievement, resourcing and boundaries (such as between ECE and schools in the case of Pasifika bilingual education). In response to the *Pasifika Education Plan*, a *Pasifika Research Framework* (2001) has been established. Those working in this team will support the Ministry's work by: (i) identifying key areas of research in Pasifika education that will assist policy development; (ii) developing guidelines for research and consultation; (iii) co-ordinating and prioritising research and evaluation that will assist in monitoring the outcomes of the *Pasifika Education Plan*; (iv) providing strong links with other strategic research priorities within the Ministry; and (v) helping to make research reports available to Pasifika peoples.

In addition, in the regions, changes to Ministry local office structures and functions will mean more advice and support for Pasifika ECE services.

Group Special Education (formerly Specialist Education Services) has a small Pasifika Team headed by a Pasifika Manager, Ika Tameifuna, based in Auckland. As at December 2001, Pasifika staff involved in the delivery of core services numbered 52 nationally, and of these only nine were involved in professional roles and a further 28 in paraprofessional roles. Given the number of referrals of Pasifika children, Pasifika staff are under-represented. Yet Pasifika user percentages are not representative of the wider population. 409 Pasifika children received early intervention services in the year 1 July 2001 to 30 June 2002 (3.6 percent of the total number of children receiving early intervention services), which is a marked under-representation given that 17 percent is the age-related population for Pasifika children.

A Pasifika Reference Group assists the Pasifika Manager and team to consult with Pasifika communities. Within Group Special Education, a working group has been developing priorities for services to Pasifika children, young people and their families with special needs.

Education Review Office

The Education Review Office (ERO) has established a unit called Moana Pasifika to concentrate its expertise for reviewing EC services (and schools) that have predominantly Pasifika rolls.

Moana Pasifika is located in Auckland as part of the ERO Area 1 Office. Le'emo Ah Sam, ERO's matai, who is also a Senior Review Officer, heads the unit. Currently, three other Pasifika Review Officers work as part of Moana Pasifika. In the early childhood sector they carry out reviews of PECCs and other early childhood centres with a high proportion of Pasifika children attending. Sometimes other Palagi Review Officers with expertise in ECE join members of Moana Pasifika on these reviews.

ERO has established an external reference group, chaired by Diane Mara, to give advice to ERO and Moana Pasifika. In the light of the changes to ECE reviews

following the Rodger report on ERO, the role of this group is currently being reviewed by ERO.

ERO expects to implement changes to its early childhood reviews from 2003.

Early Childhood Development

Early Childhood Development (ECD) is a Crown education entity with national responsibilities for a spectrum of early childhood education and parent support. Since its establishment, it has had a team of Pasifika Coordinators. The Ta'ita'i Pasifika (National Manager) is Le'atuli'ilagi Sauvao. ECD provides a range of Pasifika Services. They include:

- Awhina Matua – Fanau Pasifika: this programme is focused on increasing Pasifika children's participation in ECE.
- Pasifika Early Childhood Groups – Licence-Exempt Groups (PECGs): ECD worked with over 100 PECGs in 2001, giving them a higher level of support than many licence-exempt groups. ECD made a special one-off small grant (generally \$2000) to 24 PECGs for developing their group last year.
- Licensing and chartering advice and support: ECD provides advice about licensing and chartering to Pasifika groups that wish to become licensed and chartered centres.
- Discretionary Grants: ECD supports groups to gain grants for capital or planning purposes to become licensed PECCs. ECD supported 15 Pasifika groups in developing their grant application in 2001.
- Parents as First Teachers (PAFT): there are around 20 Pasifika parent educators. A total of 723 Pasifika families were enrolled as at September 2001, being 9 percent of all PAFT enrolments. ECD's Parenting Programmes Pasifika Co-ordinator works to include a Pasifika people's perspective in the curriculum and training of PAFT parent educators.
- Family Start.
- Professional Development – He Kete Pasifika: see the section on Teacher Education/Professional Development.
- He Taonga Te Mokopuna – Domestic Violence Children's Programme: Pasifika children are included in this programme.
- Promoting Participation Project: ECD has been contracted for two years to carry out this programme in the Wellington region. The target is 180 Pasifika three- and four-year old children.

Ministry of Pacific Island Affairs

The Ministry of Pacific Island Affairs has a strong focus on education. Considerable attention to ECE is evident in the eight regional Programmes of Action for Pasifika capacity building (see Pasifika Capacity Building section). The *Pasifika Education Plan* provided the framework for the Ministry of Education in responding to the dreams, visions and aspirations of Pasifika communities as articulated in the Programmes of Action.

Planning

Three important planning processes have been completed since the turn of century. The *Pasifika Education Plan* (a revision of *Ko Ako 'a e Kakai Pasifika*) was developed as the Ministry of Education collaborated with the Ministry of Pacific Island Affairs in its *Pasifika Capacity Building* consultation to formulate programmes of action. The ECE content of both these documents is provided below. Slightly later, and with input from Pasifika people, a working group developed a strategic plan for ECE policy in general. The *Final Report of the Strategic Plan Working Group to the Minister of Education* (2001) contained sections describing the relevance of its proposals to Pasifika families and services. (Passages from the working group report pertaining to Pasifika ECE can be found in Appendix 4.) Cabinet endorsed most of the recommendations of the working group. Some excerpts from sections addressed to Pasifika early childhood services in *Pathways to the Future Ngā Huarahi Arataki: A 10-year strategic plan for early childhood education* (2002) are provided later in this section.

The *Pasifika Education Plan*, the goals in *Pasifika Capacity Building*, and *Pathways to the Future* share common goals or themes:

- Increasing participation in quality ECE; and
- Improving the quality of Pasifika ECE services.

In addition, *Pathways to the Future* establishes a third major goal; namely, 'promoting collaborative relationships'.

Pasifika Education Plan

The Government launched the *Pasifika Education Plan* in April 2001. The Minister's preamble to the plan affirms the Government's commitment to reducing disparities and improving the well being of Pasifika peoples in the New Zealand education system. It supports the capacity building approach. (See the section on Pasifika Capacity Building.) The main avenues for increasing Pasifika achievement in education are through increasing participation, improving retention and focusing on effective teaching strategies. Excerpts of the *Pasifika Education Plan* follow.

Pasifika Education Plan

"For Pasifika early childhood education, the **main focus** is on increasing participation and improving the quality of Pasifika ECE services.

"The sub-goals are:

- Increase Pasifika children's participation in ECE;
- Increase the number and quality of Pasifika ECE services;
- Strengthen the links between Pasifika families, parents and communities and ECE services and schools;
- Increase Pasifika children's access to Special Education services as appropriate.

"The policies approved as at the release of the *Pasifika Education Plan* to facilitate the achievement of these goals are:

- Working with community groups to overcome barriers to access, promote participation, and recruit at least 400 three and four-year olds into ECE services annually;
- Using the multi-media Pasifika Communications Strategy to provide information and to receive feedback from Pasifika families;
- Developing policies that are responsive to Pasifika families and ECE services, including the ECE strategic plan and equity funding reports;
- Increasing the ECE Discretionary Grants Scheme for both the General and Pasifika Pools, to which Pasifika ECE services can apply;
- Increasing the opportunities for Pasifika peoples to gain ECE qualifications by developing the Pasifika ECE unit standards to be registered at level 7 on the National Qualifications Framework;
- Providing additional support to Pasifika ECE services to improve viability, enhance quality and encourage early literacy; extending pre/post-licensing support and administrative up-skilling for Pasifika services; and working with Pasifika communities to increase ECE capacity;
- Evaluating the effectiveness of programmes, such as those in Special Education, for Pasifika families, and using these to develop future responses.”
- (Ibid, 2001, p.1)

The Minister’s preamble to the *Pasifika Education Plan* linked it to Pasifika capacity building, and emphasized the goals of increased participation and improved quality. A description of actions in relation to capacity building, participation and improving quality through effective teachers and teaching strategies will be provided in the next sections.

Pasifika Capacity Building

Pasifika peoples and their visions have been made a Cabinet priority. This is an historic development. The Ministry of Pacific Island Affairs has run a major initiative to build the capacity of Pasifika people in eight selected regions. Its report on the consultations and regional programmes of action was published last year, called *Building a shared vision for our community: Building an intersectorial approach to Pasifika capacity building* (2001).

Following extensive consultation in eight regions, regional Programmes of Action for Pasifika capacity building (involving several Ministries, local authorities and community groups) were developed. The regions are: Auckland City; Waitakere City; Manukau, North Shore; Hamilton; Porirua; Hutt Valley, and Christchurch.

ECE is a focus in the education programmes in most regions. There is a fairly consistent format for the programme reports, with a general introduction to education section with the region’s goals, and a standard response from the Ministry of Education (attached in the appendices), followed by details of the community goals, suggested solutions from the community, milestones (with responses from the Ministry of Education about do-ability of the proposal), community responsibilities and Government responsibilities/comments.

The *Pasifika Education Plan* provided the framework for the Ministry of Education in responding to the dreams, visions and aspirations of Pasifika communities as articulated in the Programmes of Action.

Those with an interest in the detail for each region can read the regional Pasifika Capacity Building reports. Relevant ministries are also reporting progress at six-month intervals, with ECE covered by the Ministry of Education. Early Childhood Development (ECD), and other agencies as relevant. A sample of the Ministry's general response to all plans of action is attached (not in electronic versions). In addition, the milestone reports provide achievements or progress on all government policy for Pasifika ECE.

Excerpts from the strategic goal and community goals for the regions are reproduced below.

Auckland City

Strategic goal for early childhood: All Pasifika children in Auckland City aged 0-5 years will have facilitated access to high quality Pasifika ECE centres and language groups, with full support of their parents, communities and schools.

Community goals:

- All Pasifika children will have facilitated access and opportunity to participate in Pasifika ECE services;
- All Pasifika ECE centres and language groups in Auckland City will provide quality services to Pasifika children and their families;
- Relevant and appropriate information on ECE will be disseminated to Pasifika families and communities in Auckland City;
- There will be a formal transition linkage between Pasifika ECE centres and schools;
- All Pasifika ECE centres will be appropriately resourced to provide quality services to Pasifika children, parents and communities in Auckland City.

Waitakere City

Strategic goal for ECE: By 2003, Pasifika children from birth to age 5 years in Waitakere will benefit from quality ECE service delivery.

Community goals:

- Significantly increase the participation of children from birth to age 5 years in Waitakere ECE centres;
- Significantly increase the number of licensed ECE centres in Waitakere with particular emphasis on the Te Atatu Peninsula.

North Shore

Strategic goal for ECE: By 2003, all Pasifika children aged 0-5 years will have facilitated access to quality ethnic-specific Pasifika ECE.

Community goals:

- Significantly increase the number of licensed ethnic-specific ECE centres on North Shore;
- Establish formal transition linkages between Pasifika ECE centres and schools on North Shore;
- Increase awareness and participation of Pasifika parents and communities in the activities of Pasifika ECE centres.

Hamilton

Strategic goal for ECE: By 2001, all Pasifika children in Hamilton will have increased access to high quality, well-resourced Pasifika ECE.

Community goals:

- Pasifika children aged 0-5 years will have access to quality, well-resourced Pasifika language centres in Hamilton;
- There will be appropriate teaching resources and provisions made available to increase the quality of service delivery at Pasifika ECE centres and language groups;
- There will be quality ECE information disseminated appropriately to Pasifika communities in Hamilton.

Porirua

Strategic goal for education: By February 2001, a regional education strategy will be implemented to raise the achievement levels and participation of all Pasifika students in Porirua to match national levels.

Community goals for early childhood:

- The number of Pasifika children participating in ECE centres in Porirua will match the national level for all children;
- All Pasifika ECE centres in Porirua will be appropriately resourced and supported to provide quality ECE services to Pasifika families.

Hutt Valley

Strategic goal for ECE: By February 2001, a regional Pasifika education strategy will be implemented to achieve the education aspirations of Pasifika peoples of the Hutt Valley.

Community goals:

- The number of Pasifika children in ECE centres in the Hutt Valley will match the national level for all children;
- All Pasifika ECE centres in the Hutt Valley will be appropriately resourced and supported to provide quality ECE services to Pasifika families.

Christchurch

Strategic goal for education: By 1 July 2001, the National Pasifika Education Strategy will be implemented in this region to successfully meet the educational aspirations of Pasifika peoples.

Community goals:

- The number of Pasifika children participating in ECE in Christchurch will match the national level for all children;
- All Pasifika ECE centres will provide quality teaching to Pasifika children in Christchurch;
- All Pasifika children leaving ECE centres will transition easily into primary schools.
- (Ministry of Pacific Island Affairs, 2001).

Note the different emphases evident in different regions. In the north of the North Island, the goals relate to Pasifika ECE services, whereas further south the goals are more likely to be focused on rates of participation of Pasifika children matching national averages.

Pathways to the Future: A 10-Year Strategic Plan for Early Childhood Education

The Government's decisions for a 10-year strategic plan for ECE were launched in early September 2002. There is considerable emphasis on Pasifika ECE. The 10-year plan is in line with the goals of both the *Pasifika Education Plan* and the Ministry of Pacific Islands Affairs' Pasifika Capacity Building projects. The Government expresses its intention to "continue working in partnership with Pasifika communities as the plan rolls out over the next 10 years" (p.7). For each of the three main goals, there is a specific section that explains what the strategies and action steps are likely to mean for Pasifika children and their families.

Goal: Increase participation in quality ECE services: Pasifika peoples

"... fewer Pasifika children attend ECE services than other New Zealand children and they will comprise an increasing proportion of birth-to-five-year-olds over the next 10 years."

Some of the solutions include:

- Pasifika communities will play an important role in encouraging more parents to involve their children in ECE services;
- The Government will work more actively in partnership with Pasifika communities to ensure families have ready access to services, including supporting the establishment and ongoing operation of Pasifika services;
- Funding through discretionary grants;
- Use of government-owned buildings;
- Advice and support to stand-alone PECCs;
- Working with mainstream services to ensure teachers satisfy the cultural and language needs of Pasifika communities. (p.10)

Goal: Improve quality of ECE services: Pasifika

The goal of improving quality is recognised as offering Pasifika communities both opportunities and challenges. The increased number of professionally qualified teachers fits the aspirations of Pasifika communities, but getting there poses challenges. The plan recognises that Pasifika ECE services "could experience more difficulty in meeting the teacher registration targets", and could affect the unique nature of Pasifika services. Some of the ideas for addressing these challenges include:

- Government and communities working together on, say field-based training options;
- The National Diploma in Teaching (ECE, Pasifika);
- Joint work to promote quality teaching and learning practices;
- Improvements to teacher education and professional development so mainstream services cater better for Pasifika children. (p.13)

Goal: Promote collaborative relationships: Pasifika

This goal is linked to holistic learning for Pasifika children and families. Some of the actions that are planned include:

- Building stronger relationships between agencies with an interest in young children;
- Develop a smooth passage from home to ECE services to school for all Pasifika children including those with special educational needs;

- Helping Pasifika children transfer from Pasifika language medium ECE to English medium schooling;
- Making ECE services the centre of parent support and development,
- Supporting mainstream ECE services to build links with local Pasifika communities. (p.16)

The focus on Pasifika ECE services is also evident in the *Pathways to the Future* summary pamphlets. The main points in the 10-year plan are published in six Pasifika languages: Cook Island Māori, Fijian, Niuean, Samoan, Tokelauan, and Tongan.

Increasing Participation

Demographic participation statistics

Pasifika Early Childhood Groups (PECGs)

As at 1 July 2000, there were 2576 children, of whom 2512 were Pasifika children, enrolled in 127 PECGs. The specific ethnicity of these children is not recorded. By 1 July 2001, the enrolments in the 127 PECGs had increased to a 2545 total, of which 2483 were Pasifika children. (Some Pasifika children (324) also attend other types of licence-exempt groups, e.g., 19 Pasifika children attend ECD playgroups, and another five go to Nga Puna Kohungahunga.) Anecdotal evidence suggests that the language/s of communication in PECGs are Pasifika languages, whereas most other playgroups operate in English.

Table 3: Ethnicity of Pasifika Children Enrolled in Licence-exempt PECGs and Playgroups, 2001

TYPE	Samoan	Tongan	Cook Island Māori	Niuean	Tokelauan	Fijian	Other Pasifika	Pasifika Total	Overall Total
PECGs	1145	739	353	69	150	23	4	2483	2545
Playgroups	131	74	44	14	15	20	324	324	15457

In addition, 29 Pasifika children are enrolled in licence-exempt playcentres, nga Puna Kohungahunga and the Correspondence School. Licence-exempt playgroups and PECGs are able to cater for families who live outside the cities as well as in them.

Licensed and chartered early childhood services

Many Pasifika children are enrolled in mainstream services. Some Pasifika children may be attending both mainstream and Pasifika services, but this is hidden.

Table 4: Ethnicity of Pasifika Children Enrolled in All Types of Licensed ECE Services, 2001

TYPE	Samoan	Tongan	Cook Island Māori	Niuean	Tokelauan	Fijian	Other Pasifika	Pasifika Total	Overall Total
Kindergarten	1556	688	530	190	122	114	166	3366	45439
Playcentre	102	40	58	25	13	27	44	309	14748
Education and care ²	2100	648	692	332	56	167	248	4243	73192
Home-based services	50	11	37	2	8	7	37	152	8546
Correspondence school	1	1	1			2	3	8	947
Kohanga reo							8	8	9594

² This type of service encompasses PECCs.

PECCs also had 154 New Zealand Māori children, and 114 other children enrolled as at 1 July 2001.

The total of 10,917 Pasifika children enrolled in all types of licensed ECE services – mainstream and Pasifika - is made up of 578 babies under 1 year, 1170 toddlers under 2 years, 1,706 2-year-olds, 3201 3-year-olds, 4083 4-year-olds, and 179 5-year-olds.

Table 5: Ethnicity of children Enrolled in All Types of ECE Services³, 2001

ETHNIC GROUP	1997	1998	1999	2000	2001
NZ Maori	30726 18.7%	30997 18.1%	32071 18.6%	32255 18.5%	31026 18.1%
Total Pasifika	9781 6.0%	10526 6.1%	10542 6.1%	10741 6.2%	10917 6.4%
Total Asian	6625 4.0%	7411 4.3%	7679 4.5%	7945 4.6%	8270 4.8%
Other	2177 1.3%	1950 1.1%	1968 1.1%	2571 1.5%	2261 1.3%
European/Pakeha	114726 69.9%	120471 70.3%	120069 69.7%	120733 69.3%	118859 69.4%
Total enrolments	164035	171355	172329	174245	171333

It can be seen that over recent years the proportions of Pasifika children enrolled in any ECE Service has increased only a small amount although the proportion of Pasifika children in the population at large is increasing (c.17 percent age-related in 2002).

Pasifika children (1826) are a large majority (87 percent) of the children enrolled in PECCs. Far more Pasifika children – between 8,000 and 9,000 - attend mainstream early childhood education settings. Thus, both Pasifika and mainstream settings need Pasifika ECE teachers if they are meet the language and cultural aspirations of Pasifika families and communities.

Calculating participation rates is not a straightforward matter. Using enrolments gives apparent participation only as some children are enrolled in more than one ECE Service. Moreover, except in census years, the reliability of national statistics of Pasifika children under the age of 5 years is also not good because of migration by Pasifika families. (Statistics NZ does not make annual estimates of Pasifika peoples.) The Ministry of Education now calculates participation rates using information collected about attendance in ECE by new entrants to schools (see Table 6).

³ The figures encompass licence-exempt groups as well as licensed and chartered centres.

Table 6: Past ECE Attendance by School Year One Students and Ethnic Group, 2001

ETHNIC GROUP	Attended ECE	% of Yr One	Did Not Attend	% of Yr One	ECE Attendance Unknown	% of Yr One	Total Yr One Students
NZ European/Pakeha	33082	93.5%	1374	3.9%	923	2.6%	35379
NZ Maori	10834	81.5%	1869	14.1%	583	4.4%	13286
Pasifika	3740	72.8%	1159	22.5%	241	4.7%	5140
Asian	2692	84.7%	305	9.6%	183	5.8%	3180
Other	488	77.6%	92	14.6%	49	7.8%	629
Foreign (Fee and ODA)	38	38.8%	34	34.7%	26	26.5%	98
TOTAL	50874	88.2%	4833	8.4%	2005	3.5%	57712

This information for Pasifika children show they are under-represented in the attended group (72.8 percent) and over-represented in the 'did not attend' group (22.5 percent), in both cases by quite a large margin compared with other ethnic groups. If those whose ECE attendance is unknown are removed from the calculation, Pasifika children's rates increase to 76.3 percent (and NZ Maori to 85.3 percent). DMA thinks it is likely that the disparities between ethnic groups are likely to appear greater than they are in reality. (Many foreign children are probably recent arrivals who have not had the opportunity to attend ECE. This could also be the case for some Pasifika children arriving in New Zealand just in time to start school.)

Table 7: Ethnicity of Children Enrolled at PECCs by Region, 2001

REGION	Samoan	Tongan	Cook Island Māori	Niuean	Tokelauan	Fijian	Other Pasifika	NZ Māori	Other
Auckland	686	329	166	161	1	3	29	69	54
Waikato	6		59					28	18
Hawkes Bay	17				1				
Manawatu-Wanganui	30				1			1	6
Wellington	199	3	24		2	3	2	28	12
Canterbury	41	22	2					7	6
Otago	11		11					5	3
Southland	6		10	1				16	15
Total in PECCs	996	354	272	162	5	6	31	154	114

Table 7 above shows that Pasifika peoples cluster in only a few regions, and relative size of communities active in ECE.

Table 8: Number of PECCs Where 50+% Time Children are Taught in Pasifika Language/s

REGION	Samoa	Tongan	Cook Island Māori	Niuean	Tokelauan	Tuvaluan	Other Pasifika
Auckland	26	9	5	6		1	
Waikato			3				
Hawkes Bay	1						
Manawatu-Wanganui	1						
Wellington	9		2		1		
Canterbury	2	1					
Otago	1		1				

Pasifika languages use is only collected in relation to teaching use in licensed and chartered PECCs. There are no data in relation to children's Pasifika language usage.

Table 9: Language of Communication Used by All Licensed Education & Care Centres

LANGUAGE OF COMMUNICATION	Bilingual (12-80%)		Immersion (21-100%)	
	ECC	No. of Children	ECC	No. of Children
Cook Island Maori	11	287	3	63
Niuean	4	102	3	71
Samoa	19	742	31	812
Tokelauan			1	22
Tongan	3	105	8	240
Tuvaluan			1	11

On the RS61 returns in 2001, 84 licensed and chartered centres said they communicated in a Pasifika language for at least 12 percent of the time although only 73 are officially classified as PECCs. Thus, 11 mainstream early childhood licensed and chartered services use Pasifika languages for 12-80 percent of the day. Note, too, that over 25 PECCs describe themselves as bilingual rather than immersion services.

Increasing participation

ECE Participation Project

Pasifika children have a lower rate of participation in recognised ECE than non-Pasifika children (see Table 7 above). One of the main government goals for Pasifika ECE is to lift participation rates.

In the Promoting Participation Project, the process is for contracted providers to work with community groups to identify and overcome barriers to access, promote participation, and increase participation for Pasifika four-year-olds. Parts of Auckland, Waikato, Wellington and Christchurch have been targeted because their Pasifika communities have substantially lower than national participation rates and have high numbers of Pasifika children in their early childhood years.

In 2001, the Ministry of Education contracted:

- In Auckland, four Pasifika providers (Tautolo-Faafua, Samoan; Ana Koloto, Tongan; Te Punanga Reo Kuki Airani of Aotearoa Inc, Cook Island; and Taha Fasi and Associates, Niuean);
- In the Waikato, Kate Pasifika;
- In Wellington and Christchurch, Early Childhood Development.

In addition, another project studied barriers to participation in Auckland for Pasifika children. (Koloto, 2001) The findings helped to inform the 2002-3 participation projects. The study found that most non-user Pasifika families were aware of the importance of ECE; however, many lacked specific information about what was available in their locality. Concerns about the quality of ECE services, cost, lack of transport or ability to take children at beginning and end of sessions, and the lack of availability of PECCs were the main barriers to participation. PECCs that employed qualified teachers was found to be the preferred type of ECE.

In 2002, for the Promoting Participation Project, the Ministry has contracted eight groups, with the Southern Region one still under negotiation at the time of writing.

- In Auckland, six Pasifika providers (two Samoan, two Niuean, one Cook Island Māori, and one Tongan);
- In the Waikato, Kaute Pasifika; and
- In the Wellington region, Early Childhood Development.

Other Participation Projects Underway

ECD supports licence-exempt PECGs and promotes participation.

Anau Ako Pasifika has encouraging enrolment in ECE as one of its goals.

HIPPY recruits families with four-year olds via community contacts. Pasifika children were 22 percent of *HIPPY* enrolments (total 800+) in early 2001.

Ethnicity is not yet part of their reporting format.

Pasifika Communications Strategy. A communication strategy is being developed as part of the wider information campaign to support the work of Pasifika EC local providers. The different media include: print (three editions of *Talanoa Ako: Pacific Education Talk* each year), radio programmes, fono, and Web information.

Licensing Project where a provider is identified to support groups to achieve licensed status and during the first year when they are provisionally licensed.

Targeted Assistance Project. Intensive hands-on support is provided for eight PECCs that have been identified as being at risk of closure (often through ERO or IRD data). Five are in Auckland, and three are in Wellington.

Promoting education to Pasifika families.

Pasifika teacher education supply strategy.

Budget 2002

In the 2002 Budget, Anau Ako Pasifika was given funding to increase home-based ECE and parental development for Pasifika young families. In addition, funds were voted for the Government to take a more active role in managing the supply of early childhood education places in centres through:

- Planning the network of ECE services so that community needs are met;
- Increasing the supply of ECE services in areas of need;
- Providing advice and support to ECE services to maintain the supply of responsive services.

These initiatives are likely to benefit Pasifika families and services.

Improving quality

Considerable emphasis is being placed on improving the quality of teaching and learning in the ECE sector by lifting the qualifications and skills of staff, including Pasifika ECE teachers and educators. Increasing the supply of qualified Pasifika teachers has particular challenges because provision of level-7 teacher education has only recently begun, and it is hard to recruit Pasifika tertiary lecturing staff.

Teacher education for staff in Pasifika early childhood centres

Recruitment and retention

To help defray costs and to support student teachers to complete a level 7 diploma of teaching ECE (or degree), funding for mentoring and support services have been paid to approved training providers. In addition, 34 Pasifika students received a Training Incentive Grant in 2001; they were working in 21 different PECCs.

Pre-service teacher education

Students who complete teacher education courses graduate with diplomas at different levels on the National Qualifications Framework – usually Level 5 or Level 7. However, only those who graduate with an approved level-7 diploma (or a degree at level 8) meet the requirements for teacher registration. In addition, a level-7 diploma (or higher) is now one of two options for a licensed and chartered service to receive rate 2 funding, a higher rate of bulk funding for early childhood services.

ECE teacher education with a curriculum designed by the Pacific Islands Early Childhood Association (PIECCA) has been offered in association with some mainstream tertiary education institutions throughout the last decade. The diploma fits the National Qualifications Framework at **level 5**. Thus, it does not meet teacher registration requirements and the revised regulations for ‘persons responsible’ (nor Rate 2 funding criteria).

Numbers graduating from the PIECCA diploma from Auckland College of Education were:

1996	44 people
1997	52 people
1998	39 people
1999	43 people
2000	37 people
2001	2 people ⁴

Whitireia Polytechnic, Porirua, has been offering a step-wise path to their level 7 Diploma of Teaching (ECE) for Pasifika student teachers. Their level-5 Pacific Island ECE diploma (also known as the PIECCA Diploma) has been offered in both Auckland and Porirua. It involves two years of study in an environment where tutoring occurs in some of Pasifika languages. It does not meet teacher registration

⁴ Auckland College of Education has only been offering a level-7 diploma for new intakes since 2000, but some students ‘in the pipeline’ were still completing the level-5 diploma in 2000 and 2001.

requirements and the revised regulations for 'persons responsible' (nor Rate 2 funding criteria).

Numbers graduating in recent years from Whitireia Polytechnic were:

1998	10 people
1999	8 people
2000	9 people
2001	11 people

Once graduated with the level-5 diploma, students can enter a one-year bridging course, using English increasingly. In their fourth year, Pasifika students enter the mainstream final year of the level-7 Diploma of Teaching ECE. Five Pasifika people graduated from this four-year Whitireia Polytechnic programme in 2001. They were the first such graduates. More are in the pipeline. They do/will meet teacher registration requirements and Rate 2 funding criteria. Whitireia Polytechnic is yet to decide about a 2003 intake into the level-5 programme in Auckland, but it will offer it in Porirua. Some Aoga Amata course graduates in Wellington have a relationship with Whitireia Polytechnic, but any credit given towards the level-7 Diploma is handled on a case-by-case basis.

Auckland College of Education introduced a **level-7 Diploma** of Teaching (Early Childhood Education – Pacific Islands) in 2000. This is the first Pasifika ECE qualification that has been recognised by the NZ Teachers Council/TRB responsible for the registration of teachers. A total of 131 students are enrolled in mid 2002:

Year 1	= 45
Year 2	= 43
Year 3	= 43

Credit for three papers is given to students who enter with the level-5 Pacific Island Diploma of Teaching (ECE) (the PIECCA Diploma).

Other teacher education providers recognised by the Teachers Council/TRB use recognition of prior learning processes to give some credit (usually less) for Pasifika student teachers with the level-5 Diploma of Teaching (ECE). *Auckland University of Technology (AUT)* does this. In addition, it has a step-wise track into the AUT early childhood degree that is used by some Pasifika student teachers: they complete a one-year, level-5 Certificate in ECE at either the Otara or North Shore campus of AUT, then enter the degree programme in the second year.

In order to make pre-service level-7 Diploma courses for Pasifika student teachers available beyond Auckland, a working group of senior officers of the Ministry of Education, New Zealand Qualifications Authority and Ministry of Pacific Island Affairs have been preparing a new Level 7 National Diploma in Teaching (ECE, Pasifika). Specially written **Unit Standards** have been prepared. In 2002, courses are being developed. The plan is for them to be offered by a TRB/Teachers Council-approved teacher education provider in partnership with a Pasifika education provider. A facilitation contract was advertised early in the year. A Quality and Monitoring Group has been selected from community nominations.

The 2002 Budget included additional funding to increase the supply of qualified ECE teachers. The additional funding will be spent on a range of initiatives. Those that should benefit Pasifika services and student teachers include:

- Extension of Training Incentive Grants to help centre staff to upgrade their qualifications;
- Extension of RPL and flexible programmes; and
- Attracting primary teachers into ECE teaching.

Recognition of prior learning

In late 2001, the Ministry of Education awarded Auckland College of Education a 6-month contract to trial Recognition of Prior Learning (Pasifika) for assessing and educating 25 Pasifika students with other training and qualifications who want to complete their Diploma of Teaching ECE - Pacific Island. In 2002, two new providers have been awarded Recognition of Prior Learning contracts focused on assisting Pasifika student teachers to complete a Teachers Council-recognised qualification: Whitireia Polytechnic (35 places in Wellington and Auckland) and Wellington College of Education (20 places in its catchment area). Another contract is under negotiation at the time of writing. Other teacher education providers with Recognition of Prior Learning contracts may include Pasifika student teachers.

Scholarships

The Ministry of Education has been offering TEACHNZ ECE scholarships for two years for Pasifika ECE student teachers. In late 2000, 40 scholarships were awarded; 33 were taken up in the 2001 academic year. In late 2001, 54 were awarded to Pasifika student teachers (of 210 applicants). As take-up of the ECE scholarships had been an issue in 2001, an over-allocation tactic was adopted for the 2002 academic year.

Table 10: TEACHNZ Scholarships by Region, 2002

Provisional Pasifika by Location	
REGION	NUMBER
Auckland	39
Waikato	2
Bay of Plenty	3
Wellington	3
Hawkes Bay	4
East Coast	1
Otago	1
Canterbury	1
TOTAL	54

Table 11: TEACHNZ Scholarships by Ethnicity

Provisional Pasifika by Ethnicity	
ETHNICITY	NUMBER
Samoan	24
Cook Islands Māori	11
Niuean	2
Fijian/Indian	1
Tongan	10
Fijian	2
Solomon	1
Tokelauan	1
Pasifika Is	2
TOTAL	54

Professional development for Pasifika Education and Care Centres

The Ministry of Education contracts professional development for ECE services from a range of providers, including institutions offering pre-service teacher education. The Ministry calls for applications every two-years, and the guidelines say where the emphases in the professional development should be for each period. In recent years, the emphasis has been on the implementation of *Te Whāriki*.

For Pasifika ECCs, one provider – ECD - predominantly provides their professional development. Another provider has recently shown a keen interest in supporting these services.

Early Childhood Development

Early Childhood Development (ECD) has been the provider with an explicit component in their contract to deliver professional development to PECCs. ECD has a structure that includes Pasifika Co-ordinators. In addition, it formed a liaison with the Pasifika facilitator in the Wellington College of Education professional development team around the year 2000.

ECD established the He Kete Pasifika programme in 1998. The contract for the years 1998 and 1999 said:

“The model is likely to be based on a cluster approach, though some groups may require an individual focus. The model will provide each centre with a minimum of 24 hours pd [professional development] through four 3-hour workshops and 12 hours of individual implementation. He Kete Pasifika will be provided nationally to at least 30 centres with an expected increase in 1999.”⁵

⁵ Professional development would also be provided to support mainstream ECS who enrol Pacific children and seek assistance.

Information about He Kete Pasifika implementation follows. (Outputs data is presented in Appendix 5.)

- | | |
|------|--|
| 1998 | 33 (of 38) licensed and chartered PECCs joined. In the North Island, most joined clusters, in the South Island individual support was given. Programme, geographic and language requests were handled flexibly. An additional activity was to translate the DOPs into Samoan. (This had been done collaboratively with some of the clusters.) ⁶ |
| 1999 | All 33 PECCs from 1998 continued; nine more joined He Kete Pasifika. Needs analysis was introduced, based around ECD quality indicators, and each service set goals in relation to selected quality indicators. The quotes from feedback focused a lot on improvements made re team building and communication, improved understanding the DOPs once conveyed in Pasifika languages, and new ideas for arranging physical environments. <i>Te Whāriki</i> was occasionally mentioned as a focus. |

The contract for 2000 and 2001 was for He Kete Pasifika to be delivered to 55 centres each year. Some contract extensions were evident as the average per centre was set at 25 hours (up to a maximum of 30 hours). Regional targets were noted. Greater rigour was expected in evaluating the programme's effectiveness, with measurement against baseline data sought. (The contract was rolled over for 2002, with delivery to 53 centres using a whole-centre approach set as the target.)

Some details from reports on He Kete Pasifika implementation follows. (Output data for these years is also in Appendix 5.)

- | | |
|------|--|
| 2000 | The numbers of Pasifika centres dropped in the year 2000 to 42. However, the number of people worked with increased. A new ECD Programme Indicator Form containing 35 indicators had been devised. Ratings of the facilitators were high. ⁷ |
| 2001 | The number of centres increased again to 52 (plus one private preschool). A description of the outcomes for the years includes: "staff and management have had opportunities to gain a better understanding of the DOPs and have developed policies and strategies to ensure effective implementation. ECD's survey of Samoan PECCs found a large number were not accessing any professional development. Recruitment shortfalls were given as the explanation for the difficulties." ⁸ |

⁶ In 1999, ECD had designed a schedule of general quality indicators, using the following headings: leadership and management, educators/staffing, curriculum/programme for children, relationships/interactions, whanau/parent involvement and partnership, and physical environment. Their purpose was to help services identify what they meant by quality and check whether they were achieving their quality objectives.

⁷ No summary data of these were evident in the 2000 and 2001 milestone reports – perhaps because most PECCs stayed in the programme year after year.

⁸ The 2001 data revealed two main areas as the focus of Pasifika Co-ordinators' work: management and administration (developing management plans and policies, and understanding and implementing administration and financial systems), and relationships. Samples of facilitators' records reveal that their work is often with at risk centres. The DOPs to do with Learning and Development, and *Te Whāriki* itself, were given little attention.

ECD is able to provide professional advice by Pasifika Coordinators from three ethnic backgrounds: Cook Islands Māori, Samoan and Tongan. Their cultural and language knowledge is important for effective delivery.

The ECD data, and data from other sources (see, for example, the section on ERO reviews), indicate the need for a revision of support to PECCs. It is the whole system of support that seems to need attention, not only professional support. Adequate system-wide monitoring and responsiveness to a need for overarching administrative and management support is not evident.

Auckland College of Education Professional Support

In 2002, Auckland College of Education (ACE) established a Pasifika Faculty focusing on Pasifika Services (including the Diploma of Teaching ECE – Pacific Islands, described above). ACE Professional Support appointed a Pasifika facilitator to ‘spearhead their new Pasifika pathway’ from January 2002. All ACE pathways offer three programmes of delivery: in-centre, advisory support and in-service.

Wellington College of Education Professional Support

Wellington College of Education has been providing professional support by a Samoan facilitator for several years. As noted in the ECD information above, since 2001 the College has collaborated with ECD to support a cluster of PECCs.

PECCs can contact any professional development provider. This is known to happen in relation to providers without a Pasifika facilitator in Hamilton, Manawatu/Wanganui/Hawkes Bay, Christchurch and Dunedin from time to time.

Education Reviews

The researchers located Education Review Office (ERO) reports for 47 PECCs on that department’s Web site. The reports spanned the years 1998 to 2002. Some centres had several review reports on the site. Analysis of the reports reinforced the picture that many PECCs have difficulty dealing with the weight of management and administration responsibilities. Their own isolation and the fragmentation of systems are not helpful for maintaining early childhood services at an adequate level.

Table 12: Summary of Education Review Office Reviews of PECCs

<i>Accountability reviews (n = 24)</i>	
Satisfactory	38.3%
To be decided after the centre response	12.8%
<i>Discretionary reviews (n = 23)</i>	
Satisfactory. Move to regular schedule	23.4%
To be decided after the centre response	4.3%
Another discretionary review needed	14.9%
Recommendation to Ministry of Education Revoke full licence	6.4%
	100.0

Findings from analysis of reviews

Of the most recent review reports on the Web, 17 percent had no clear conclusion about what was to happen next – ERO indicated it would wait for the centres’ responses, which is a clear indication it had some concerns. The Area Manager would know what his/her decision was with respect to each centre but it is not added to the Web-based reports.

61.7 percent of the most recent review reports (38.3 percent of accountability reviews and 23.4 percent of discretionary reviews) concluded that the centre would be “reviewed again as part of the regular schedule of ERO reviews.” Over one-third (11 of 29) of those going onto the regular review schedule had had at least one discretionary review. (A discretionary review⁹ is undertaken within 12 months of the previous review when ERO has concerns about the performance of the centre). 48.9 percent of all PECCs reviewed had had at least one discretionary review, and 32.9 percent had had two or more such reviews. (In the last 4 years, the proportion of discretionary reviews in the early childhood sector at large has been 8.7 percent, 1998/99; 18.4 percent, 1999/2000; 21.3 percent, 2000/01; and 24.3 percent, 2001/02 excluding June 2002.¹⁰)

When a discretionary review is undertaken, ERO sets out terms of reference for the supplementary review. These were analysed to ascertain any themes in the concerns specified in the terms of reference. Five themes were particularly common (in that they were mentioned more than 15 times. Four other themes emerged as well.

Table 13: Summary of concerns leading to discretionary reviews by ERO

Quality of programme/implementation and evaluation of curriculum	19
Financial management policies and procedures	19
Personnel management policies and procedures	16
Quality of management systems and practice	16
Health and safety of children (and staff in some cases)	16
Availability and quality of records/documentation	8
Compliance with licence and/or charter (not elsewhere specified)	7
Communication and consultation with the community	6
Inadequate opportunity for parents to participate and/or learn of progress	5

ERO review reports are useful for sending signals about the ‘health’ (or otherwise) about education sectors and sub-sectors. These analyses suggest systems ‘health’ problems in the Pasifika sub-sector. Elsewhere, we have documented that considerable time and resources are being expended on supporting the operation of PECCs. For example, in some years at least, ECD appears to focus its professional development on administration and management systems and practice. Another illustration is the Ministry of Education-run fono each year that also focus on

⁹ From October 2002, ERO will no longer call them ‘discretionary reviews’; instead using the term ‘supplementary reviews’.

¹⁰ Carrying out a certain percentage of discretionary reviews in a year does not necessarily mean that the centres were more poorly performing that year; it may have been the previous year.

administration and management. Strengthening Pasifika ECE workshop sessions in 2001 covered budgeting, parental involvement, strategic planning, taxation requirements, employment issues and administration.

In our conclusions, we will raise questions about the effectiveness of current infrastructure support. Overall, current arrangements do not seem adequate.

Resources

Funding

Funding for licence-exempt PECCs

Funding for PECCs is distributed by ECD on behalf of the Ministry of Education. The rate paid by the Ministry for all licence-exempt groups as per the 2002 Budget is \$1.13 per child hour, effective 1 July 2002.

Rate 1 and Rate 2 funding for licensed and chartered PECCs

The existing funding regime has two rates of funding for licensed and chartered early childhood services. The basis of the formula is a per child hour up to a cap of 30 hours per week. Rates announced in the 2002 Budget are:

- Rate 1: Under 2s \$5.46, and over 2s \$2.74, effective 1 July 2002;
Rate 2: Under 2s \$6.00, and over 2s \$3.00, effective 1 July 2002; with an imminent change to under 2s \$6.14 and over 2s \$3.07, effective 1 January 2003.

Rate 1 is the default funding level, while Rate 2 provides additional funding for services that have better than minimum standards in terms of numbers of qualified early childhood teachers/educators and/or better than minimum standards ratios.

Sixty six percent of PECCs were in receipt of Rate 2 funding as at 1 July 2001. Centre-based services, including PECCs, must meet one of two options to qualify for this additional funding.¹¹

Equity Funding

Equity funding is a new funding system for early childhood education, introduced on 1 January 2002. It targets funding to licensed and chartered, community-based services:

- in low socio-economic communities;
- in isolated areas;
- which are based on a language and culture other than English; and
- which may have significant numbers of children with special education needs or from non-English speaking backgrounds.

Equity funding operates in addition to the existing funding regime. The system recognises that some services face additional barriers in providing quality ECE. A total of 69 PECCs (total = 76 at time of application) met the language criteria for equity funding in 2002.

¹¹ *Rate 2 funding, Option 1:* Ratio requirement: under 2s = 1:4, over 2s = 1:8/2:26 (sessional centres) and over 2s = 1:6/2:18 (all-day centres). Qualifications requirement: **one** staff member with a Diploma of Teaching ECE, or National Diploma of Teaching ECE, or Bachelor of Education (Teaching) ECE, or NZ Free Kindergarten Diploma or Diploma of Teaching (ECE) Equivalency.

Rate 2 funding, Option 2: Ratio requirement: under 2s = 1:5, over 2s = 1:8/2:30 (sessional centres) and over 2s = 1:6/2:20 (all-day centres). Qualifications requirement: **two** staff members with: Diploma of Teaching ECE, or National Diploma in Teaching (ECE, Pasifika), or Bachelor of Education (Teaching) ECE, or NZ Free Kindergarten Diploma or Diploma of Teaching (ECE) Equivalency. Until 1 January 2005, 'persons responsible' may have 100 licensing points rather than three qualifications listed above.

Table 14: PECCs Eligible for Equity Funding by Region

REGION	Number of Eligible PECCs	Number of PECCs
Northland	1	1
Auckland	45	51
Waikato	3	3
Bay of Plenty	--	--
Hawkes Bay	2	2
Manawatu-Wanganui	1	1
Wellington	10	11
Canterbury	4	4
Otago	2	2
Southland	1	1

There could be several reasons for some PECCs not being recognised for language component of equity funding, including centre closure between 1 July statistics and the commencement of equity funding, not attaining the required 51 percent of time teaching in community languages, or simply not applying.

Discretionary Grants Scheme

Each year, recently in two allocations per year, capital and planning grants are made to new early childhood services. A **Pasifika Pool** is ring-fenced for Pasifika early childhood groups wanting to become licensed and chartered centres. An allocation advisory committee, comprised of representatives of the Ministry of Education, the Ministry of Pacific Island Affairs, the ECD, and the Pacific Islands Early Childhood Council of Aotearoa, consider the applications to the Pasifika Pool. A summary of Pasifika Pool allocations for the last five years is provided in Appendix 1.

In 2001, a total of 26 grants were allocated from the Pasifika Pool, 16 planning grants and 10 capital grants. The projection for the 10 capital grants is 344 new places in licensed and chartered PECCs. The groups who received the grants were spread across the country and from a variety of ethnicities.

PECCs can choose the alternative option of applying to the **General Pool**. A table summarising the allocations to Pasifika services from this pool in the past five years is also provided in Appendix 2. In 2001, capital grants for four new buildings for PECCs were given, plus one grant for an extension to a building, totalling over \$735,000. At least 60 additional places would be created as a consequence. The groups who received the grants were also spread across the country.

Print resources

Print resources are mostly published by the Ministry of Education and/or Learning Media. Pasifika early childhood services are issued with all print resources in English made available to early childhood services. In addition, there are some additional resources in some Pasifika languages and/or targeted to Pasifika ECE.

A series of learning materials for students who belong to Pasifika communities in New Zealand (and other students learning a Pasifika language in New Zealand ECE services and schools), known as the *Tupu* series, has been produced since 1988. Books are written by Pasifika writers, illustrated by Pasifika artists and published in five Pasifika languages. On audio-cassettes, they are spoken and sung by Pasifika actors and musicians. Teaching resources in the *Tupu* series include:

- Young children's literature in Pasifika languages. Some titles are:
 - Baker, Vaitoa (2000). *Kakau he Vaikaukau*. Wellington: Learning Media Ltd.
 - Aiono-Iosefa, Sarona (2001). *Ko e Pusi Haaku*. Wellington: Learning Media Ltd.
 - Fuemana-Foa'i, Lisa (2001). *Tau Kukukuku he Ako*. Wellington: Learning Media Ltd.
- *Tupu Handbook* (1997). Wellington: Learning Media Ltd.

For the young children's literature, a title is produced in a different Pasifika language each year, and translated into several other community languages. In the *Tupu Handbook* there are several pages of suggestions about learning materials that could support the achievement of specified goals in *Te Whāriki*.

There are also resources for management in Pasifika services and schools. The Ministry of Education compiled a resource package of information for Pasifika ECE services in early 2002. Pasifika translations of the *ECE Funding Handbook* have also been completed this year.

For parents, ECD produces a set of eighteen Playing and Learning at Home pamphlets written in Samoan, Tongan, Cook Islands Māori, Niuean and Tokelauan.

Recently, resources for those with an interest in Pasifika educational research have been produced as part of the implementation of the *Pasifika Education Plan*.

Research resources include:

Ministry of Education (2001). *Pasifika Education Research Framework*. (See a diagrammatic representation of the framework in the appendices.

Coxon, E., Anae, M., Mara, D., Wendt-Samu, T., & Finau, C. (2002). *Literature review on Pacific education issues: Final report to the Ministry of Education*. Auckland: Auckland UniServices Ltd.

Anae, M., Coxon, E., Mara, D., Wendt-Samu, T., & Finau, C. (2002). *Pasifika Education Research Guidelines: Final Report to the Ministry of Education*. Auckland: Auckland UniServices Ltd.

As Pasifika teacher supply is an issue, a recent report on Pasifika peoples participation in tertiary education also has relevance:

Anae, M., Coxon, M., Benseman, J. & Anderson, H. (2002). *Pacific Peoples and Tertiary Education: Issues of participation*. Auckland: Auckland UniServices Ltd.

A catalogue of Pasifika education resources from the Ministry of Education/Learning Media Ltd is available; see www.learningmedia.co.nz

A new initiative to help achieve the goals of the *Pasifika Education Plan* is a resource collection for Pasifika services published by the Ministry of Education. Called *Te Au Kite Pu'apinga: Useful resources* (Ministry of Education, 2002), it is designed to outline the range of resources and publications available to Pasifika services. The contents include descriptions of: management and administration resources, employment resources, financial management resources, early childhood education resources, and health and safety resources.

Committee Pasifika of NZEI/Te Riu Roa is developing a *Pacific Education Report*, containing key messages from a literature review on bilingual education and a proposal for quality criteria for Pasifika standards, for its 2002 Annual Meeting.

Web resources

A range of resources is available on government and education internet/Web sites, most of which are not specifically focused on Pasifika education. Some are only to be found on the Web. Internet resources include:

- Education statistics (Ministry of Education: www.minedu.govt.nz);
- Establishing a quality early childhood centre (Early Childhood Development: www.ecd.govt.nz);
- Final report of the Strategic Plan for ECE Working Group (Ministry of Education: www.minedu.govt.nz); and
- Pasifika Education Plan (Ministry of Education: www.minedu.govt.nz).

Recent research on Pasifika early childhood education

In 2002, a *Literature review on Pacific education issues* (Coxon et al, 2002) was completed for the Pasifika Research programme in the Ministry of Education. We will not be duplicating what is covered in that report.

However, some gaps were identified, and relevant research in progress was discovered during the compilation of this present report. They are briefly described below.

1. Bell, A. & Stark, D. (in progress). *Languages of the Manukau region*. Auckland: AUT and University of Auckland.

The summary goal is to investigate the use of and attitudes to the four main Pasifika languages in the Manukau region, and to contribute to their maintenance.

The Marsden fund has contracted the researchers to investigate:

- The current state of the major languages of South Auckland. ...

- The interaction of the languages in the South Auckland community – both English with the different minority languages and also across the minority languages themselves. ...
- People's attitudes towards their own languages, other minority languages and English. ...
- Maintenance and shift among the minority languages in the area in meeting with English. ...

2. *Educating Pasifika Positively: Conference Proceedings of a Conference for Pacific Island Educators*, Auckland, 15-19 April 1999.

Conference papers with ECE content include:

Burgess, F. (1999). Report on teacher professional development contract for early childhood services in the Wellington region.

Ete, F. (1999). *Aoga Faafaiaoga o A'oga Amata*: EFKS Newtown.

Mara, D. (1999). Why research? Why educational research for/by /with Pacific communities in Aotearoa/New Zealand?

McIntyre, L. (1999). Positive contributions of Pacific Island mothers to their children's education: is a challenge to or an extension to the teacher's role?

3. Koloto, A. (2001). *Early Childhood Education Participation Initiative: Scoping and information gathering*.

The project focused on 10 locations in greater Auckland where there are higher proportions of Pasifika families not participating in ECE. The objectives of the project were:

- To identify Pasifika children and families who are not participating in ECS;
- To identify barriers to participation, and explore the reasons for families' non-participation in ECE; and
- To identify strategies to addressing barriers to quality participation in ECE.

The main barriers to participation found included: concerns about the quality of programmes in ECS; costs; lack of transport; availability of ECS; and time availability of parents.

4. McNaughton, S. et al (2002). *Evaluation of Awina Matua*. Auckland: Woolf Fisher Research Centre.

[Report not available to present authors. No abstract possible.]

5. McNaughton, S. et al (2002). *Evaluation of Pacific Early Childhood (ACE) Initiative*. Auckland: Woolf Fisher Research Centre.

[Report not available to present authors. No abstract possible.]

6. McNaughton, S. et al (in progress). *PCPL Via Literacy, Phase 2*.

Thirty five PECCs will take part in a project focused on using best practice to develop bilingual and bi-literate children. The project team need to develop some measures suitable for bilingual children and children whose first language is a language other than English.

7. Phillips, G., McNaughton, S. & MacDonald, S. (2002). *Picking up the Pace*. Auckland: Woolf Fisher Research Centre.

The early childhood intervention involved a focus on the teachers' pedagogical practices in reading with children. Teachers shifted from asking children to simply name what is pictured to discussing aspects of the narrative including concepts during reading books. This intervention (which also included a focus on children telling stories and on children's writing) had a measurable effect on children's literacy progress in junior schools.

Post-graduate studies by Pasifika students are underway in Auckland, Palmerston North and Wellington. Those writing theses include:

Feaua'i Burgess (Victoria University of Wellington);
Lesieli McIntyre (Massey University College of Education);
Diane Mara (Victoria University of Wellington);
Tafili Utumapu (University of Auckland, completed).

Committee Pasifika of NZEI/Te Riu Roa has been compiled a literature review on bilingual and Pasifika education (2002). As the Committee's report was not finalised and presented to members at the time of writing, it is not appropriate to include material from it in our report.

Conclusions

The profile of Pasifika ECE shows that there is considerable effort and resources going into the development of Pasifika ECE. The recent growth in numbers of centres and the activity around obtaining and implementing capital grants under the Discretionary Grants Schemes are small indications of the huge community input into increasing the network of PECCs. The number of recent initiatives provides indications of considerable government input into increasing participation and improving quality in Pasifika ECE.

Despite all this, there are several warning signs that the ‘health’ of the Pasifika ECE sector is not good. Relatively high proportions of PECS are at risk and/or are in receipt of additional government-sponsored support, and PECCs are significantly over-represented in the services that need a follow-up, discretionary review by ERO. Professional development by ECD and by the Ministry’s Strengthening Pasifika ECE fono is focused on strengthening administration and management capacity and systems.

Administration and management issues need to be a focus of support to reduce the likelihood of legal liability. However, questions about **infrastructure support** need to be raised. The current advice and support model does not appear to be effective. Is this a design or implementation problem? Are there adequate structures in place? Our analyses suggest that fragmentation of structures and by contracts does not provide a solid infrastructure that these services need. In bygone years, new movements were given support to establish a strong umbrella organisation. Pasifika groups and centres were unfortunate to enter the sector when self-management ideology was at its height. They are suffering for this timing. Are the advice and support systems adequate or appropriate?

Other questions also come to the fore once the profile is presented. There are noticeable gaps in policy and in actual support, in relation to the **language development role** and the early education role of PECCs.

Pasifika communities invest in PECCs because they are unique in their potential for maintaining Pasifika languages and cultures. How is Government supporting Pasifika communities to achieve these goals? There is no policy guidance around how Pasifika children can become functioning speakers of both a Pasifika language and English – in their early years and when they start school. Systems such as charter guidelines don’t steer PECCs to focus on their languages vision in their philosophy, and policies and procedures. Few resources on bilingualism and second language acquisition are available. Children’s literature in Pasifika languages is rare. Key material for Pasifika teachers and management committees in their own community languages is rare. Reports by services and by Government departments seldom make it clear whether Pasifika services are bilingual or immersion. (Indeed, some records make their special character invisible and they are described as regular education and care centres.)

How much focus is going on supporting (and lifting) the quality of learning and teaching of children in programmes offered by PECCs? High in the list of reasons for

non-participation in ECE in Auckland (Koloto, 2001) was the question of the quality of ECE on offer. Concerns may emanate from ERO reports, community talk about compliance with regulations, or inadequate communication about effective ECE teaching practice. Professional development resources are being diverted towards strengthening administration and management possibly at the expense of strengthening teaching practice. A focus on implementing *Te Whāriki* effectively seems to slip down the priority list. A focus on maintaining and developing children's proficiency in their Pasifika language/s was not even visible.

In Part B of this report, where research priorities for Pasifika bilingual and immersion ECE are identified, some of these same questions about infrastructure and the quality of learning and teaching, including learning Pasifika languages, are raised again. They were raised by those we consulted in the process of identifying some research priorities, and by the authors of the *Literature Review on Pasifika Education Issues* (Coxon et al, 2002).

In our dialogue with Pasifika people and those with a strong interest in Pasifika early education in Aotearoa during the course of this project, a commonly expressed view was that Government decision-makers needed to take a clear stance on Pasifika bilingual and immersion early education. And the stance suggested by many is for ECE in Pasifika centres to be Pasifika language/s immersion education with plenty of support for this given by Government. Many also want bilingual, bi-literate education to be available in junior schools in locations where there is a congregation of Pasifika families in order to consolidate children's community languages. They mean bilingual junior school education to remain focused on meaning rather than form (see Part C).

Part C of this report provides an important resource on bilingual and second language development, written by a linguist Susan Foster-Cohen, that we believe should be distributed widely and used extensively.

PART B: SCOPING PRIORITIES FOR PASIFIKA EARLY CHILDHOOD EDUCATION RESEARCH

Anne Meade and Hellen PuhīPuhī

Introduction

Both authors carried out a wave of consultation, mostly with officials, but also including some Pasifika early educators and managers at Ministry of Education fono, before Easter. There were about 100 participants at each fono, in Auckland and Wellington. We had a brief conversation with the PIECCA President and Hellen PuhīPuhī consulted six national organisations associated with Pasifika early childhood education one-to-one.

During the consultations it was possible to canvass issues and recommendations for research priorities. A list of discussants is included in this report, as well as a preliminary scoping of research priorities.

Two topics were raised over and over again by those we spoke with: (1) describing (and perhaps) evaluating the language/s experiences of Pasifika young children in a range of settings, and (2) researching the quality of Pasifika early childhood services, including the quality of their language experiences. Often, the discussants stated the purpose behind carrying out either (or both) research project would be to advise educators and/or policy-makers on best practice. Another seven topics were recommended by at least five interested parties. Just one or two people or groups also proposed other topics. While priorities cannot necessarily be derived by weight of numbers, the strength of the support for the nine topics does give an indication of what is regarded as important by informants who have oversight roles.

Consultation meetings

The consultation undertaken was extensive, most of it face to face. A list of the organisations and individuals consulted is provided in the Acknowledgements near the beginning of this report.

Search of the literature

Diane Mara, one of the collaborative team who prepared the *Literature Review on Pacific Education Issues* (Coxon et al, 2002), has very recently completed a review of Pasifika early childhood education with recommendations for future research. This needs to be read in conjunction with the research priorities distilled out through the processes we have used.

Research in progress for theses is not likely to answer the policy questions being raised, although the projects will be of value for illuminating teaching and learning, and indicating factors that impact on Pasifika children's early education. The ECPL via Literacy study (Woolf Fisher Research Centre, in progress) is likely to cover off some important questions raised about the transition from ECS to school and languages practices, albeit in relation to Mangere-Otara only. The Marsden-funded socio-linguistics survey (Bell & Starks, in progress) will be very significant in finding out the use, function and proficiency of speakers of Pasifika languages in households in a Manukau sample. It will not answer questions about what is happening for children in Pasifika ECE services.

Research priorities

The research priorities that emerged from our consultation processes are presented in two different ways. The first list is ordered according to the frequency the discussants suggested a topic. The second list contains the same top priorities; however, this second list is ordered according to timing requirements. A third list comes from the *Literature Review on Pacific Education Issues* (Coxon et al, 2002). An additional list of topics suggested by only one or two discussants is presented in Appendix 6.

Priorities ranked according to weight of number of suggestions

Pasifika language acquisition and/or maintenance topics

1. *Describe (and evaluate) the languages experiences of Pasifika young children (suggested by 22 discussants/groups).*

In the majority of meetings, people said that not enough is known about the language heard and used by children in a range of settings. Some of the suggested variables to be covered include:

- What are the language backgrounds of the children?
- What Pasifika languages input are children hearing/speaking? From parents, grandparents, other relatives, church, other speakers of their Pasifika language? What impact does this input have?
- What English are children hearing/speaking?
- What language/s and models of language are children being exposed to at home and in the community?
- What language/s and models of language are children being exposed to in PECCs?
- What language/s and models of language are children being exposed to in PECCs?
- What kind of pedagogical approaches are being followed and why?
- What is children's use of language when left to explore, play and make-believe and when they talk about their everyday world?
- How many hours per week are children being exposed to different languages?
- What are the function/s of the languages?
- What is the strength/proficiency of L1? And of bilingualism of children? Does it have cognitive challenge?

- What are the Pasifika language experiences of Pasifika children when they start school?

For some, e.g., Cook Island or Tongan, the dialect or tier of their language is important to them, so additional probing for these could be necessary.

2. *Define quality and/or undertake action research on quality Pasifika immersion and bilingual ECE* (suggested by 19 discussants).

There was some overlap with the first topic. People wanted to know the languages and models of Pasifika language/s that children are being exposed to in the best practice centres, and also the pedagogical approaches. Others wanted to know about whether children used their community as a real language, speaking with passion and tone. Questions also included:

- Which is more effective: immersion or bilingual ECE?¹²
- What is the role of centres in helping children acquire rich L1 and to become bilingual?
- What language environments and approaches are needed when children who attend have different language backgrounds? Is the Pasifika language their first, second (or even third) language?
- What is the definition/s of quality Pasifika ECE? Is the importance of play, and children's rich language when left to play, recognised?
- The nature and extent of incorporation of Pasifika cultural music, dance, mime, mats, and natural materials in the curriculum?

3. *A longitudinal study of Pasifika children, comparing different pathways* (13 suggestions).

Again, there is some overlap with earlier topics. This is more in the nature of a suggested project design. People want to include a range of sub-samples in any such study and compare the outcomes for children with the following characteristics and experiences:

- children whose Pasifika language is L1;
- children whose Pasifika language is L2;
- children who are bilingual, or whose homes are;
- children who attended full immersion settings;
- children who attended bilingual settings;
- children who attended mainstream settings;
- children who follow different pathways after starting school (bilingual unit versus mainstream junior school).

Some people want to know outcomes soon after the time children started school, others want to follow the children for some years (even as far as secondary school). Some people also wanted to know more about how Pasifika children learn foundation knowledge in more than one language.

4. *Describe and evaluate Pasifika children's transition experiences* (12 suggestions).

This is a topic where there has been some research (see NZCER studies by Mara, 1998, and Podmore, Sauvao & Mapa (2001), a master's thesis by Sauvao, 1999, and a recent intervention study by Phillips, McNaughton and MacDonald, 2001).

¹² No-one defined bilingual versus immersion in these discussions.

However, L1 and L2 acquisition and maintenance aspects of transition experiences are an area of considerable concern to Pasifika early childhood teachers and families. They ask: What's it all been for when children who are Pasifika language speakers find the transition to school difficult and adjustment slow, and/or the English language rapidly takes over? The ECPL via Literacy study, being undertaken in 2002, will add valuable information but only for one part of Auckland.

5. *What do parents and communities want?* (8 suggestions).
Generally, this topic is related to the topic on quality Pasifika ECE. If energy and resources are going into provision of Pasifika bilingual and immersion services, what expectations do the parents and communities have of the nature and extent of language exposure, pedagogical approaches and language development. It does not seem to be clearly expressed in charters or in practice. What do parents and communities think is *quality* Pasifika ECE? How do they regard parent involvement in ECE – do they perceive it to be an attribute of quality Pasifika ECE? Why (not)?
6. *Attitudes towards/valorisation of Pasifika languages.* (6 suggestions).
A number of people or groups recognised that if community languages are not acknowledged and valued, it is hard to sustain immersion and bilingual programmes, and to support bi-lingualism in individual children. They suggested studying valorisation of Pasifika languages (the messages given in a variety of settings - educational, church, home - about the value of Pasifika languages). Do reasons for choice of ECE service (Pasifika or mainstream) illuminate how Pasifika families value Pasifika languages?

We suggest these questions to do with values and attitudes held in relation to Pasifika languages could be added to one or more of the projects above.

7. *Language measurement instruments* (5 suggestions).
Current research is limited by the lack of language measurement instruments (e.g., current research by Phillips, McNaughton and MacDonald), and this lack would also limit the answers to several of the research topics above. In order to develop language measurement instruments a prior step is needed: namely, to establish children's language norms in significant settings.

What is clear from the literature is that it is inappropriate to use instruments from mainstream languages to measure language proficiency. Pasifika peoples want their own peoples to administer any tests.

Other priorities

8. *Evaluation of government structures, staff expertise, systems and policies for Pasifika ECE* (12 suggestions).
Concerns were expressed about some specific policies, such as multiple contracting or the qualified 'person responsible' regulation for 2005. Others used higher-level analyses and raised critical theory type questions about whose interests are being served by current government policy arrangements and about whether they are fair and just for Pasifika peoples. There is a strong sense

amongst officials from several agencies that things are stacked against community-based groups being able to meet Pasifika peoples' aspirations, so they want an evaluation of Government's role vis-à-vis Pasifika ECE.

9. *Teacher education and career pathways.* (11 suggestions).

Many discussants are concerned about the sustainability of Pasifika services, because of an inadequate teacher supply of Pasifika teachers with a level 7 Diploma of Teaching (ECE). They also seek reassurance that the quality of preparation of Pasifika teachers is satisfactory for the additional complexity of their role as language teachers. The first to complete the Diploma of Teaching (ECE – Pacific Islands) offered by the Auckland College of Education will graduate at the end of 2002. What has been suggested is a comprehensive study of Pasifika teacher education: recruitment, provision of teacher education, profiles of student teachers, and career paths. Discussants' concerns were not solely about maintaining supply in PECCs; they also want to maintain the possibility that Pasifika registered teachers are able to work in bilingual units in junior schools to reduce some of the transition difficulties experienced by Pasifika children.

Priority topics reordered according to timing

The priority list above – based on frequency of mention - is presented again below, but arranged in a different order. In the present section, the order on the list is related to urgency. In some cases, the urgency is derived from the need to do some studies that are very relevant educationally but would be hard to progress without another study being done first. (For example, some language proficiency measures need to be developed by a R&D study before some other research questions about educational effectiveness can be tackled.) In other cases, the urgency is purely for educational reasons – there is only one relatively short period of time in their lives when children can benefit from quality ECE.

The list is introduced, followed by a fuller explanation for each research topic:

1. Establish children's language norms in significant settings; then develop language measures appropriate for monolingual or bilingual young speakers of Pasifika languages;
2. Finding out what Pasifika parents/communities want in terms of language/s development of their children and quality early childhood education;
3. Describing language experiences of young children; also use this as phase one of a longitudinal study of outcomes of different language experiences;
4. Teacher education and career pathways; and
5. Evaluating government's role vis-à-vis Pasifika ECE services (licence-exempt and licensed and chartered).

It needs to be noted that the first three topics at least are inter-related and probably need to be considered together in a programme of research.

Establish children's language norms and develop language measures

Many research questions related to Pasifika immersion and bilingual early education cannot be fully addressed without some *appropriate* measurement tools for children

relating to language functions and aspects of proficiency in different ethnic languages. Development of tools is predicated on knowing the language norms for young children in significant settings. The Woolf Fisher Research Centre and the Centre for Pacific Studies, University of Auckland, may develop measurement tools for their current research, but more are urgently needed that are appropriate for young children who speak languages other than English.

What parents/communities want?

The design of some other topics suggested as priorities for research could benefit from guidance about what expectations the parents and communities have of the nature and extent of language/s exposure, pedagogical approaches and language/s development, earlier rather than later. Ministry of Education consultation on bilingual and immersion education may answer this question satisfactorily; otherwise a survey following the *Pasifika Education Research Guidelines* (Anae et al, 2002) would be warranted.

Describing the language/s experiences of young Pasifika children

Many people had an expectation of the authors that we would be addressing this question *now*. We needed to manage this expectation down. There is a sense of urgency about finding out what is happening in early childhood settings (centres, licensed-exempt groups and homes) in terms of immersion and bilingual language/s experiences.

Longitudinal research on outcomes for those from different language settings

A number of people felt that researching the here and now situation vis-à-vis young children's language/s experience could be the first stage in undertaking longitudinal research, assuming the sample design was adequate for the dual purpose. This topic was the highest priority for the Pasifika caucus of the Strategic Plan for ECE Working Group.

Teacher education and career pathways

While not being completely separate from language-related topics, this topic is more closely related to policy change - change that has already been announced. People are very concerned that Pasifika services are at risk from this point in time if they cannot meet the new regulations about early childhood teacher qualifications for 'persons responsible'.

Pasifika people also want to be assured by good information about the quality of Pasifika teacher education, and the extent of its availability and sustainability. Concerns about students' loss of flair and strength in Pasifika cultures were also expressed by at least two discussants. These are some of the reasons why discussants want a study of teacher education and teacher supply for Pasifika early childhood centres carried out urgently.

Evaluating government's role vis-à-vis Pasifika ECS

Some people want research information about what the Government systems and policies are doing to and for Pasifika infants, toddlers and young children. Some suggest one particular policy for research examination; while others ask higher-level questions about the big picture of Pasifika ECE. There are a number of senior officials who are seriously concerned about the proportion of at-risk centres and

potential for negative effects on Pasifika children and families from current arrangements. They see an evaluation project to be an urgent priority because of the at-risk situations.

Topics from the Literature Review on Pacific Education Issues Final Report

Recommendations about further research are to be found in the chapter on ECE in the recent Pasifika education literature review (Coxon et al, 2002):

- Evaluation research on government policy initiatives designed to include, educate and empower parents. Because participation rates for Pasifika children in quality ECE provision are not increasing significantly, key questions have to be asked about the extensive funding input that has largely not met the desired outcomes.
- Comprehensive longitudinal studies to show the relationships between the provision of EC experiences, in the ethnic group languages as well as through mainstream providers, and the later educational outcomes for these children.
- Research studies to inform the development of culturally sensitive measures of “quality” to assist in developing policy and implementation in the provision of Pasifika ECE.
- Research that may facilitate transition to school for Pasifika children and families and diminish dislocation and loss of languages and culture. (Coxon et al, 2002, p.43)

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PART C: A REVIEW OF BILINGUALISM AND SECOND LANGUAGE ACQUISITION IN EARLY CHILDHOOD

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Introduction

Languages are the world's cultural heritage. Their maintenance permits the preservation and development of the cultures and peoples who speak them, and their loss marks often-tragic consequences for peoples, their cultures and their values. Once a language has died, almost superhuman efforts are required to resuscitate it. But even where language death is not the most pressing concern, language maintenance in situations where the language community is distanced and dislocated from the parent language community requires diligence, dedication and vision. The Pasifika languages spoken by members of New Zealand society represent one such group. These are languages where, although there remains a source of renewal in the islands of origin, the communities in New Zealand must constantly fight the effects of assimilation to English as the language of the wider community if they are not to be effectively cut off from the communities from which their speakers came in this or previous generations. In addition, if Pasifika communities in New Zealand are to maintain their cultural vitality and values, whether recognisably different from the communities that gave them birth or not, language must be at the forefront of the maintenance efforts.

This review examines the evidence currently available in the research literature for how children can be most encouraged to become functioning speakers of both "community languages", such as the Pasifika languages in New Zealand, and the language(s) of wider communication (in the New Zealand case, English) during the early childhood period. The focus is on providing sufficient well-supported information for the ingredients that go into creating a successfully bilingual preschooler. It does not, however, assume that all educational programmes designed to meet this goal will be either monolingual in the community language or bilingual in the community language and English; rather it assumes that different communities will make different decisions in this respect; and that they should be free to do so. This review has been written in the firm belief that all languages are worth preserving, that all languages which have competent speakers can be preserved and passed on to future generations, and that the raising of bilingual children can not only achieve these goals, but also provide social and psychological benefit to the individuals who are bilingual and to the societies of which they are a part.

This review will be structured in terms of answering a series of questions that are relevant to the making of policy and research decisions in any 'community language' context. The focus is on what is known about bilingual and second language acquisition in children in early childhood, with the emphasis on the psychological rather than the sociological. While there is much important work on sociological issues of language maintenance, language use and language loss (e.g., Fishman 1991, 2001; Spolsky 1989a; see also items in the annotated bibliography at the end of this

review); as well as on issues of language rights and the role of language in the empowerment of first nations (e.g., May 1999, Durie 1999), the health of a language is, in the end, measured mind by mind. That is, it is the success of each individual learner of any language in acquiring and passing on that language to others which ultimately determines whether there is any language to maintain, lose, or empower with. The focus here, therefore, will be on how each individual child can come to play their part in the crucially important task of maintaining Pasifika languages. As such, it addresses issues such as 'Is there a critical period for second language acquisition such that a failure to produce children fluent in community languages before a certain age will result in a failure to produce individuals fluent in these languages later in life?', 'What sort of language input do young children best learn from?', and 'What is the role of motivation in childhood second language learning?'

A note on terminology: This review will use the term 'community language' in preference to either 'minority language' or 'heritage language' because in any given community, the language in question may not be spoken by a minority of speakers; neither should it have the connotation of marginalisation that the word 'minority' conveys. The term 'heritage', while the term of choice in many countries, most notably Canada, has connotations of something ancient and static, rather than something modern and dynamic; whereas living languages are always modern and dynamic, and must remain so if they are to survive. The term 'community language' not only avoids the pitfalls of the other terms, but also has connotations of involvement at all levels of a child's life, in the family and in the neighbourhood. Since languages thrive best when they are multi-contextual in this way (Fishman 1991, 2001) describing the languages of New Zealand that are not English as 'community languages' not only describes what they are, but also what we want them to be.

From home to early childhood centre

The language task faced by children entering a community language early childhood centre in New Zealand will vary depending on the nature of the home language experience prior to their entry, and the nature of the language experience they receive outside of the Early Childhood Centre (ECC) while they are attending it. Children who are attending a community language ECC could come from any of the following situations:

1) They are being raised in a home in which all the other members of the household speak only the language of the ECC in the home, even though they may use other languages outside the home, or with other family members who visit the home on an occasional or irregular basis. For children in this situation, exposure to the community language in the ECC is a continuation of their first language acquisition. The task facing these children is to expand their use of the ECC language as they learn and expand their intellectual and social horizons. If these children lead lives with little contact outside the home community, they may be monolingual speakers of the ECC language, and will need assistance to become bilingual in English (either through the ECC or elsewhere/later). If the ECC is offering a bilingual programme, then these children will be beginning the process of becoming functioning bilinguals in the community language and English, and will be second language learners of English in the ECC.

2) They are being raised in a home where both the community language and English are used. If the distribution of the two languages is relatively equal, the child will enter the community language ECC as a bilingual speaker and will, in the ECC, be continuing their bilingual first language acquisition of the ECC language. If the ECC offers language input in both the community language and English, then the ECC will be supporting and developing the bilingual language acquisition of that child. If the ECC is monolingual in the community language, the child will be continuing their development of English informally at home and in the neighbourhood.

3) They are being raised in the majority language of the wider community (English), and have access to the community language only in the context of the ECC, and perhaps other cultural contexts. In this case, the child is a second language learner of the community language and will become bilingual as they become competent in the community language.

This review will assume that policy makers wish to provide the best curriculum possible for children from any of the above home situations going into either a monolingual or a bilingual ECC, and that the fundamentals of effective early childhood language programmes are the same in all these cases. It makes no practical or theoretical sense to segregate children on the basis of their early childhood experiences at home, not least because even though the three types of family situations above can be described discretely, in practice children fall on a continuum of language competence in the community language and in other languages from no initial competence to full age-appropriate competence, and all gradations in between. In other words, children may arrive in the ECC with a greater or lesser facility with the language of the ECC, and with a greater or lesser facility with one or more languages in addition to it. Similarly, while there are practical curricular and classroom management differences between monolingual and bilingual ECCs (Wong Fillmore 1982), the issue is successful bilingual language acquisition, whether that is fostered in the ECC or through a combination of the ECC and the wider community outside the ECC. It goes beyond the scope of this review to examine arguments for and against a monolingual or a bilingual ECC, and therefore what follows is designed to be relevant to either context.

Bilingual and second language acquisition

This review will be divided into a number of sections that offer answers to questions about how children become bilingual, and how they can be encouraged to become bilingual in a 'community language'. It is followed by full references to all the works cited in the review. An annotated bibliography of relevant book-length materials that offer helpful condensations of both theoretical and practical significance for policy makers, teachers and parents is provided in Appendix 7.

Who is bilingual?

Many people wrongly assume that to be bilingual one must be completely fluent in both languages in all contexts. Since such people are about as rare as hens' teeth, and

millions of people know themselves to be bilingual even though they could not measure up to such a criterion, it is important not to base the notion of 'being bilingual' on any discrete notion of level of competence. Bilinguals' competence in each of the languages is dependent on need and experience; they develop language skills as a result of exposure (formal or informal) and need, just as monolinguals do. The pattern of competence in the two languages will thus vary considerably from individual to individual, and is equally valid, no matter what the constellation of skills.

It is, however, useful to have a working definition of 'bilingual' for the sake of clarity, however; and the notion of 'interlanguage' from second language studies provides exactly the right basis for one (Corder 1971, Selinker 1972, 1992). Second language researchers have recognised for decades that any learner learning a second language does not simply make random errors; rather their production and comprehension is systematic at all stages of acquisition. When they have just started learning the language, their system -- their 'interlanguage' -- looks rather different from the one possessed by a native speaker of the language. As learners progress, however, they pass through a series of interlanguages each slightly different from the last, which become more and more closely identifiable with one possessed by a native speaker (Larsen-Freeman and Long 1991). Although first language learners are not usually described in this way, we can see that they too operate with a series of interlanguages as they move from infant to adult (Foster-Cohen 1993). Their child forms are similarly systematic and non-random. The point at which we concede that they have finished learning is the point at which their language is deemed to be indistinguishable from an adult's. A more useful definition of being bilingual, therefore, is someone who possesses two or more interlanguages, without prescribing how far along the sequence of successive interlanguages any individual needs to be. This approach is sympathetic to Grosjean's arguments (1989) that there is a continuum from monolingual to bilingual, since as the two interlanguages develop it is the balance between them that will determine how bilingual an individual is. In addition, adopting a psycholinguistic definition based on the possession of two interlanguages avoids fruitless arguments about specific levels of fluency or possession of certain constructions or vocabulary, or capacity to function in certain contexts. These are all important issues in their own right, but they should not be used to define whether a person is bilingual or not. And it certainly allows any child who has spent more than even a brief period in a second language environment, whether at home or in an ECC, to call herself/himself a 'bilingual' with pride.

How do L1, L2, and bilingual language acquisition differ in early childhood?

It is usual to distinguish between monolingual and bilingual language acquisition, and within bilingual language acquisition between simultaneous and sequential bilingualism (Baker 2001). However, there is as yet no very clear way of deciding whether children exposed to a second language in the preschool period ought to be viewed as engaging in simultaneous or sequential acquisition. Traditionally, the age of three has been used as a rule-of-thumb cut-off point, such that first exposure to a second language before the age of three is argued to be simultaneous bilingual first language acquisition, and first exposure after the age of three is sequential child second language acquisition (McLaughlin 1984). Recent research by Neville and her

colleagues (Weber-Fox and Neville 1996) suggests that this cut-off might correspond to changes in the neurological organisation of language in the brain. However, other work looking at specific aspects of second language learning by children exposed from the age of three found them more like simultaneous bilingual learners than second language learners (Möhrling 2001) suggesting that the bilingual/second language dichotomy, based on a discrete and across-the-board cut-off point, is probably not helpful. It is more likely that different aspects of language have different optimal acquisition points. What we do know, however, is that any child appropriately exposed to the second language before the age of about six can become able to function at native levels of proficiency (even if some extremely subtle tests of language knowledge suggest differences from bilingual first language learners (Johnson and Newport 1991)). Beyond the age of six the capacity to absorb a second language decreases gradually through adolescence and into adulthood where it stabilizes (Johnson and Newport 1989). (See the discussion below on the critical period for second language acquisition.)

Even if future research is able to articulate the precise differences between simultaneous and sequential bilingualism, a number of core features will still characterise both first and second language acquisition. While it is beyond the scope of this review to provide thorough coverage of first language acquisition (see Foster-Cohen 1990, 1999), it is worth drawing attention to some of these overlaps, as they are important in understanding the language behaviour of preschool second language learners. The first commonality is that both first and second language learners often go through a period when they produce little or no language at all--the so-called 'silent period'-- communicating through non-verbal means, or being simply passive observers of the social world around them. In first language learners this seems unremarkable because it happens when children are less than two years old, and we do not expect them to be active linguistic participants in interactions, although we do know that some children are early talkers while others are quite late talkers (Bates, Dale and Thal 1995). Some teachers and other professionals, however, are perturbed by normal second language learners who adopt a similar strategy; not recognising that some children take several months to begin to communicate even non-verbally or in single words. This should not be a cause for concern, however, if the child is known to be functioning in their first language. Moreover the savvy teacher should expect to observe communication in the second language first among peers before a child will have the courage to address an adult. Also, some children do not go through a silent period; simply diving straight into second language conversations, at first using their first language (apparently oblivious of the fact that they are not understood), and then increasingly using the second language. These outgoing youngsters have personalities which allow them to do this, and are able to use a different strategy than the silent observers.

Silent periods are also indicative of another similarity between first and second language acquisition: that comprehension is always in advance of production. Productive abilities in a language are easy to detect because they are reflected in speech (or sign, in the case of the acquisition of a sign language). Comprehension, however, is not directly observable, so we tend to underestimate it. However, comprehension not only precedes production in development but it exceeds it as well: there are always more words and constructions we understand than we use. This is true of children young and old, and if children are to progress, the language they are

exposed to needs to exceed in richness and complexity the language they themselves produce (Krashen 1982); it needs to be in the children's zone of proximal development (Vygotsky 1962), in other words.

The path that children take in developing their expressive (production) capacities in both their first and second languages often moves from small units (single words) to larger ones (phrases and sentences). Some children, however, prefer to pick up large chunks of functionally useful language, and to reproduce them, maybe only very approximately, only later breaking them down into their composite units and understanding how they are composed (Peters 1977). Wong Fillmore (1976) in a study of children learning a second language from each other in the informal setting of the street found frequent use of this strategy. It allowed children with very early interlanguages to stay in interactions and games, contributing minimally, and eliciting more and more language that they could understand from the context. All children probably make some use of these chunking strategies to some extent, but it is usually recognised that the extent to which they prefer this more 'gestalt' approach to a more 'analytic' piece-by-piece approach is one of cognitive preference or learning style (Bates, Dale and Thal 1995).

A third important similarity between first and second language acquisition in children is that both groups recreate rather than copy the language, the input, they receive from those around them. Children do not just imitate language. Rather, they analyse what they hear and reuse and recombine it, unconsciously deducing the regularities that underlie it, and hazarding their own constructions that not infrequently result in erroneous overgeneralizations along the way. (Having heard 'walked' and 'talked', they produce 'teached' and 'bringed', for example). Some argue that children's unconscious hypotheses about language are so highly constrained (i.e., they do not make all sorts of assumptions which they could logically make, but stick to a narrow range of hypotheses which happen to fit the world's languages) that there must be an inbuilt, genetically determined Language Acquisition Device (Chomsky 1986, Pinker 1994). Others prefer to presume that children rely on much simpler pattern recognition and pattern creation devices (Peters 1985, Slobin 1985). Whatever sort of explanation one opts for, the important point is that children go beyond what they experience to create their own language competence. Nowhere is this seen more clearly than in cases where children are exposed to incomplete forms of language such as 'pidgin' languages, i.e., basic communication systems employed by people who do not share a common language. Children for whom this is the major input not only pick up these languages and use them, but also extend them in ways not reflected in the input to create 'Creole' languages (Bickerton 1981). For example, faced with language input that does not have any complex sentences, children create systems that do have complex sentences. At the same time, of course, the limitations of the input are to some extent preserved. This will become important later when the issue of second language learner input to children will be discussed.

A fourth similarity is that both first and second languages take many many hours of exposure. This is sometimes forgotten, and people often feel they are failures as second language learners when they have put in only a mere fraction of the time trying to learn it than is reasonable. Young children by the age of five have been exposed to something on the order of 19,000 hours of language input, whereas five years of exposure in, say, a two-hour per week class is only a paltry 520 hours. Older

language learners can get more from their time on task than younger ones, but preschoolers learning a second language need, and ideally get, many thousands of hours being exposed to the second language. Despite the fact that learning languages is a natural human trait, language learning does not happen instantaneously; nor does it happen without cognitive effort, albeit that most of that effort is unconscious in early childhood.

Children do mature cognitively as they pass through the preschool period, and some of this maturation is relevant to the way they are able to absorb second languages. The most obvious emerging skill is the capacity for metalinguistic awareness (Gombert 1992); that is, the ability to reflect on language the way they can reflect on number or on space. Children with metalinguistic awareness can tell you what words rhyme with each other, which words start with the same sound, and whether a sentence sounds ungrammatical ('odd' or 'funny') to them. The full capacity for metalinguistic awareness does not emerge until around the age of seven in monolinguals, although bilinguals seem to mature rather faster in this respect (see below), but preschool children are beginning to have phonological awareness, and bilingual preschoolers have awareness of translation equivalents in the two languages, meaning that some at least of the second language could be taught directly, if appropriate. This then, does constitute a difference between first and second language acquisition in children, but the overall conclusion must be that while monolingual first, bilingual first and preschool second language acquisition are different to some extent, they all share essential features which may be more important from a curriculum point of view than the differences.

Is there a critical period for child second language acquisition?

The similarities between first and second language acquisition detailed in the previous section should lead one to anticipate a negative answer to this question, and indeed, the bulk of the evidence does indeed favour the idea that a second language can be learned at any age, although not necessarily in the same way or with the same end results (Johnson and Newport 1991). Very young children will learn a second language either identically or in much the same way as they learn their first language; older children (older than about six) have available greater cognitive and metalinguistic capacity (i.e., the capacity to treat language as an object which they can examine and analyse) which enable them to approach some aspects of learning a second language differently than is possible at a younger age. At the same time, they may no longer have available the same "instinctive" capacity (Pinker 1994) to absorb a language that is present during the preschool years; although this is very much still a topic of intense debate in the field of second language research.

Singleton (1989) and Harley and Wang (1997) review a wide range of research on the age-factor in second language acquisition, and the idea of a critical period in particular. They focus on the often cited aphorism "younger is better but older is quicker" ascribed to Krashen, Long and Scarcella (1979) which suggests that older children are able to use their increased powers of memorisation and metalinguistic awareness in tackling a new language, engaging with it as they would engage with any other sort of learning challenge, but that older learners will always "fossilise" (i.e., cease learning) at a point that falls short of native-speaker competence. Younger

learners, on the other hand, may take longer to get to a similar point of competence, but they will, in the end, go beyond the older learners to full native competence.

While there is some evidence to support the notion of a critical period for second language acquisition in this sense, and both Singleton and Wang agree that onset of second language acquisition after the age of six or seven compromises the learner's capacity to master the morphological and syntactic aspects of language (word endings and sentence structures), they suggest that research does not fully support a classic "critical period" account. While younger learners do pick up the sound system of the language better (which is why they are much less likely to have a foreign accent than older learners), older learners are also capable, in the right circumstances, of acquiring native or near native competence as well.

That there is a critical period for first language acquisition (monolingual or bilingual) in the sense that it must start before a certain age, however, remains robust (Lenneberg 1967, Long 1990). Children who are not able (for reasons of deafness or isolation) to take in sufficient input during the preschool period (before the age of about four) risk permanent and long-term consequences (Newport 1990, Harley and Wang 1997). Although it is currently not known when exactly the cut-off point for the beginning of first language acquisition is, the few sad cases we have available (Curtiss 1977, 1989, Goldin-Meadow 1982, Newport 1990) suggest that a child who is exposed to their first language after the age of about twelve will never be able to learn a true language. While they will be able to acquire vocabulary items and to communicate to some extent, they will never acquire grammatical markers such as articles, tense markers, pronouns and other 'little words' which make human languages different from the more simplified forms of communication shared with other species.

Luckily the latest moment for exposure to the first language is rarely tested, and typical language acquisition monolingual or bilingual begins prenatally when infants are already processing the language sounds in their environment. Research has shown that newborns differentiate between speech sounds and other sounds, and up to the age of about nine months are able to respond with equal sensitivity to any set of phonetic distinctions they are exposed to (de Boysson-Bardies 1999). After that time, they become increasingly locked into the sound system of the language(s) they are already exposed to, and less able to hear the differences between sounds in unfamiliar languages. We might think that therefore a child exposed to a second language after the age of nine months would have trouble with the sound system and hence have an accent in the second language, but in fact, although it must be at some level 'harder work', children significantly older than nine months do acquire languages without a detectable trace of a non-native accent.

The response to the question of whether there is a critical period for second language acquisition, therefore, would seem to be that while earlier is easier, later is not impossible; and so to that extent there is no hard and fast critical period. However, depending on how it is defined, the notion of a critical period still carries weight (Long 1990).

What is the ideal way of becoming bilingual in early childhood?

Although there are descriptions of a variety of different formulae for becoming bilingual in early childhood, the ones that work share a quite simple set of important features (Spolsky 1989b, Whitehead 2002): they involve meaningful input in meaningful contexts with meaningful people over a sufficient length of time. Romaine (1995) sets out a series of six contexts in which bilingualism might be achieved, although not all of them are likely to sustain it. The most frequently effective context is where the family members of a child speak more than one language, each person speaking a single language consistently. Known as the 'one person, one language' strategy, it is efficient because it happens at home (meaningful contexts), involves language used for everyday activities (meaningful input) by people important to the child (meaningful people) and over a sustained period of time. Provided the home environment supports a positive attitude towards the languages spoken and the people speaking them, any child capable of acquiring a single language can acquire two (or more) languages simultaneously in this environment. The time-on-task issue is important, however (Singleton 1989). There are only a fixed number of hours in the day, so dividing these hours between two languages necessarily means less input in each of them than a monolingual would receive. This, coupled with the additional work required to process and store two systems, may account for why bilingual first language learners often go through a longer silent period than monolinguals. Also, if there are two languages in the home environment, but one is spoken by someone who works long hours outside the home, then we can expect that the acquisition of that person's language will take longer or be less efficient. However, intense periods of input, such as vacations or other reasons to be in sustained interaction with the more absent caregiver, can change the pattern of bilingualism for a child quite quickly (Leopold 1939-49, Singleton 1989).

To the extent that the language learning experience in the ECC is sufficiently like what children would receive if one or more of their caretakers raised them in the language at home, it is likely to be successful. ECCs need to replicate the caring way in which the most effective families scaffold (Bruner 1977) successful communication for young children, use language in play contexts and in contexts where everyday activities get accomplished, and support oral language development with the richness provided by beginning literacy. Recognising that not all children grow up in such optimal environments, it becomes even more important that the ECC provide one to aid and support the home language-learning context (Nissani 1990).

In designing an optimal language curriculum for an early childhood classroom the following (adapted from Ashworth and Wakefield 1994) need to be taken into account:

- a) "Children learning a second language are, first of all, children. As such they need to experience success". Crucially they need to have a good level of self-esteem. "It's more important to pay attention to [second language] children's need to feel accepted and valued than to their level of proficiency in the second language." (Ashworth and Wakefield 1994:33).
- b) "Like learning a first language, learning a second language does not progress in a linear series of well-defined stages...The language used by a child may be very mature in some respects and immature in others." (Ibid: 33/34)

c) "Children learn a second language so they can use it with their friends. They are not interested in language as anything but a means of communication." (Ibid: 34)

d) "Language develops best when it's learned in a variety of contexts and when content is varied...Children learn best through play, games, make-believe, storytelling and songs. Both the context and the content of the activities need to be varied, holding the children's interest and giving them the opportunity to participate at their own level" (ibid: 34).

e) "Literacy is a part of language. Therefore reading and writing, along with listening and speaking, need to be developed from the beginning...All children need to be read to every day...The four skills of language--listening, speaking, reading and writing--should be interwoven into the activities of every integrated day. The interplay among the skills augments the children's grasp of language so that they can express their expanding knowledge more clearly." (Ashworth and Wakefield 1994:35)

Finally, it is worth noting that even if an ECC that does not provide the ideal environment and does not produce native speaking five-year-olds, it is still providing a basis for later language development. Given that there is no hard and fast critical period, children who leave their ECC with less than full competence for their age are still in a position to augment and develop that language later. And in fact, whatever their language competence when they leave the ECC, children will still need to continue working on their language skills if they are not to continue to sound like five-year-olds when they are twenty-five-year-olds. Specifically, they will need to add more advanced forms of the language as the tasks they need to carry out in that language become more sophisticated.

Is it OK for caregivers and teachers to mix their languages when talking to a bilingual child?

One of the issues that is often raised when considering the home (and school) experiences of a bilingual child concerns whether it is good practice for the adults who form the child's input in his or her two languages to speak monolingually to the child or code-switch between them. This is probably an unhelpful question, since the extent of code-switching is largely not a personal but a community matter (Lanza 1997, Nicoladis and Genesee 1997). Speakers in some communities shift between two or more languages frequently, and it is part of how their language community works. While there may be those who would like to see this stopped, for reasons of linguistic or cultural purity, it will not happen while code-switching remains positively valued by language users. Bilinguals code-switch for a number of reasons, but always because they feel comfortable doing so, and because it partly defines who they are. To require that people change their behaviour in this respect when talking to a child is not only unnatural for them, but also likely to be doomed to failure.

So then the question becomes whether children can recognise they are dealing with two separate languages despite code-switched input. The general consensus is that they can (Garcia 1983). As a result largely of work by Volterra and Taeschner (1978), it used to be thought that children exposed to bilingual input (with lots of code-switching or only a little) began with an undifferentiated single language, then separated them in terms of vocabulary and only later separated them in terms of syntax. Subsequent research, however, does not support this picture, and the

consensus is now that children recognise that they are dealing with two languages from very early on, even if they themselves code-switch and therefore appear to be mixing the languages (Nicoladis and Secco 2000). Certainly by the age of two, bilingual children know which language to address to which person and when. De Houwer (1995) likens this to how monolingual children notice that different people speak in different ways (to different people, in different situations, on different topics) within the same language; bilingual children simply make use of the resources of more than one language to mark these differences. The children themselves, however, may not know consciously that they are using two languages until they become sufficiently metalinguistically aware to be able to reflect on the matter. They will find it amusing or angering if one caregiver uses the language of another when this is not the family tradition, but they will probably not know that one is English and the other Samoan, for example, until three or four years old. Drawing on Nicoladis and Genesee (1997), Baker (2001) concludes: "a variety of factors may affect the point at which a child separates the two languages: exposure to the two languages in different domains, the attitudes of parents to the two languages and to mixing the languages, the language abilities and metalinguistic abilities of the child, personality, peer interaction, exposure to different forms of language education, as well as sociolinguistic influences such as the norms, values and beliefs of the community"(92).

One reason why the issue of code-switching has been seen as a problem by some is that it is a behaviour which monolinguals cannot comprehend because they have no experience of it. What they hear is someone who suddenly introduces incomprehensible material into an otherwise comprehensible discourse, which they sometimes both misperceive as random mixing of the languages and at the same time often find threatening. This suspicion about code-switching is perhaps partly to blame for the alacrity with which educationalists responded to the proposal that many bilingual children were "semilingual", incapable of speaking either of the languages to which they were exposed; an issue to which we now turn.

It is important to tackle the issue of semilingualism head-on in any review of bilingualism in children. 'Semilingualism', or 'double semilingualism', is a politically motivated term (Baker 2001:9) and has a number of problems that should lead to its abandonment. One of these is the problem, alluded to above; that some have thought that systematic code-switching is random mixing of two languages. Other problems are summarised by Baker (2001) as follows: (1) the term is used entirely negatively and "invokes expectations of underachievement which may evoke a self-fulfilling prophecy" (Baker 2001:9), (2) children will learn what they are exposed to, so if their languages are relatively underdeveloped then the source for that should be sought in the exposure or 'input' to the child, rather than describing the child as 'semilingual', a term that has the overtones of blame that accompanies 'badly behaved' or 'stupid'; (3) most bilinguals use their languages for different purposes, so language tests are likely to tap into at most one of their languages at their highest competence. A child who has never been exposed to the language of retelling a story in the language they are being evaluated in can hardly be blamed for doing poorly in the terms of the test. (4) Relatedly, academic tests, which are the most often used, tap into only a narrow range of language proficiencies. They focus on "form and correctness" as identified by Grosjean (1985, 1994), and do not explore the range of functional competencies he advocates. (5) Any attempts to use robust criteria to identify those who are

'semilingual' seem not to work reliably, suggesting that the criteria are unclear and the notion ill-defined. Finally (6), 'semilingualism' is a notion defined in terms of monolingual competence, treating the bilingual as if they had two monolingual competences.

The second of the points made in the previous paragraph bears some emphasising. Children who are part of the re-establishment or maintenance of a community language may have as a significant part of their input, language spoken by those who themselves are second language learners of the community language. Alternatively, they may have native speaker input in the community language and non-native input in the language of wider communication (e.g., English). In either case, children can go beyond the input to a certain extent, but will also mirror back the language of the input, including features which native speakers of the languages concerned would consider errors. The issues here are social and political, rather than psycholinguistic. Obviously the better the input to a child's language acquisition, the better the output, but communities who are trying to preserve their languages rarely consist of only fluent native-speaking adults. It is part of the language maintenance picture that there will be adults who are second language learners (Fishman 1991), and all a community can do is try its best to expose children to as many fluent speakers as possible, using all the tools available (including the worldwide web, radio, television, visitors, etc.) and build a healthy positive attitude towards speaking the language so that all ages can benefit. It would certainly be folly to try to ban non-fluent speakers from interacting with the children. However, in the end it needs to be recognised that what are known as 'nativised' forms of languages can become established through passing non-native forms from one generation to the next, and that this is an agent for language change throughout the community language speaker groups. How this is responded to, and whether it is even seen as a problem is a topic that goes beyond the brief of this review.

Do children vary in their capacity to acquire a second language?

It has long been recognised that first language acquisition is a natural (probably genetically driven) capacity of almost every child, irrespective of her or his intelligence on any of the standard scales of intelligence. Children who are severely impaired intellectually may also have problems with language, but the existence of high language skills in the face of significant cognitive impairment, as well as significant language problems coexisting with intact intellectual skills (Tager-Flusberg 1994), point to a double dissociation between general cognition and language (Smith 1999). As a result, there is no real notion of aptitude for first language acquisition. In second language acquisition, on the other hand, a notion of aptitude is sometimes used to explain why not all students appear to learn a second language as well as each other. However, it has not been demonstrated that aptitude is equivalent to anything more than 'responds well to the teaching method'. The research showing the lack of a critical period, in addition, suggests that it is wiser at this point to assume that all children have equal aptitude for a second language, even if they have diverse learning styles (O'Malley and Chamot 1990, Skehan 1998), and thus will not all thrive in the same kind of language classroom. All children need to use the language learning strategies that suit them best (Oxford 1990). To the extent that the ECC classroom is a mirror of the first language environment, we can expect children

to do as well in their second language as they did in their first language, at least in acquiring the language skills that are equivalent to those they would have acquired at home (see below).

While aptitude is probably not a useful notion in this context, attitudes and motivation do affect children's second language learning. Children will learn anything if they see a reason for doing so, even if those reasons are not the reasons of the adults around them. For children, it may be motivation enough to be able to play a new 'cool' game. Originally, research on motivation for language learning employed big dichotomies such as 'instrumental' (learning the language because it will get you something) versus 'integrational' (learning the language because you want to fit in) (Gardner and Lambert 1972). More recently, these have been replaced (or perhaps one should say 'deconstructed') in terms that make reference to issues of individual self-confidence and attitudes towards a particular teacher, classroom, or activity (Baker 2001:124). Dörnyei (1994, 1998) has been particularly instrumental in unpacking the nature of motivation.

A discussion of motivation also has to consider demotivating factors that can impede a child's linguistic progress. Dulay and Burt (1977) and (Krashen (1981) proposed that there is an "affective filter" which allows only some of the language input to reach the learner's mind, screening out the rest through the fear and trepidation of feeling awkward or stupid or resentful. While such a notion is undoubtedly too simple to account for the complexities of the learner's attitudes towards the language and its speakers and their impact on learning, it is still a good metaphor for the sort of psychological barriers to language acquisition which learners consciously or unconsciously erect. In the community language situation, some of the most powerful creators of such barriers are the, often unspoken, attitudes towards the community language which the child brings from home, may encounter through the media or elsewhere in the wider community, or may even encounter in the classroom (Fishman 1991). Families who are ambivalent about encouraging a child's acquisition and use of the community language, or who subject the child to (even light-hearted) criticism or humiliation for making "errors" can do untold damage. Unfortunately, often the very people who bemoan the disappearance of their language are the ones who view their roles as defenders of the language to include humiliating those who speak it poorly. It is important in any group to have "language defenders", those who remember how the language was spoken in their generation, and whose job it is to act as a break on the inevitable language change that happens from one generation to the next. However, not to recognise that the language will and must change if it is to remain a living cultural force, and not to recognise that those who are in the process of learning need approval, support, encouragement and the provision of (non-judgemental) good models will undermine the very enterprise.

What emerges is that when motivation is high and factors that can negatively impact learning are low, young children will absorb appropriate and relevant second language material with ease (Siraj-Blatchford and Clarke 2000).

What happens to the first language when the second is added?

The issue of the effect of acquiring a second language on the first language is a particularly difficult one to tackle (Seliger and Vago 1991). The problem stems from the fact that much of the history of research into bilingualism has been operating with the assumption that a bilingual is “two monolingual competences in one head”. As Grosjean (1985, 1994) has suggested this is as inappropriate as viewing a hurdler as both a sprinter and a high jumper and holding her to the standards of both sports instead of creating distinct expectations for hurdlers. Once we accept that this view is inappropriate, then we ought to expect, and, in fact, welcome changes in the behaviour in the first language when a second is added. When the sprinter decides to become a hurdler, not only does she have to add jumping to her repertoire, but also adjust her running so that it is appropriate to hurdling, rather than to sprinting.

Discussions of 'additive' versus 'subtractive' bilingualism (Lambert 1977) have been carried out in the context of immigrant languages that are not valued highly in the community. Additive bilingualism is said to happen when addition of the second language does not negatively impact the first and when being bilingual is regarded as a positive asset for an individual and a community. On the other hand, 'subtractive' bilingualism is said to happen when being bilingual is seen as having a negative impact on the first language and is not positively regarded or is actively regarded as negative for the individual and the community. Under the second set of circumstances, young children who may enter the school system bilingual often lose their first language within a few months or years (Wong Fillmore 1991, Harley and Wang 1997). Ill-informed people often think that children who experience the early years of their education in a monolingual community language environment will be disadvantaged in the learning of the language of wider communication. Or, they think that if the language of the home is the language of wider communication (e.g., English), then time spent in a community language ECC will somehow prevent them developing their English skills. In fact, concern for one language or the other is seen as a reason for many parents (in politically monolingual environments) to dismiss bilingualism as a path for their children. This thinking has no basis in fact, except when social, political or input factors make effective acquisition of the second language impossible. From a cognitive point of view we know that mathematical or geographical or scientific skills can be learnt through one language as easily as another. What we know in one language we can, with fairly straightforward work on the necessary vocabulary and structures, transfer to the other language. When it comes to knowledge of the languages themselves and the capacity to read and write, debate and argue in the two languages, there may indeed be a weaker language, a less dominant one. Whether this is an issue rather depends on how the child intends, or more correctly the child's parents and teachers intend the child, to move into society and is very much a matter of identity. Certainly, identity and self-worth are likely to be the casualties if the home language is not preserved in the school context (Siraj-Blatchford and Clarke 2000).

Sometimes children become passive bilinguals in this context: they understand everything said to them in the home language but lose the ability to actually produce it themselves. The more the community language is used across a wide variety of contexts, including literacy contexts/activities, the more likely children are to retain it (Fishman 1991).

What sort of language can and should children learn in early childhood?

It has long been recognised that the language of the home is not identical to the language of the school, for either monolingual or bilingual children. Basil Bernstein (1971) argued that, for many children, the language of school, with its reduced dependence on the “here-and-now” context for interpretation, may be unfamiliar to children who only use language at home to engage in ordinary tasks based in the current context. Although rightly pilloried for his claim that not only were such children linguistically disadvantaged but cognitively deficient, Bernstein was nevertheless correct in pointing to what we might more appropriately call a 'cultural mismatch' (Siraj-Blatchford and Clarke 2000) between home and school language use. All children suffer some kind of such 'cultural mismatch' to the extent that the culture of home is not the same as the culture of school, but for some children the mismatch is greater than for others. For some it can present a serious challenge to even understanding what is being asked of them; and can certainly pose a challenge in terms of knowing how to respond.

Essentially the same distinction lies behind the dichotomy introduced by Cummins (1984, 2000) between Basic Interpersonal Communicative Skills (BICS) and Cognitive/Academic Language Proficiency (CALP). Like Bernstein's distinction, it rests on the level of contextual support for interpreting language and the level of cognitive demand of the communication. Face-to-face conversations about known and often visible entities engage BICS, while the decontextualised talk that surrounds solving abstract math problems or evaluating an argument calls for CALP. While there is an intuitive appeal to this dichotomy, it needs to be regarded with caution. Dichotomies are rarely as clean as they appear, and this is certainly the case with BICS vs. CALP. In fact, Cummins himself has recognised that the two dimensions of cognitive demand and contextual support intersect in ways that allow for a range of activities which vary along these two dimensions, and children may be easily able to engage in an activity that falls in the CALP box (decontextualised and cognitively demanding) if they are familiar with and enthusiastic about the material it engages. (The capacity of young children to explain how a video-game works or to retell a favourite story come to mind.) Thus, while BICS and CALP may be useful to some extent, issues of individual learning style of children, cultural practices of language use, and teaching style will blur the distinction, possibly to the point where it becomes useless.

Despite the limitations of the BICS/CALP distinction, one of Cummins main claims is importantly corroborated by research into the length of time it takes for children to acquire a second language. Cummins (1981, 2000) argued that it takes one or two years for a child to acquire BICS in a second language and five to seven years or more to acquire CALP. Other research, by Hakuta and D'Andrea (1992), found that English as a foreign language proficiency peaked after eight years of exposure; and Hakuta, Butler and Witt (2000) found that "social English takes three to five years to develop, while academic English can take four to seven years" (as cited in Baker 2000:174). Because of the facility young children can show in everyday uses of language, it is important not to assume that they have the capacity to perform age appropriately in all language tasks in the school context. Tests of skills in a second language must be

carefully tied to curriculum to ensure that what is being tested has had a chance of being learned first.

Rather than depending on the BICS/CALP distinction, many researchers in second language use a model of communicative competence that divides up the language picture rather differently (Foster-Cohen, 2002). Canale and Swain (1980) and Bachman (1990) consider that a second language learner must master not only the structural resources of the language (vocabulary, syntax, morphology), but also the capacity to construct appropriate discourses, to use their language strategically, and to use it in culturally appropriate ways. These models are not widely used in bilingual contexts, but appropriately operationalised for early childhood second language learning can provide a way of looking at second language development with more scope for the subtle spectrum of language use.

What is the role of the early childhood centre?

The focus of this review has been on how natural second/bilingual language acquisition can be fostered, with the implication that the closer to a natural immersion home environment the ECC can be, the better. As the previous section has addressed, however, there are aspects of language use that educational contexts need to develop which home environments usually do not. The ECC, then, does have a role to play that is different from the home and can engage in language focussed activities that are more didactic. However, because very young children do not have the kind of metalinguistic capacity required for the most common kinds of form-focussed teaching and learning (Doughty and Williams 1998), overt second language teaching of preschool children is inappropriate and a waste of resources. Children learned their first language by focussing on meaning, not on form, and young children will learn a second language most effectively through the same kind of meaning-focussed experience (Thompson 2000). The ideal, of course, is cleverly crafted activities which have clear language goals from the teacher's perspective, but look and feel like natural meaning-focussed activities to the children. Young bilingual children can, however, also profit from focussing directly on the language, provided it is not overdone. Although Krashen (1981, 1985) suggested that any overt focus on the language being learned was a waste of time or, worse, actively counterproductive, this is no longer accepted, and we know that bilingual children can gain from making some systematic comparisons between their languages. For example, labelling a picture with both the community language label and the English label provides reinforcement of the idea that different languages can name the same thing in different ways, that both are valid labels, and that it is a positive thing to know both labels. Focus on form activities such as reciting verb forms or engaging in extended translation for no other purpose than the act of translation are not to be encouraged, however.

The ECC must also address the issue of the intellectual development of the children who attend it, and here there is a substantial literature on the role bilingualism does and does not play in cognitive development (Bialystok 2001). While to review this literature would take as many pages as the current review, it is worth looking very briefly at the evidence about the linguistic advantages of being bilingual. The most robust advantage is an enhanced capacity for metalinguistic reflection; that is, that children with two languages learn early that there are different ways of saying the

same thing, and different ways of thinking about the same thing. This means that the essential arbitrariness of the relationship between words and ideas becomes apparent earlier than for monolinguals and results in an earlier readiness for reading where arbitrary symbols on the page must be understood to stand for concepts (Bialystok 1988, Galambos and Hakuta 1988, Ricciardelli 1993). Galambos and Hakuta also found that the higher the level of language competence in the two languages, the more the advantage in metalinguistic skills was evident. Cummins (2000) argued the same thing with respect to his 'Threshold Hypothesis'. There is also evidence that children who are bilingual in two languages can more easily become multilingual in three or more (Cenoz 2000).

Conclusions

Although, as already mentioned, this review does not focus on the effectiveness of bilingual programmes or on the advantages of being bilingual, it would be remiss if it did not emphasise that not only is becoming bilingual doable for the children in early childhood (if they are provided with the appropriate conditions), but that it can have specific advantages for speakers of community languages in particular. Baker (2001) summarises the results of a number of reviews of the effectiveness of community language programmes carried out in Canada and elsewhere in the world (Cummins 1983, 1993, Cummins and Danesi 1990, Dutcher 1995). These studies together point to some distinct advantages to children in being educated at least initially in their community languages. Four main findings emerge: (1) the students maintain their home language, (2) there is no loss of curriculum performance, in fact all things being equal they perform better than children mainstreamed in a programme which transfers them to the dominant language of the community without reference to their community language, (3) the children's attitudes are positive and they have a good chance of having an enhanced sense of identity, self-esteem and self-concept, and (4) the children's performance in the majority language (in our context, English) is better than those exposed to this majority language from the beginning of their schooling, in the absence of the community language. The Canadian Education Association concluded in 1991 that community language programmes result in: positive self-concept and pride in one's background; better integration of the child into school and society; more tolerance of other people and different cultures, increased cognitive, social and emotional development; ease in learning new languages; increased probability of employment; fostering stronger relationships between home and school; and responding to the needs and wishes of the community (Baker 2001: 240). Moreover, Dutcher's review (1995), which included data from New Zealand, argued that in the long term, bilingual education was more cost-effective than mainstreaming children in English-only contexts. While one would hope that cost is only ever measured in human terms, policy makers might like to recognise that in the case of bilingual education, human and monetary values both point to the same conclusion.

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APPENDICES

APPENDIX 1:

Discretionary Grants Scheme – Pasifika Pool - Summary

<u>Centre Name</u>		<u>City</u>	<u>Description</u>
1996/1997 (grants were reduced by average of 10% across the board to fit the available funds)			
Tafesilafa'I	Samoan	Glenfield	Planning
Loimata ole Alofa	Samoan	Mangere	New Building
Samoa Moni	Samoan	Mangere	New Building
Akoteu Faka-Kalisitiane Ko Namoa	Tongan	Mangere	New Building
Akoteu Falemasiva	Tongan	Mangere	New Building
Kenese	Niuean	Otara	New Building
Feiloai Mau So Aoga Amata	Samoan	Henderson	New Building
Raitu Ekalesia Apii Reo Kuki Airani	Cook Islands	Auckland	Renovations
Nukutukulea Manutea Aoga Niue	Niuean	Mangere	Renovations
Motutefua Aoga Niue	Niuean	Wiri (Auckland)	Renovations
Pine Mo Luku Aoga Niue	Niuean	Avondale	Renovations
Polutu	Samoan	Takanini	Renovations
1997/1998			
(Tama Ale Eleele) Manukau PIC A'oga Amata	Samoan	Papatoetoe	New Building
(Fa'amasani Aoga Amata) Aukilani Sisifo	Samoan	Massey	New Building
Fakatouato Language School	Tongan	Onehunga	New Building
Akoteu To'o Lelei (Tong. Northcote LangNest)	Tongan	Northcote	Renovations
Akoteu Toonga Fungani (Takahemonu x3)	Tongan	Glen Innes	New Building
Heilala Pre-school	Tongan	Ponsonby	Renovations
1998/1998			
Petesa	Samoan	East Tamaki	New Building
Mangere Pasifika x5 (Southern Cross)	Various	Mangere	Renovations
Kia Orana Punanga Reo	Cook Islands	Mangere	Renovations
Puna Ole Atamai Aoga Amata	Samoan	Mangere	Renovations
Sagato Iosefo Aoga Amata	Samoan	Mangere	Renovations
Akaiti Mangarongaro	Cook Islands	Mangere	Renovations
Matua Mo E Tama Aoga Niue	Niuean	Mangere	Renovations
Vananga Manihiki	Cook Islands	Otara	Renovations
SISDAC Etena Fou	Samoan	Mangere	New Building
Puna o le ola A'oga Amata	Samoan	Kingsland	Renovations
Te Reo Rarotonga	Cook Islands	Otara	New Building
Pelega o Matua Fanua EFKS Napier	Samoan	Napier	New Building
1999/2000 1st Round			
Aoga Ale Teuila	Samoan	Glen Innes	Renovations
Maataga Aoga Amata (Fetu Pupula)	Samoan	Grey Lynn	Renovations
Kenani Tongan Pre-School	Tongan	Otahuhu	New Building
Te Ara Metua Punanga Reo Kuki Airani (Ra-Itu)	Cook Islands	Tokoroa	New Building
Punanga Reo Kuki Airani (Reo Matua)	Cook Islands	Rotorua	New Building
St Pauls Metotisi	Samoan	Otara	New Building

Tongan Kahau Ola ECC (Tongan Lang Nest)	Tongan	Christchurch	New Building
1999/2000 2nd Round			
Faavae Mautu Educare (Apple Terrace)	Samoa	Porirua	New Building
Leataata O Tupulaga Samoa	Samoa	Massey (Auck)	Renovations
Akoteu Lotofale'ia Tongan EC Group	Tongan	Mangere	New Building
Matiti Akoga Kamata Tokelau	Tokelauan	Naenae (L/Hutt)	New Building
Mataliki Tokelau Pre-school	Tokelauan	Mangere	Renovations
Punavai o le Gagana	Samoa	Flaxmere	New Building
Rongomai Pre-school	Cook Isl/Samoan	Otara	Renovations
Tongan Tamaki Feofa'aki	Tongan	Glen Innes	New Building
Pukapuka Community Preschool	Cook Islands	Mangere	Renovations
2000/2001 (1st Round)			
Aoga Fa'ata'ita'i PIC Samoa Mangere	Samoa	Mangere	Planning
Autaumafai a Fanau Aoga Amata	Samoa	Christchurch	New Building
Cook Island Preschool	Cook Island	North Dunedin	Planning
Cook Islands Taokotai ECE Centre	Cook Island	Ranui	Planning
Duavata Fijian Play Group	Fiji/Cook Isl/Sam	Wanganui	Planning
Fe'ungamalier 'Uluaki	Tongan	Pukekohe	Planning
Fiti Lagakali Aoga Niue	Niuean	Mangere	Planning
Ketese mane Aoga Amata	Samoa	Porirua	Planning
Lalanga Mo'ui Preschool	Tongan	Palmerston North	Renovations
Le Teuila o Samoa	Samoa	Papakura	Extensions
Lou'olive Preschool	Tongan	Glen Innes	New Building
Maranata Aoga Amata	Samoa	Christchurch	New Building
Niue Aoga Tama Ikiiki	Niuean	Porirua	Planning
Pulela'a Tongan Early Childhood Group	Tongan	New Lynn	Planning
Samoa Tula'I Aoga Amata	Samoa	Kelston	Planning
St Peter Chanel Pre-School	Samoa	Clover Park (Auck)	New Building
Ta Fesilafai Aoga Amata	Samoa	North Shore	New Building
Te Reo Kuki Airani Preschool	Cook Islands	Mangere	Planning
Te Uki Tamariki Ou Cook Island	Cook Island	South Dunedin	New Building
2000/2001 (2nd Round)			
Kew PIECC	Cook Isl/Samoan	Invercargill	Renovations
Samoa Taumafai	Samoa	Tokoroa	Planning
Taokotaianga Apii Kuki Airini	Cook Islands	Hastings	Renovations
Viti Pre-school	Fijian	Te Atutu	Planning
Akoteu Nasaleti	Tongan	Otahuhu	Planning
Falemaama	Tongan	Ranui	Planning
St Peter Chanel*	Samoa	Clover Park	Top Up
Leataata o Tupu Laga*	Samoa	Massey	Top Up
Te Reo Rarotonga*	Cook Islands	East Tamaki	Top Up
Punavai o le Gagana*	Samoa	Flaxmere	Top up
Aoga Amata Aotearoa*	Samoa	Chrstchurch	Top up

* Grants allocated to top up previous grant

APPENDIX 2

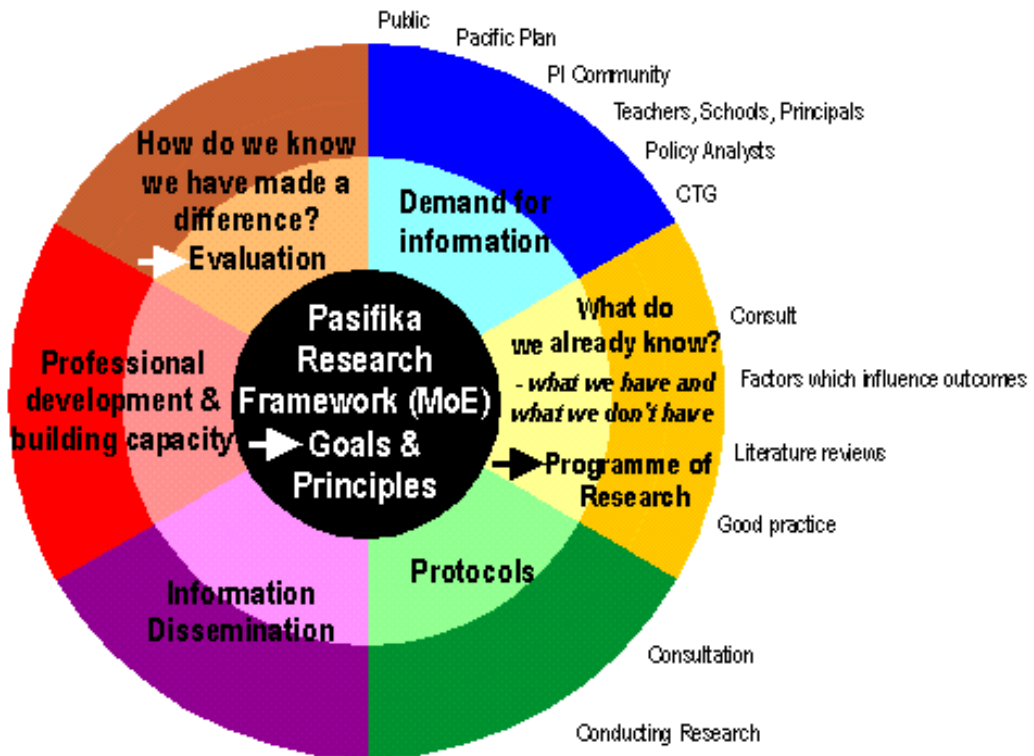
Discretionary Grants Scheme – General Pool Pasifika Early Childhood Education Allocations

Financial years	Centre name	City	Project description
2001/2002	Aiga Pia Aoga Amata	Porirua	new building
	Tafesilafa'a Preschool	Christchurch	new building
	Punavai o le Atamai	Dunedin	new building
	Kelston Community	Auckland	new centre
	Four Winds	Hamilton	extension
2000/2001	Aoga Amata Aotearoa	Christchurch	relocation
	Reo Metua	Rotorua	to become licensed
1999/2000 1 st allocation	Motutefua Aoga Nive	Auckland	purchase building
	Pacific Island Community Trust	Gisborne	planning grant
	St Paul's Trinity Pacific	Christchurch	planning grant
	Aoga Amata Pre-school	Invercargill	extension
	Rongomai Pre-school	Auckland	upgrade
2 nd allocation	Punavai Ole Atamai	Dunedin	planning grant
	St Luke's Childcare	Tokoroa	extension
1998/99	Aoga Fa'a Samoa	Auckland	extensions
	Malamalama Moni Aoga Amata	Palmerston North	extension
	Tongan Language Nest	Christchurch	new centre
	Four Winds	Hamilton	new centre

1997/98 1 st allocation	Cannon's Creek Fanau	Porirua	upgrade
	Naenae Samoa Aoga Amata	Lower Hutt	relocation
	Tafesilafa'a	Christchurch	upgrade
2 nd allocation	St Luke's Pacific Island Centre	Hamilton	extension
	Aoga Amata	Christchurch	extension

APPENDIX 3

Pasifika Education Research Framework (2001)



APPENDIX 4

Final Report of the Strategic Plan for Early Childhood Education Working Group to the Minister of Education (2001)

The excerpts below indicate that some of the proposals made by the working group for the development of a strategic plan for early childhood education policy contained some risks for PECCs, particularly in relation to supply of Pasifika ECE teachers.

DIRECTION ONE: PARTICIPATION, ENGAGEMENT AND ACCESS

These strategies would involve working with local communities to address barriers to participation, and ensure that communities have access to quality ECE services that meet their needs.

1.1 Promote participation and adult engagement in ECE services

Build participation in ECE by actively promoting it. ... New programmes would be developed and existing programmes would be expanded to support parent and whānau engagement with ECE.

✧ Impact for Pasifika peoples

Pasifika families, community and church groups are the most knowledgeable about their own needs, and can create the diverse local solutions required to increase participation in ECE. In some areas ethnic specific strategies may need to be adopted. Community consultation points to the need for more information on ECE services, differences between licensed and licence-exempt groups, and processes involved in setting up a new centre. A small proportion of Pasifika families are unlikely to join ECE services. They need information on home-based and family-based programmes.

1.2 Improve access to quality ECE services¹³

Improve access through increasing the provision of appropriate ECE services.

✧ Impact for Pasifika peoples

This strategy would address access barriers through supplying appropriate services to Pasifika communities, and supporting existing ECE services to be more responsive to Pasifika families.

1.3 Plan the provision of ECE services

Work with communities to ensure that the provision of ECE and facilities meets changing community needs. The Ministry of Education would play an increased role.

✧ Impact for Pasifika peoples

Planning could improve participation of Pasifika children in quality ECE if the community needs assessment process takes into account the responsiveness of ECE services to Pasifika peoples.

¹³ This strategy applies to both licence-exempt and licensed and chartered services.

1.4 Provide advice and support services to ECE services

Draw on and build up the resources, skills and knowledge through a coherent, systematic approach to advice and support.

∞ Impact for Pasifika peoples

Responsiveness to the needs of Pasifika ECE services would be achieved through having suitably qualified peoples providing advice and support services in Pasifika languages, e.g., for licence-exempt groups wanting to become licensed and chartered. (Early Childhood Education Strategic Plan Working Group, 2001, excerpts from pp.11-15)

DIRECTION TWO: COLLABORATIVE RELATIONSHIPS

Sustainable ECE services that provide opportunities for children, parents and whānau to participate in quality ECE would be communities of learning and/or based on collaborative relationships.

2.1 Create collaborative relationships and improve programme and agency co-ordination between ECE services and other relevant services

[Create] strategic relationships at a local, district and national level among agencies.

...

✂ Impact for Pasifika peoples

Collaborative relationships between ECE services and other social agencies would help considerably to improve participation of Pasifika children and families in ECE services, as well as access to other services. Including Pasifika community organisations and church groups would strengthen communities of learning.

2.2 Improve the coherence and continuity of education for children from birth to 8 years of age

Achieve coherence and continuity in children's learning, development and education from birth to 8 years of age through improving transitions between home, ECE services, and school, and between parenting programmes and ECE services.

✂ Impact for Pasifika peoples

Pasifika children would benefit from smoother transitions from home to ECE to school. There may need to be a particular focus on Pasifika children moving from Pasifika language immersion ECE services into English-medium schools.

2.3 Quality and participation are informed by New Zealand early childhood research

Inform ... through a programme of ECE research, with a designated pool of funding.

✂ Impact for Pasifika peoples

There is a particular lack of research in Pasifika ECE. Research is needed into areas such as participation and quality in Pasifika language immersion services.

(Early Childhood Education Strategic Plan Working Group, 2001, excerpts from pp.16-18)

DIRECTION THREE: QUALITY EARLY CHILDHOOD SERVICES

These strategies would improve quality through improving the supply of quality teachers, putting in place better ratios and group sizes, improving process quality through legislating *Te Whāriki*, and putting in place ongoing improvement systems and better professional development.

3.1 Legislate *Te Whāriki* for children from birth to 6 years in ECE settings

Integrate *Te Whāriki* ... into the legislative framework for ECE to give official recognition to *Te Whāriki*, and signal its equal status to the school curriculum.

✂ Impact for Pasifika peoples

Te Whāriki gives the foundation for Pasifika peoples in New Zealand to have distinctive ECE services promoting their languages and cultural heritage. ... Some of the additional curriculum resources and professional development to support *Te Whāriki* would be designed for use in a Pasifika context.

3.2 Regulate qualifications and registration for staff in ECE services where teachers are responsible, and for home-based services

Endorse the current legal requirements that ... :

- by 2002, those new to the role of “persons responsible” in education and care services and co-ordinators in home-based services, for licensing purposes, will hold a Diploma of Teaching (ECE) or equivalent; and
- by 2005, existing “persons responsible” in education and care services and co-ordinators in home-based services, for licensing purposes, will hold a Diploma of Teaching (ECE) or equivalent.

✂ Impact for Pasifika peoples

A shortage of appropriate teacher education may mean that Pasifika ECE services would not be able to meet the proposed timelines. How this will be managed, while maintaining the quality status of Pasifika ECE services in relation to other services, needs consideration. Creating a separate timeframe for Pasifika services would give more time to train staff, but could also put quality at risk and impact on pay parity. Recognition of an elder being on the staff as specialist in their language and culture would be a positive development.

3.3 Improve ECE service ratios and group size

There would be change to the Education (ECE) Regulations for licensed and chartered centres, to improve ratios of staff to children; improve group size, separate group size from maximum centre size; and ensure that appropriate spaces are available for groups within centres.

✂ Impact for Pasifika peoples

There are major resource implications for Pasifika bilingual and immersion ECE centres, which need to have staff and volunteers with fluent language.

3.4 Improve the supply of quality teachers through improved capacity and quality of teacher education, recruitment and retention measures, and pay parity

Improve the supply, distribution, responsiveness and quality of early childhood teacher education.

✂ **Impact for Pasifika peoples**

Greatly increased numbers of Pasifika ECE teachers are needed for the increasing number of children with Pasifika heritage and growing demand for Pasifika services. There is a need for specific teacher education programmes preparing teachers with the skills and knowledge needed in Pasifika ECE services.

Current provision could be supplemented by supporting teacher education providers and Pasifika peoples to offer programmes based on the unit-standards-based National Diploma in Teaching (ECE, Pasifika) (Level 7) ... The impact of recruitment and retention strategies over time, including pay parity, needs to be reviewed.

3.5 Recognise the quality of ECE services provided by parents and whānau

This strategy applies to services operated by parents and whānau, including ... licence-exempt playgroups [and PECGs].

✂ **Impact for Pasifika peoples**

This strategy would provide new opportunities for Pasifika parents, families and communities to provide services that recognise their cultural heritages and support their heritage languages. Pasifika itinerant teachers or support workers would be used to support Pasifika parents ... providing licence-exempt groups.

3.6 Ensure ongoing improvement through review and evaluation

Under this strategy, excellent practice in ECE service self-review leading to ongoing improvement would be progressively extended across licensed and chartered ECE services.

✂ **Impact for Pasifika peoples**

Ongoing quality improvement processes that include ... increased responsiveness of ECE services to their communities would improve ... quality ECE for Pasifika children.

3.7 Provide professional development appropriate to setting and circumstances

Develop a revised system that:

- is focused on the educational aspects of ECE services;
- includes appropriate provision for Māori and Pasifika peoples; and
- enhances professional development providers' responsiveness to services' needs.

✂ **Impact for Pasifika peoples**

Professional development programmes and professional development providers would be adapted to the needs of the growing number of immersion and bilingual Pasifika ECE services.

3.8 Support leadership development

ECE service leaders would have access to leadership education and training to build skills and knowledge about governance, management and administration of ECE services. Educational leadership would be supported by assisting ECE teachers and educators to act as professional leaders ...

✂ **Impact for Pasifika peoples**

This strategy would empower Pasifika peoples to develop their skills and capacity to provide ECE services and to make their voices heard amongst other ECE services providers and professional leaders.

3.9 Develop and implement a te reo Māori language policy for ECE teacher education and programmes.

Develop a language policy for early childhood education to provide direction and support for early childhood services delivering in te reo Māori, and to strengthen the use and understanding of te reo Māori in all early childhood settings.

3.10 Develop and implement a languages policy for ECE teacher education and programmes

Develop a languages policy for ECE to provide directions for the ECE services that operate in languages other than English and Māori, and for ECE services that enrol children from families where the mother tongue is neither English nor Māori.

✂ **Impact for Pasifika peoples**

Pasifika language immersion services would be supported in their delivery of education in heritage languages. Pasifika families in mainstream services would be better supported.

3.11 Showcase excellent programmes through centres of innovation

ECE services would apply to receive additional funding as a designated centre of innovation for three to four years. The purpose of the funding would be for receiving visitors, and for action research and dissemination activities.

✂ **Impact for Pasifika peoples**

This strategy creates opportunities to develop innovative practice to improve the quality of service to Pasifika children.

(Early Childhood Education Strategic Plan Working Group, 2001, excerpts from pp.19-30)

DIRECTION FOUR: SUSTAINABLE EARLY CHILDHOOD SERVICES

To support participation ... ECE services need to be sustainable and affordable. These strategies would see Government developing a responsive funding formula and regulating for quality, while ensuring compliance loads are not too onerous.

4.1 Revise funding levels and arrangements to promote high quality, sustainable and affordable ECE services

Our long-term vision is that all children would have a universal entitlement to a reasonable amount of free early childhood education. Such an entitlement would put children's interests first. Substantive steps for implementation of this vision beyond the timeframe of this plan are included in the Appendices.

✂ **Impact for Pasifika peoples**

Improving funding levels to ECE services and making ECE services more affordable would make Pasifika services more sustainable and more affordable for parents. Pasifika families with low incomes may not be able to afford to pay fees for ECE services. This makes Pasifika ECE services vulnerable, as they cannot raise fees if funding falls short.

4.2 Review regulations and compliance

There would be review and amendment of current regulatory and compliance requirements on ECE services. ... Underlying concerns about how the regulatory system works and the compliance load it imposes would be addressed.

✂ **Impact for Pasifika peoples**

Pasifika ECE services may face particular barriers in meeting the ECE regulations. A review of the regulations would examine the compliance load on ECE services. It would also explore ways of bringing the regulations in line with cultural values and philosophies of Pasifika peoples, where this is an issue.

(Early Childhood Education Strategic Plan Working Group, 2001, excerpts from pp.31-33)

APPENDIX 5

ECD Professional Development Outputs in relation to Pasifika Education and Care Centres

1998:

Outputs measures for clusters were: 138 facilitator hours in contact with 410 staff, 45 management and 37 parents. Output measures for individual centres were: 177.5 facilitator hours in contact with 221 staff, 96 management and 44 parents. (22 centres were in a cluster model, 10 individual, and one centre in both models).

1999:

Output measures were: 716 facilitator hours face-to-face (cluster = 414, and individual = 3302 hours) with 315 staff, 131 management and 143 parents.

2000:

Outputs measures were: 138 facilitator hours in contact with 1061 staff, 364 management and 489 parents. Output measures were no longer categorised into clusters and individual centres.

2001:

Output measures were: 579 facilitator hours with 481 staff, 247 management and 191 parents.

A cluster of PECCs was established in the Wellington Region [in partnership with Wellington College of Education] to deliver workshops and do follow-up visiting.” Some shortcomings in delivery were acknowledged.

(Note: The data indicate a drop off in participation in 2000-01, even though only one Pasifika centre had completed the programme.)

APPENDIX 6

Other Possible Research Topics

During consultation meetings, discussants shared their ideas for Pasifika research. The list below contains suggestions made by only one person or a few people. They are presented in no particular order.

Many of the topics could be embraced by projects in the priority list.

1. What are mainstream ECE services doing to help maintain Pasifika languages? What are mainstream settings actively doing to assist Pasifika children to learn English as L2?
2. Undertake (action) research on developing and trialling Pasifika ways in mainstream settings. For example, is ECE and junior school more effective if teachers take a cross-cultural approach?
3. Effects of contracting advice and support on Pasifika ECE services (licence-exempt and licensed and chartered services).
4. What influences Pasifika centres' choice to be immersion or bilingual?
5. What factors in the education system contribute to the effective learning of English?
6. What contributes to poor educational outcomes for NZ-born Pasifika children?
7. How effective are current arrangements - for take-up and for improving practice - for professional development for adults in Pasifika ECE services? (2 suggestions.)
8. Conduct case studies of children who have no strong rich language.
9. Study Pasifika groups as they move from being licence-exempt playgroups to groups who are explicit about wanting to become licensed and chartered centres, to centres with a provisional licence, to centres that are fully licensed and chartered. What should be offered in terms of language/s support when?
10. Undertake research and development projects to produce resources that guide/coach people about working with Pasifika children and bilingualism.
11. Ask the Marsden sociolinguistics research team (Manukau study) to undertake further analyses of data, later.
12. If/when *Te Whāriki* is used in the first year of school, undertake action research on the effect of this change in curriculum on the transition of Pasifika children from ECE settings to school.

13. Research the processes of learning and teaching Pasifika children to find out the best practice for them. The design may need to differentiate between NZ-born and Pasifika-born children. This research would require speakers of the community languages to be the researchers.
14. Research the importance of the church and/or elders in quality learning.
15. What best practice in Pasifika nations' early education centres and schools could be adapted and used in New Zealand schools with Pasifika children?
16. Carry out action research on ways to increase the involvement of Pasifika people in their children's learning, including where there are qualified staff. (ECPL includes this topic.)
17. Document the resources that are available to Pasifika ECE services (licence-exempt and licensed and chartered) to help them achieve their goals: qualified teachers, teacher education provision, print and ICT resources, etc). (To an extent, the current compilation of a profile of Pasifika ECE will do this.)
18. Carry out a retrospective study of 'graduates' of Pasifika early childhood centres (and those who went to mainstream ECE Services) who are say 10 years old to find out outcomes.
19. Collect participation statistics in a more reliable way.
20. Identify what special needs, if any, are specific to Pasifika children.
21. Research and develop for teachers guidelines for the best ways to teach a second language – including teaching children their community language as L2.
22. How do Pasifika teachers use Education Officers in museums, zoos, and so on to assist in educating Pasifika children about their own language/s and culture/s?

APPENDIX 7

Annotated Bibliography

Dr Susan Foster-Cohen, University of Canterbury

Ashworth, M. and Wakefield, P. (1994). *Teaching the World's Children: ESL for Ages Three to Seven. The Pippin Teacher's Library.* Markham, Ontario: Pippin Publishing Limited. As with a number of items in this bibliography, this book is designed for the teacher who is welcoming non-English speaking children into their English-speaking classroom. As such it might seem irrelevant to the concerns of this review. However, not only is there considerably more research on English as a Second or Foreign Language (ESL/EFL) than on any other second language learning situation, but English is a language just like any other. An ESL child is no different in terms of what they must do than a child who comes to a community language school not yet speaking the language of that school. It is important, therefore, that teachers avail themselves of the available literature and recognise when and how it can contribute to their thinking and practice. This particular volume urges careful understanding and record keeping about the exact language and cultural experience of the child's home so that the best support can be offered to the child and to the family, and offers lots of practical advice about how to achieve it.

Baker, Colin (2000). *The care and education of young bilinguals: An introduction for professionals.* Clevedon, UK: Multilingual Matters Ltd. Taking a cross-disciplinary approach, this book is designed to be a comprehensive introduction for a range of professionals working with bilingual children. It provides definitions, and discusses themes and issues in the literature on bilingualism in accessible language. The focus is predominantly on the bilingual or multilingual child, but there are chapters on bilingual families, communities and classrooms. Useful suggestions for further reading are provided at the end of each section.

Baker, Colin (2001). *Foundations of Bilingual Education and Bilingualism, 3rd edition.* Clevedon, UK: Multilingual Matters Ltd. This book provides an up-to-date summary of most of the key issues in bilingualism in early childhood. It has an American focus, and is more concerned with the acquisition of English in immigrant language situations than heritage language situations (as is most of the literature world-wide, in fact). It concerns itself with more than just child bilingualism, and contains much that is useful on becoming biliterate as well as bilingual. Finally, it contains significant discussion of issues of societal bilingualism and policy issues. It is a very useful addition to any library on bilingualism. Its companion volume is Baker, C. and García, O. Policy and Practice in Bilingual Education: Extending the Foundations Multilingual Matters 1995, which is a reader of seminal papers in bilingualism and bilingual education.

Cunningham-Andersson, U. and Andersson, S. (1999). *Growing Up with Two Languages: A Practical Guide.* London: Routledge. This is an excellent and accessible book for parents and teachers, written by a couple who have themselves raised bilingual children (English and Swedish in Sweden). It is packed full of encouraging and practical advice for other parents and provides non-technical summaries of the research. It is particularly good at addressing stressful issues such as how parents should react when their children bring home monolingual friends, or what to reply when unthinking others try to suggest raising a child bilingually is harmful.

De Boysson-Bardies, Bénédicte (1999). *How Language Comes to Children: From Birth to Two Years.* Cambridge, MA: MIT Press. This is an excellent summary of research on early speech and language development up to the stage of entry into two-word utterances. It has the added advantage of not having been written purely from the perspective of English-speaking research. De Boysson-Bardies' comments on how the over-emphasis of American parents on social engagement leads them to credit infants with more words than French parents would recognise in their children provides a useful cultural perspective on early language development. The strength of this book is in the wide coverage of research into speech perception and production in the early months of a child's life.

Foster-Cohen, S. (1999). *An Introduction to Child Language Development.* Harlow: Longman UK. This book is a short introduction to child language designed for those with little or no knowledge of linguistics. It covers all areas of development from prelinguistic communication through to the acquisition of reading and writing. Bilingual language development is addressed in a number of places in the book, but its main focus is a review of language development in general. Designed primarily for use in a tertiary-level course, each chapter contains opportunities to analyse data and think through key issues.

Garcia, E.E. et al (eds.) (1995). *Meeting the challenge of linguistic and cultural diversity in early childhood education. Yearbook in early childhood education series, Vol. 6.* Williston: Teachers College Press. (From ERIC abstract ED393560) Geared toward early childhood educators, ... bilingual and English as a Second Language teachers, ... this yearbook examines the issues of linguistic and cultural diversity in early childhood programs. Following an introduction, ... the chapters are: (1) "Meeting the needs of young second language learners" (Rachel Grant); (2) "Language development of bilingual preschool children" (Fred Genesee & Elena Nicoladis); (3) "The Carpinteria Preschool Program: A long-term effects study" (S Jim Campos); (4) "Assessment of bilingual children: A dilemma seeking solutions" (Celia Genishi & Margaret Borrego Brainard); (5) "Mexican-American War: The new generation" (Howard L. Smith & Paul E. Heckman); (6) "Socialization and the development of cooperative, competitive and individualistic behaviours among Mexican American children" (George P Knight et al); (7) "Diverse families" (Francisco A Villarruel et al); (8) "Family support: diversity, disability, and delivery" (Karen Shu-Minutoli); (9) "Role of parents in responding to issues of linguistic and cultural diversity" (Patricia Edwards et al); (10) "Preparing teachers for early childhood programs of linguistic and cultural diversity" (Olivio Saracho & Bernard Spodek); and (11) "The future challenge of linguistic and cultural diversity in schools" (Olivio Saracho & Bernard Spodek).

Genesee, F. (Ed.) (1994). *Educating second language children: The whole child, the whole curriculum, and the whole community.* Cambridge: Cambridge University Press. (From a book review by M. Minami, in *Bilingual Research Journal*, Vol.18, No.3-4, pp.169-77) The book focuses on the sociocultural nature of both first- and second-language acquisition and on the importance of the school in maintaining and developing the language and culture of students' families and local communities. The book contains many practical suggestions for teachers working with language-minority children, including such additional challenges as cross-cultural special education.

Grosjean, F. (1982). *Life with Two Languages.* Cambridge MA: Harvard University Press. Although this text is now rather old, and has been overtaken in some respects by more recent research, much of it remains of current interest. Accessibly written, it offers a clear introduction to the core issues in bilingualism, as well as vignettes of bilinguals speaking for themselves.

Hakuta, K. (1986). *The Mirror of Language: The Debate on Bilingualism.* New York: Basic Books. Like Grosjean's 1982 book, Kenji Hakuta's is now dated in some respects. However, it still provides an accessible introduction to many of the issues in bilingualism, and is well worth reading.

Siraj-Blatchford, I. and Clarke, P. (2000). *Supporting Identity, Diversity and Language in the Early Years.* Supporting Early Learning series: editors Vicky Hurst and Jenefer Joseph. Buckingham: Open University Press. This accessible book, written for teachers contains useful basic information about bilingualism and bilingual programmes. It is particularly strong in its discussion of how to preserve a sense of self-worth in young children who are or who are becoming bilingual, and includes some useful pointers for how teachers can and should behave in their classrooms in order to achieve this. Although written from the perspective of foreign families adjusting to a new society, it contains useful material on involving parents in children's educational experience so as to reduce the mismatch between home and school in cases where the languages of these two environments are different.

Tabors, O. (1997). *One Child, Two Languages: A guide for Preschool Educators of Children Learning English as a Second Language.* Baltimore: Paul Brookes Publishing. This book is written from the perspective of helping American teachers facilitate the acquisition of English by children who come from non-English speaking home backgrounds in classrooms, which also contain children who are English-background speakers. Nonetheless, this book contains some useful practical advice about nurturing the child as they pass through the sometimes-difficult stages of second language acquisition. It discusses, for example, the fact that many children pass through a silent period as they begin to absorb the language and urges that children not be unduly pressured to produce language until they are ready to do so, and that non-verbal strategies for communication be encouraged.

Thompson, L. (2000). *Young Bilingual Learners in Nursery School.* Clevedon, UK: Multilingual Matters Ltd. (The following is drawn from the publisher's description of this book.) This text presents the findings of an ethnographic study of

the language and social behaviour of a group of three-year-old British-born children from families of settled migrants who speak languages other than English in their homes and communities. The study draws from a number of research disciplines, including linguistics, anthropology and ethnography to provide an analytical description of the social and linguistic behaviour of the children during their first term in kindergarten. Although the study was located in the UK, the findings have implications for children in other societies where English is the formal language of education.