

**Tertiary Education
Commission**

Te Amorangi Mātauranga Matua



Pasifika Operational Strategy 2017–2020

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Introduction: We are refreshing our approach to delivering Pasifika success

This Pasifika Operational Strategy (the Strategy) is the Tertiary Education Commission Te Amorangi Mātauranga Matua (TEC) action plan to ensure more Pasifika learners succeed in tertiary education.

The Tertiary Education Strategy 2014–2019 (TES), which sets out the strategic direction for the tertiary education sector, identifies Pasifika as a priority group for the Government; the goal being improved socio-economic and cultural outcomes for Pasifika learners, including successful tertiary education and labour market outcomes.

Pasifika are a young, fast growing proportion of New Zealand's population. By 2038, the Pasifika population is projected to make up 10.9% of New Zealand's population compared to 7.8% in 2013.^[1] These changing demographics mean that there will be an increasing reliance on improved education outcomes for Pasifika to meet future skill and labour market needs. To do this, we need all Pasifika equipped with the knowledge and skills they need for lifelong success.

From a tertiary education perspective, this means more Pasifika achieving at higher levels and receiving the high-quality, relevant education and training required to participate and contribute to their communities and the greater economy. Accelerating Pasifika educational success will be essential, not only for delivering better outcomes for Pasifika, but for achieving the Government's broader economic and social goals (including the Better Public Service Targets 1 and 6 goals).^[2]

Since the publication of our last strategy, the TEC Pasifika Framework 2013–2017, we have developed and implemented the TEC Story, started delivering an Investment Approach, have greater access to data and a suite of new information products, and are implementing new and innovative evidence-driven approaches to improving learner outcomes.

Underpinned by the priorities in the TES, this Strategy sets out three critical focus areas and outlines how we will use our mechanisms in the current and medium term to improve tertiary education outcomes for Pasifika learners. Our intent is to ultimately achieve parity between Pasifika and non-Maori/non-Pasifika learners. The clear, simple actions with measurable outcomes are based on what we know works for Pasifika learners and address the main challenges that are impeding greater Pasifika tertiary education outcomes.

This Strategy was developed in consultation with other government agencies (Ministry of Business, Innovation and Employment, Ministry of Education, Ministry for Pacific Peoples and the New Zealand Qualifications Authority) and Pasifika experts in the tertiary education sector.

¹ Statistics New Zealand: National Ethnic Population Projections: 2013(base)–2038.

² BPS 1: Reducing long-term welfare dependence and BPS 6: Increase the proportion of 25 - 34 year olds with advanced trade qualifications, diplomas and degrees (at Level 4 or above).

Pasifika educational success has been improving

We have seen positive tertiary education gains for Pasifika learners over the last ten years: more learners are participating in tertiary education and more are successfully completing their courses and qualifications. From 2006 to 2015, Pasifika participation increased from 10% to 13%, and course completion rates increased from 55% to 74%. However, to reach parity and ensure Pasifika life-long success, we will need to build on these gains and ensure that Pasifika are successful in their studies and in undertaking those courses and qualifications that will lead to great economic and social outcomes. This means more Pasifika studying at higher levels and in subject areas with good employment outcomes.

More Pasifika learners studying at the right levels and fields of study will lead to good employment outcomes

The rate of transition from school to tertiary for Pasifika has been increasing; however it is still below that of Māori and non-Māori/non-Pasifika. In 2013, the first year out of school, the transition into tertiary study for Pasifika was 64% compared to non-Māori and non-Pasifika at 75%. And for those who do transition, too many with higher-school attainment (NCEA Level 3 and above) are entering into low levels of tertiary study. Of the Pasifika school leavers who had attained NCEA Level 3 in 2013, only 60% enrolled at degree level. In comparison, 79% of non-Māori and non-Pasifika school leavers with NCEA Level 3 enrolled directly into degree level programmes. (See Appendix One, Figure 1)

Pasifika are significantly underrepresented in fields of study that have very good employment outcomes and financial returns, such as ICT and Engineering. Yet, at the same time, Pasifika are often over represented in fields that have poor labour-market returns (for example, Level 1 and 2 qualifications in Office Administration and Business Management). This means ensuring education pathways for young Pasifika into successful careers is essential.

Improving Pasifika participation and study choices

Pasifika learners need to have the right information and study opportunities available for them to participate in education and training that will enable good life outcomes. Research and evidence shows this requires:

- › Pasifika learners, families and other key influencers (e.g., community leaders) accessing the right information about study, tertiary pathways and employment opportunities to enable informed decisions.
- › All Pasifika families and communities to be aware of and have the opportunity, to help raise aspirations and support Pasifika learner success.
- › Pasifika learners taking the right subjects at school to meet TEO course entry requirements (especially at higher levels, and in subjects such as mathematics, engineering and the sciences).
- › Addressing transport restrictions and financial challenges that limit options for Pasifika learners to study.

Further information and evidence can be found in our report [*Doing Better for Pasifika in Tertiary Settings*](#).

More Pasifika learners succeeding in their studies will improve lifelong success

Increasing participation in levels and fields that present genuine work and life opportunities is crucial, but we also need to ensure that once there, Pasifika learners have the support and quality education to allow them to make the most of these opportunities. Success in study provides the means to greater employment opportunities and helps ensure the student's and the government's investment in their study will generate tangible returns for the learner.

Evidence shows that Pasifika tertiary course completion rates have improved overall, but continue to be below that of non-Māori and non-Pasifika – this is especially pronounced at Level 7 and above. From 2006-2015, the Pasifika course completion rate at Level 7 and above increased from 68% to 75%, while non-Māori and non-Pasifika completion rates increased from 85% to 89%. (See Appendix One, Figure 2)

From 2006-2014, we see similar disparities in qualification completion rates. The Pasifika qualification completion rate at Level 7 and above (60%) was 23 percentage points below the non-Māori and non-Pasifika completion rate (83%). (See Appendix One, Figure 3)

Improving Pasifika success in study

Supportive, familiar learning environments are highly beneficial to improving engagement, retention and achievement rates for Pasifika learners. To ensure Pasifika learners succeed while in study requires strong and effective academic, social and cultural support. This requires:

- › Better sharing of knowledge to drive effective practice models that work for supporting Pasifika learners (including the application of data-driven interventions).
- › Recognising the importance of family and helping learners balance multiple family and community commitments with study commitments.
- › The system being less fractured and better connected so we create better opportunities for government, TEOs and the Pasifika community to collaborate together to support learner success.
- › TEOs understanding how well they are meeting the needs of Pasifika learners, families, communities and stakeholders.
- › A clear understanding of what is or isn't working for Pasifika learners and investing in and scaling up approaches that work for Pasifika.

Further information and evidence can be found in our report [*Doing Better for Pasifika in Tertiary Settings*](#).

There are new opportunities to make a difference for Pasifika learners

We are entering an information-driven world where we have a better understanding of learner pathways throughout education and employment as well as more knowledge about what works and what doesn't. This knowledge provides real opportunities for us to do things differently and better accelerate success and achievement of parity for Pasifika learners.

We want to engage with TEOs and key stakeholders around a different set of questions about improving Pasifika tertiary outcomes in addition to the business as usual discussions. This is all about supporting greater Pasifika learner success by:

- › connecting with Pasifika communities, schools, tertiary, government and employment sectors to gather and share insights and information;
- › developing a better system understanding to focus on what works;
- › applying the knowledge, feedback and insights on what works in the development of approaches and operational policies; and
- › targeting and growing our investments to programmes that deliver real success for Pasifika.

Making a difference for Pasifika: We will address fundamental challenges to further improve Pasifika outcomes

We are already making improvements to the tertiary system and the ways we invest through the use of our Investment Approach, our strategic areas of investment for the 2017/2018 investment round (including South Auckland) and our information products. Together, these have helped us to develop a targeted approach that will deliver greater Pasifika educational success (Appendix Three, Table 4). In addition to these initiatives, this Strategy provides actions specific to Pasifika learners and their communities. We have focused the Strategy on the following three critical areas that will have the greatest impact for Pasifika learners:

- › **Focus Area One:** Using information to increase transitions into higher levels of education and into employment
- › **Focus Area Two:** Changing the way TEOs support Pasifika learners
- › **Focus Area Three:** Strengthening the role of the community to increase system capability.

The key actions and activities that we will undertake across the three focus areas are outlined below.

Focus Area One: Using information to increase transitions into higher levels of education and into employment

We will provide more targeted information and support to Pasifika learners using the voices that speak to them so they are better prepared to transition, participate and succeed at the right levels in tertiary study. We will work with Pasifika learners, and their key influencers (parents, family and communities) to build their awareness and understanding of the different pathways from education to employment. To ensure that Pasifika learners, their families and influencers have the right information and support, we will:

- 1.1. Deliver a community-focused public awareness campaign^[3] to promote tertiary education and employment opportunities in partnership with Pasifika families, key government agencies, employers, churches, sports and academic leaders.
- 1.2. Partner with the Achievement in Multi-Cultural High Schools (AIMHI) schools^[4] in South Auckland and key tertiary providers^[5] to deliver tailored study and employment information to lift school to tertiary transitions for Pasifika learners. (Pasifika learners currently make up 75.8% (5797) of the total roll (7641) of the AIMHI schools) We will work directly with the Pasifika learners in the AIMHI schools and use our new data products to enable them to make informed decisions about tertiary study.
- 1.3. Work with the Careers function of the TEC to target and channel information to Pasifika learners and their influencers to ensure that learners and their advisors have access to timely and user-friendly guidance and information for decision making.

3 Ministerial approval to deliver the public awareness campaign will be sought following the merger with Careers New Zealand.

4 AIMHI Schools are Aorere College, Auckland Seventh-Day Adventist High School, De La Salle College, Mangere College, McAuley High School, Sir Edmund Hillary Collegiate, Southern Cross Campus, Tamaki College, Tangaroa College.

5 University of Auckland, Auckland University of Technology, Manukau Institute of Technology, Te Wānanga o Aotearoa, Unitec Institute of Technology, Whitireia Community Polytechnic, Wellington Institute of Technology and Victoria University of Wellington.

Focus Area Two: Changing the ways TEOs support Pasifika learners

We will work with TEOs to strengthen their focus on improving participation and achievement outcomes for Pasifika learners, ensuring that more learners will be able to embark on successful careers that deliver better labour market and wider socio-economic outcomes. To increase our understanding of what works for Pasifika and to drive best practice and continuous improvement across the tertiary education sector, we will:

- 2.1. Require the TEOs with the largest Pasifika catchment areas, as part of their Investment Plans, to have organisation-wide strategic and operational plans to improve participation and achievement rates. We will monitor and hold the TEOs to account on their agreed measures and targets in their strategic and operational plans.
- 2.2. Identify, scale up and fund appropriate evidence based initiatives that work for Pasifika.^[6] Where TEC funding of provider led initiatives is not possible or appropriate, we will act as an intermediary and influencer to share best practice across providers.

Focus Area Three: Strengthening the role of the community to increase system capability

We will provide leadership to improve the contribution and role of the broader community (families, churches and other key influences, employers, and government) to improve the system for Pasifika. We will build better connections among community groups, TEOs and employers so that everyone is working together to co-create localised solutions for Pasifika. We will:

- 3.1. Deliver a community-focused collective plan to improve Pasifika tertiary and employment outcomes by working with community groups, employers, TEOs and key government agencies.^[7]
- 3.2. Increase our reach through community based information channels so Pasifika learners, families and communities access the right information at the right times.
- 3.3. Use the Māori and Pasifika Trades Training consortia members to deliver targeted information on all forms of tertiary education pathways to the Pasifika community.

A summary of the key actions across all our focus areas, the challenges they will address and how we will measure progress are presented in Appendix Two, Table Three. The actions and activities outlined in this Strategy complements our current system-wide improvements outlined in Appendix Three, Table Four.

6 We will identify initiatives from the information gathered through the Māori and Pasifika Investment Plan Assessment Framework.

7 Careers New Zealand, Ministry of Education, Ministry for Pacific Peoples, New Zealand Qualifications Authority, Ministry of Business, Innovation and Employment, Ministry of Health, Ministry of Social Development.

Measuring success: We will use key indicators and parity benchmarks to assess progress

The long-term goal is parity of participation and achievement with non-Māori and non-Pasifika at both higher and lower levels of study. We have seen progress being made toward parity but overall the gap between Pasifika and non-Pasifika achievement has stayed the same, and in some cases the gap has widened.

We are refreshing our parity methodology and targets, including incorporating new cohort EPI data, and how they will apply to TEOs. Once complete, we will provide parity targets to underwrite this Strategy. We will incorporate parity targets for both participation and achievement success.

Measures of success for the Strategy:

In addition to the development of the new parity targets, we have the following key targets that we will measure progress against.

Table One: Key indicators to assess progress for Pasifika.

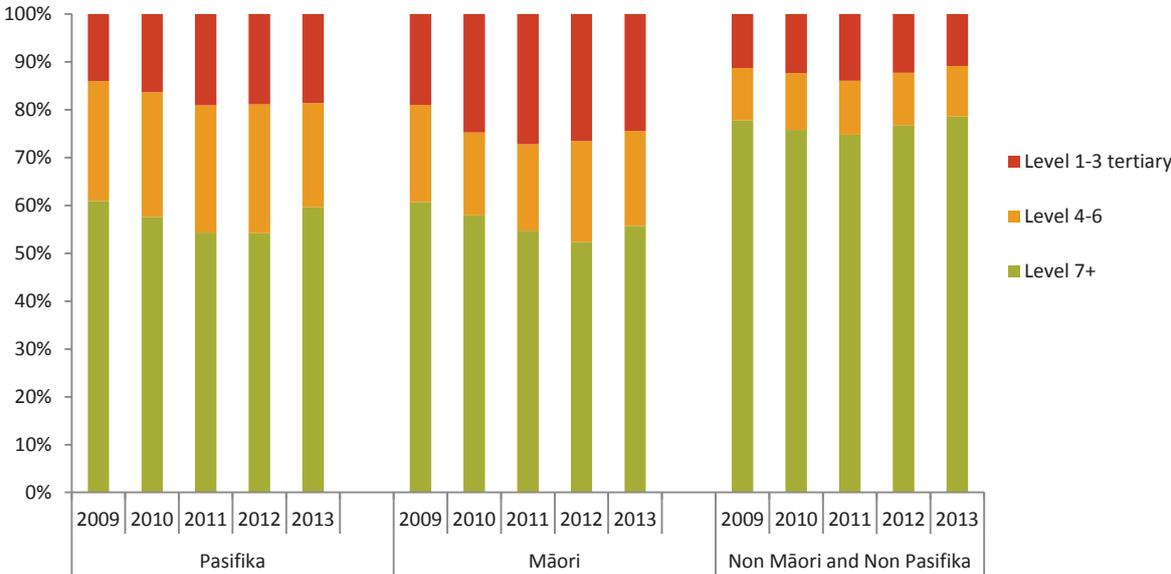
Measure of success	Target	Baseline
Participation and achievement success at higher levels	Reduced churn at lower levels of study (Decrease by 10 percentage points by 2020)	<ul style="list-style-type: none"> › In 2015, 29% of Pasifika learners with SAC Level 2 or above qualifications reenrolled in SAC Level 1-2. › The majority of the re-enrolments at SAC Level 2 were in: <ul style="list-style-type: none"> – Mixed Field Programmes (Employment Skills); – Society and Culture (Language and Literature); and – Management and Commerce (Office Studies).
	Increased participation at higher levels of study (Increase by 5 percentage points by 2020)	<ul style="list-style-type: none"> › In 2013, only 60% of Pasifika school leavers with NCEA Level 3 enrolled directly at NZQF Level 7. › In comparison, 79% of non-Māori and non-Pasifika with NCEA Level 3 enrolled directly in NZQF Level 7.
Reduce our investment in low-performing provision for Pasifika through the application of Employment Outcomes of Tertiary Education (EOTE) data.	Reduced investment in: <ul style="list-style-type: none"> – Mixed Field Programmes (Employment Skills); – Society and Culture (Language and Literature); and – Management and Commerce (Office Studies). 	<ul style="list-style-type: none"> › Pasifika learners are overrepresented in SAC Level 3 and 4 provision with low market labour outcomes. For example in South Auckland, 1200 EFTS participated in office administration at Level 3 and 4. Around a quarter of these EFTS were on a benefit three years after they completed.

<p>Participation and achievement success in Industry Training</p>	<p>Increased participation at Level 4 -6 industry training provision. (Increase by 3 percentage points by 2020)</p>	<ul style="list-style-type: none"> › From 2011 to 2015, the Pasifika participation rate at Level 4-6 improved moderately (an increase from 4% to 5%). › We need more Pasifika participating and achieving at Levels 4-6 to ensure more job training and employment opportunities.
<p>Participation and achievement in areas with strong labour market and employment outcomes</p>	<p>Increased participation in STEM-related qualifications (Increase the numbers of Pasifika learners enrolled in STEM to 300 by 2020)</p> <p>Increased achievement in in STEM- related qualifications (Increase by 5 percentage points by 2020)</p>	<ul style="list-style-type: none"> › While 35% of non-Māori non-Pasifika school leavers in 2014 enrolled at Level 7 and above in STEM areas of study, only 15% of Pasifika (169 learners) did. › In 2015, Pasifika had 1,447 EFTS in STEM areas of study at Level 7 and above, making up only 5% of all STEM EFTS at these levels. › In 2015, the overall course completion rate in STEM areas of study at Level 7 and above was 73% for Pasifika and 88% for non-Māori and non-Pasifika.

Appendix One: Pasifika in tertiary education – trends and patterns

Of the Pasifika school leavers who had attained NCEA Level 3 in 2013 and who did transition directly to tertiary, 60% enrolled directly in Level 7 or above. For non-Māori and non-Pasifika this was much higher, at 79%. For Māori it was lower at 56%.

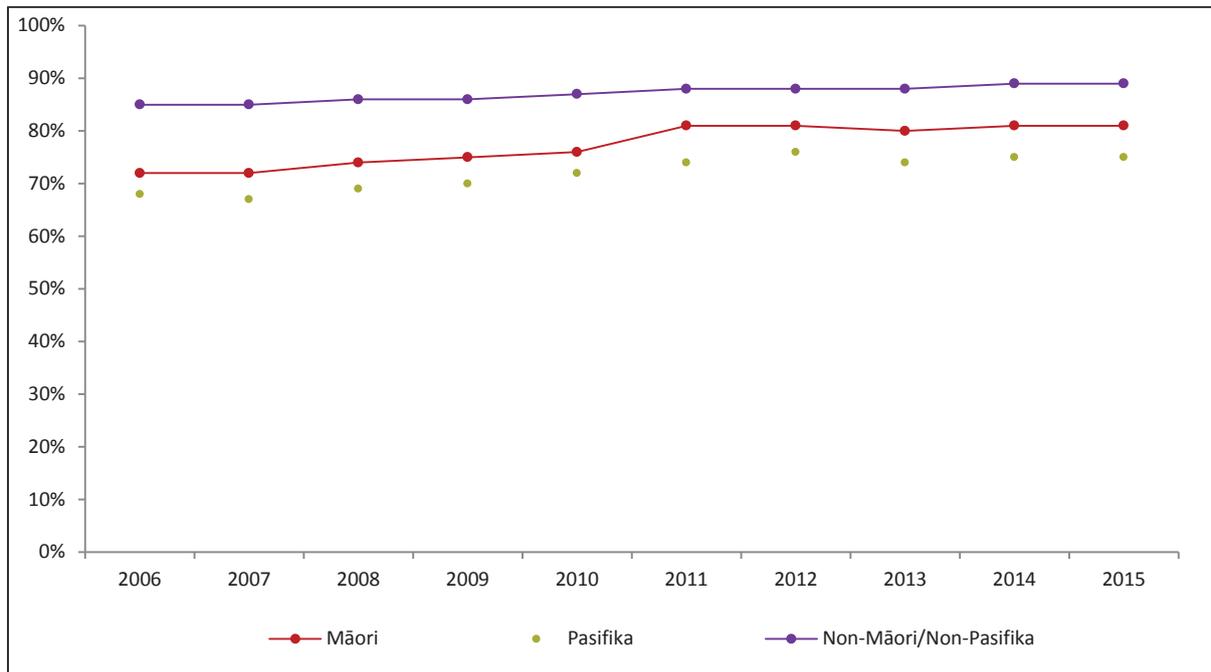
Figure 1: School leavers who attained NCEA Level 3 and transitioned directly to tertiary, level of enrolment in tertiary, by year left school (2009 to 2013)^[8]



Overall Pasifika course completion rates have increased from 55% in 2006 to 75% in 2015. While still below the rate for non-Māori and non-Pasifika (89% in 2015), the differences have decreased. Pasifika level 7 course completion rates increased, from 68% in 2006 to 75% in 2015. However this is compared with increases from 85% to 89% for non-Māori and non-Pasifika and 72% to 81% for Māori.

8 School leavers with tertiary enrolments prior to their school leaving year are excluded, as are school leavers born prior to 1990 and those with unreliable attainment data.

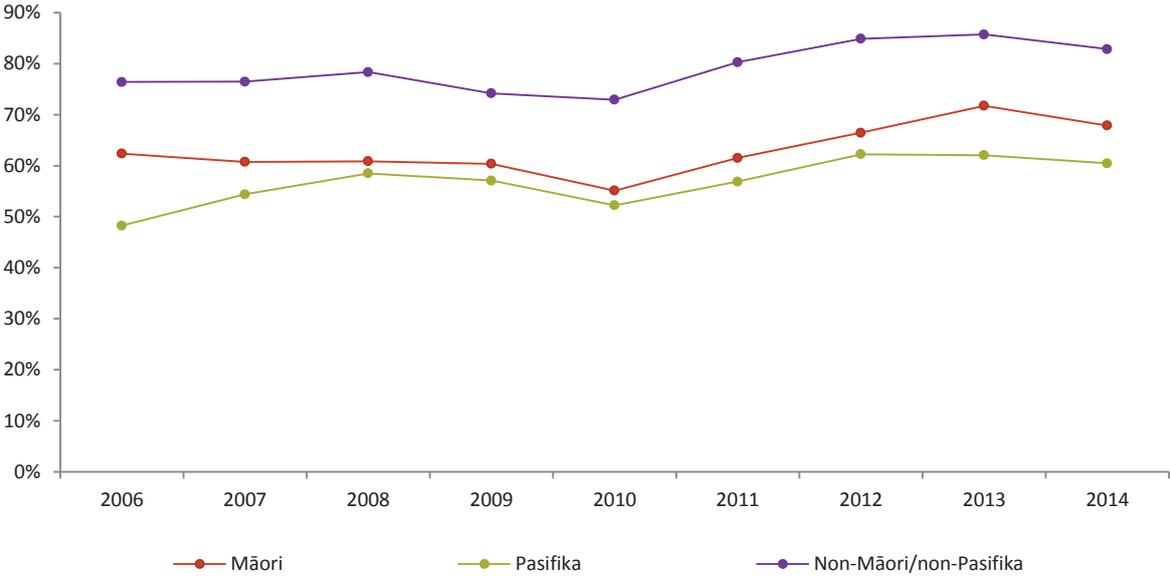
Figure 2: Successful course completion rates in Level 7 and above qualifications, all learners (2006–2015) ^[9]



9 EPI successful course completion rates (excludes ITO provision).

The qualification completion rates at Level 7 and above have improved for Pasifika (from 48% to 60%). However, Pasifika continue to have the lowest qualification completion rates at Level 7 and above. In 2014, the Pasifika qualification completion rate at Level 7 and above was 60%. This is below that for Māori (68%) and non-Māori and non-Pasifika learners (83%). For young Pasifika the gap in qualification completion rates at Level 7 and above is even higher (49% compared to 59% for Māori and 76% for non-Māori and non-Pasifika).

Figure 3: Qualification completion rates Levels 7 and above, all learners (2006-2014) ^[10]



10 EPI qualification completion rates (excludes ITO).

Appendix Two: Summary of key shifts to improve system capability and improve Pasifika outcomes

Table Two: Summary of key shifts to improve system capability and improve Pasifika outcomes

Area of change	Actions	Outcome (barrier being addressed)	Short-term measures of progress
Increasing transitions into higher levels and into employment	<ul style="list-style-type: none"> › Deliver a community-focused public awareness campaign to promote tertiary education and employment opportunities in partnership with key government agencies, employers, churches, sports and academic leaders. › Partner with AIMHI schools in South Auckland and key tertiary providers to deliver tailored study and employment information. › Work with the Careers function of the TEC to target and channel information. 	<ul style="list-style-type: none"> › Pasifika parents, families and key influencers accessing and using the right information about tertiary study opportunities and requirements. › Pasifika learners with the right level of achievement and are well prepared for tertiary study. › Pasifika learners successfully transitioning into tertiary and progressing to higher education opportunities. › Pasifika learners shifting qualification choices to qualifications with strong labour market and wider socio-economic employment outcomes. 	<ul style="list-style-type: none"> › Pasifika learners supported to make informed choices about courses relevant to their goals, aspirations and needs. (Before and after surveys with AIMHI school learners) › More Pasifika learners studying at Level 4 and above and in qualifications with good employment outcomes. (Before and after surveys with AIMHI school learners)
Changing the ways TEOs engage and support Pasifika learners	<ul style="list-style-type: none"> › Require the TEOs with the largest Pasifika catchment areas to have organisation-wide strategic and operational plans. › Better target our investment to identify, scale up and fund evidence based initiatives that are working for Pasifika. 	<ul style="list-style-type: none"> › TEOs connected with schools and the Pasifika community. › Increased numbers of Pasifika learners transitioning into tertiary education at Level 4 and above. › Increased numbers of Pasifika learners studying at Level 4 and above. › TEOs providing and implementing specific 	<ul style="list-style-type: none"> › TEO Pasifika strategies and operational plans developed and submitted to the TEC. › TEOs providing more targeted and tailored approaches that improve Pasifika transitions. (Investment Plan assessments) › TEOs providing best practice approaches to guidance, support

<p>Strengthening the role and capability of the community to deliver Pasifika tertiary success</p>	<ul style="list-style-type: none"> › Deliver a community-focused collective plan to improve Pasifika tertiary and employment outcomes by working with community groups, employers, TEOs, and key government agencies. › Increase our reach through community based information channels so Pasifika learners, families and communities access the right information at the right times. › Use the Māori and Pasifika Trades Training consortia members to deliver targeted information on all forms of tertiary education pathways to the Pasifika community. 	<p>strategies with best practice approaches</p> <ul style="list-style-type: none"> › Best practice models implemented system wide. › Pasifika families and communities supporting Pasifika learner success. › Best practice models implemented system wide. › A collaborative and connected system to support Pasifika learner success. 	<p>and teaching for Pasifika learners. (Investment Plan assessments)</p> <ul style="list-style-type: none"> › Government agencies delivering a collective action plan. › We develop a long-term investment plan to shift funding to support effective actions and approaches for Pasifika.
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Appendix Three: Beyond the Pasifika Operational Strategy – other activities to improve Pasifika outcomes

Table Three: Other activities that will also contribute to Pasifika success

TEC lever and actions	Impact
<p>Investment We will:</p> <ol style="list-style-type: none"> 1. Use our new data products, combined with Careers capability and resources, and the information we are gathering through the investment plan round, to develop career strategies and interventions with specific schools and key TEOs. 2. Use the 2016 investment round information to identify what works and develop a targeted approach on how we shift funding to Pasifika learner success for the next investment round. 3. Review our funding incentives, monitoring and investments including looking at the cost of engaging with schools and the price we pay for provision. 4. Reduce our investment in low-performing provision (especially in South Auckland) through the application of Employment Outcomes of Tertiary Education (EOTE) data and targeting our investment into high-performing provision. 5. Use our new business information tools to set higher targets for participation and achievement rates for Pasifika learners for the next investment round. 	<p>We will have:</p> <ol style="list-style-type: none"> 1. More Pasifika learners studying at Level 4 and above and in qualifications with strong employment outcomes. 2. TEOs delivering Investment Plans with clear strategies to continue to improve Pasifika participation, retention and achievement outcomes. 3. Improved workplace productivity, enabling further education and training opportunities in the workplace, and improved intergenerational literacy and numeracy rates.
<p>Information We will:</p> <ol style="list-style-type: none"> 1. Provide better information on tertiary education to Pasifika through the Published Information for Learner Project and E2e marketing 	<p>We will have:</p> <ol style="list-style-type: none"> 1. More Pasifika learners studying at Level 4 and above and in qualifications with good employment outcomes.

<p>campaign.</p> <p>2. Identify what TEOs are doing well and use these as a model for future investments across TEOs with the highest number of Pasifika EFTS.</p>	<p>2. TEOs developing strategies and delivering Investment Plans with clear actions to improve Pasifika participation, retention and achievement outcomes.</p>
<p>Influence</p> <p>We will:</p> <ol style="list-style-type: none"> 1. Use TEC's new business information tools to monitor and evaluate investment plan initiatives for Pasifika. 2. Promote and support TEOs to use data to intervene early and better support Pasifika learners (significant success has been achieved for priority learners overseas and we will use this as a model for New Zealand). 	<p>We will have:</p> <ol style="list-style-type: none"> 1. Monitoring and performance findings addressing under-performance and informing future funding decisions. 2. New ways of identifying at risk learners to enable faster and tailored interventions to better support learners.