



Education Report: Timeline for development of long-term model of Pacific bilingual and immersion education

To:	Hon Aupito William Sio, Associate Minister of Education		
Cc:	Hon Chris Hipkins, Minister of Education Hon Jan Tinetti, Associate Minister of Education		
Date:	Friday 5 February	Priority:	Medium
Security Level:	In Confidence- Budget Sensitive	METIS No:	1246794
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Messaging seen by Communications team:	NA	Round Robin:	No

Purpose of Report

This report responds to your request for advice on the timeline for developing an enduring, longer term policy model for Pacific bilingual and immersion education.

Summary

1. Throughout the Kōrero Mātauranga | Education Conversation and the Pacific education fono series in 2018 and 2019, we heard strong community and sector advocacy for more investment and support in delivering Pacific languages in education. International and New Zealand research¹ shows that quality Pacific medium education supports strong language competencies, wellbeing outcomes and academic achievement.
2. As outlined in previous advice [METIS 1244748 refers], the Action Plan for Pacific Education includes a commitment to developing a policy on Pacific bilingual and immersion education to guide decisions around planning for and implementation of future provision. Delivering and embedding a best practice model of Pacific bilingual and immersion education informed by evidence will take time, significant community engagement, sustained investment and changes to system settings.
3. This work also responds to Cabinet's agreement to further work on the potential to grow Pacific medium pathways, as part of the Review of Tomorrow's Schools [SWC-10-MIN-0153 refers].

¹ May, S. 2019. *Research to understand the features of quality Pacific bilingual education: Review of best practices*. Accessed from: https://www.educationcounts.govt.nz/_data/assets/pdf_file/0020/199100/Research-to-understand-the-features-of-quality-Pacific-bilingual-education.pdf

4. In 2019 the Ministry commissioned Professor Stephen May of the University of Auckland to undertake research on the features of quality Pacific bilingual and immersion education to grow the Ministry's understanding of the pedagogical practices and system settings that support quality Pacific bilingual and immersion education [METIS 1181634 refers].
5. This research found that there are significant system features that need to be developed and resourced to support quality Pacific bilingual and immersion education, including an overarching policy rationale for Pacific bilingual and immersion education.
6. The development of this policy is expected to be a long-term project with policy work beginning early 2021 and to be completed mid-2023. This is a significant piece of policy work with a high degree of interconnection with and implications for the wider education system and the wider Pacific Languages Strategy being developed by the Ministry of Pacific Peoples (MPP), including significant system change and investment required to achieve an ideal model.
7. While this work is being completed, you have indicated your support to prioritise support for existing Pacific bilingual and immersion units in schools through Budget 21 [METIS 1244788 refers]. We will continue to progress work on short term support through Budget 21.
8. This work is expected to progress in four stages that reflect these considerations:

i. building an understanding of the current state of Pacific languages in the education system and its position in the holistic ecosystem of Pacific languages and **issues** across key levers for supporting Pacific bilingual and immersion education, for example curriculum, resourcing and network management- February 2021- March 2021

ii. developing a long term vision and strategic direction that aligns with the Pacific Languages Strategy for your consideration, including differentiated support for individual Pacific languages and the high level implications for the workforce, curriculum and resourcing of different options and the implications for the National Curriculum refresh- April 2021- December 2021. 9(2)(f)(iv)

9(2)(f)(iv)

iii. developing and evaluating models of provision, based on the vision and strategic direction, including consideration of the system features and settings needed to achieve this- January 2022- June 2022

iv. developing an implementation plan for the preferred model, which will involve outlining future investment needed and aligning this to the All-of-Government Action Plan 9(2)(f)(iv)
June 2022- May 2023

9. A proposed timeline for the long-term work is outlined in Table 1 on pages 11-12. Implementation of the work is also expected to require a long lead-in time. We will develop a more detailed plan, including deliverables and milestones, and a stakeholder communications and engagement. Further work on the specific timing of implementation will need to be developed as the work progresses.
10. As we undertake these various stages, it will be necessary to engage closely and regularly with Pacific communities and the sector alongside key education agencies and

government departments, such as MPP's Languages Unit 9(2)(f)(iv) and work with representatives to co-construct solutions. We intend to use existing relationships and networks with communities and the sector.

12. We will update you on progress on the work in April 2021. We recommend you discuss this work with Minister Hipkins, due to the strong alignment with Education Work Programme items led by Minister Hipkins.

Recommended Actions

The Ministry of Education recommends you:

- a. **note** that the Action Plan for Pacific Education includes a commitment to developing a policy on Pacific bilingual and immersion education to guide decisions around planning and investment for future provision

Noted

- b. **note** that this work responds to Cabinet's agreement to further work on the potential to grow Pacific medium pathways, as part of the Review of Tomorrow's Schools [SWC-10-MIN-0153 refers] and to identify opportunities for Pacific students to hear, learn and use Pacific languages as part of work to identify opportunities to improve Pacific student achievement [SWC-18-SUB-0160].

Noted

- c. **note** that in 2019 the Ministry commissioned Professor Stephen May of the University of Auckland to undertake research on the features of quality Pacific bilingual and immersion education

Noted

- d. **note** that this research found that there are significant system features that need to be resourced to support quality Pacific bilingual and immersion education, including an overarching policy rationale for Pacific bilingual and immersion education and significant further investment in Pacific bilingual and immersion education

Noted

- e. **note** that the work to develop a long term policy model for Pacific bilingual and immersion education is expected to progress in four stages:

- v. building an understanding of the **current state** of Pacific languages in the education system and its position in the holistic ecosystem of Pacific languages and **issues** across key education levers- February 2021- March 2021
- vi. developing a **long term vision and strategic direction** that aligns to the Pacific Languages Strategy for your consideration, including differentiated support for individual Pacific languages and the high level implications for the workforce, curriculum and resourcing of different options and refresh of the National Curriculum- April 2021- December 2021

- vii. developing and evaluating **models of provision**, based on the vision and strategic direction, including consideration of the system features and settings needed to achieve this- January 2022- June 2022
- viii. developing an **implementation plan** for the preferred model, which will involve outlining future investment needed and aligning this the All-of-Government Action Plan 9(2)(f)(iv) to embed the model- June 2022- May 2023

Noted

- f. **note** there are significant connections to wider Ministry and cross-Government work on language learning and the status of Pacific languages

Noted

- g. **note** that the Ministry will continue to progress work on short term support through Budget 21

Noted

- h. **not release** this Education Report at this time, as final decisions have not been made

Release/Not release

D. Schöllmann

Dr Andrea Schöllmann
Deputy Secretary
Education System Policy

05/02/2021

Hon Aupito William Sio

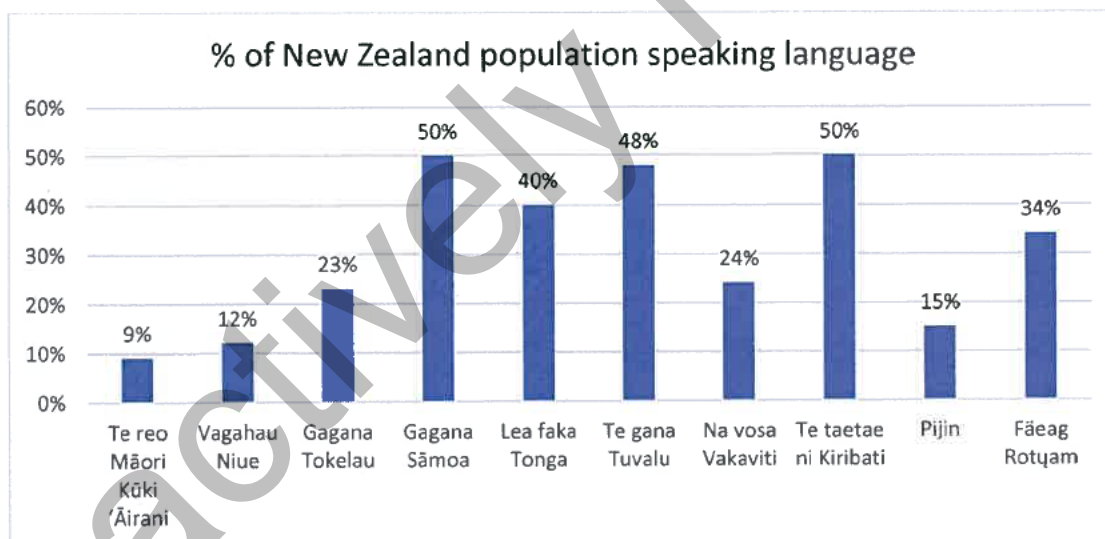
Hon Aupito William Sio
Associate Minister of Education

10/12/2021

Pacific bilingual and immersion education can support Pacific learners to succeed

1. Pacific bilingual and immersion education in schooling is important to Pacific families and communities across New Zealand. Throughout the Kōrero Mātauranga | Education Conversation and the Pacific education fono series in 2018 and 2019, we heard strong community and sector advocacy for more investment and support in delivering Pacific languages in education, including opportunities to learn a language in early learning and schooling, opportunities to learn through a language in early learning and schooling and support for existing bilingual and immersion units in schooling. We also heard that not all Pacific communities have access to Pacific bilingual and immersion education opportunities in schooling and that this is a key priority for communities across New Zealand.
2. 2018 Census data shows us that around 38% of the Pacific population speak at least two languages, with this being more common in the over 30-year-old populations.² Although the 2018 Census identified 38.5% of Pacific 15-29 year olds as speaking two languages, 63% of 15-year-old Pacific learners identified as being able to converse in more than one language through PISA.³
3. The intergenerational transmission of individual Pacific languages in Pacific communities varies with different rates of Pacific languages being spoken across those communities:

Figure 1: Percentage of New Zealand population who speak a Pacific language



4. There is still strong concentration of some Pacific communities in specific geographic locations in New Zealand, for example the Tongan communities in Oamaru. Some of this concentration has supported the ad hoc provision of Pacific bilingual and immersion education, for example the development of gagana Sāmoa early learning and schooling options in South and West Auckland.

² Compared to 20% of Māori population, 43% of Asian population, 47% of Middle Eastern Latin American African population and 7% of Palagi population

³ PISA 2018 Global Competence of New Zealand 15 year olds. Not yet published. Compared to 81% of Asian learners, 45% of Māori learners and 27% of Palagi learners

5. International and New Zealand research⁴ shows that quality Pacific medium education is likely to support strong language competencies, wellbeing outcomes and academic achievement:

- a. additive approaches to bilingualism⁵ are highly effective for developing education and language competencies for bilingual speakers. The more developed one's first language is, the easier it is to develop a second language.
- b. high quality bilingual and immersion programmes have been found to lead to higher academic outcomes for bilingual learners and learners whose first language is not the dominant language of instruction.
- c. benefits are only maintained when bilingual and immersion pathways continue for a significant period of time.⁶ Transitioning to English medium during the education pipeline does not normally maintain positive education outcomes to the same degree and can disrupt these.
- d. NZ's 'home language gap', the achievement gap between learners whose home language is the same as the language of instruction and learners whose home language is different to the language of instruction, is one of the largest 'home-language' achievement gaps in the OECD for learners whose home language is not the language of instruction. Research suggests that Pacific medium education could be one way of addressing the system's underperformance for Pacific learners for some Pacific learners.

6. Together, these data and information show us that:

- a. there is strong demand for Pacific bilingual and immersion education from some communities;
- b. for many Pacific learners, their home language is a Pacific language; and
- c. Pacific learners are likely to succeed when learning in and through their home language in a learning environment.

7. In 2019 the Ministry commissioned Professor Stephen May of the University of Auckland to undertake research on the features of quality Pacific bilingual and immersion education, to grow the Ministry's understanding of the pedagogical practices and system settings that support quality Pacific bilingual and immersion education [METIS 1181634 refers]. The research found that:

- a. additive bilingual education settings⁷ provide the best educational outcomes for bilingual learners.
- b. the lack of provision of Pacific bilingual and immersion education opportunities in New Zealand is not supporting bilingual Pacific learners to succeed.

⁴ May, S. 2019. *Research to understand the features of quality Pacific bilingual education: Review of best practices*. Accessed from:

https://www.educationcounts.govt.nz/data/assets/pdf_file/0020/199100/Research-to-understand-the-features-of-quality-Pacific-bilingual-education.pdf

⁵ Where the purpose of bilingualism is to add to the learner's existing language capability as an additional language, not to replace or transition from a first language to another dominant language.

⁶ Research suggests a minimum of 6 years in a bilingual educational environment, where the language is the medium of instruction for at least 50% of the time.

⁷ Where the purpose of bilingualism is to add to the learner's existing language capability as an additional language, not to replace or transition from a first language to another dominant language.

- c. there are significant system features that need to be resourced to support quality, Pacific bilingual and immersion education, including
- i. an overarching policy rationale for Pacific bilingual and immersion education. This should combine a focus on Pacific language maintenance, the attested academic benefits of Level 1 and 2 bilingual and immersion education programmes⁸ and enhancing the wider social and economic advancement of Pacific peoples in Aotearoa New Zealand.
 - ii. a school-based targeted funding model to directly and immediately support the current New Zealand primary schools with Level 1 and 2 Pacific bilingual and immersion programmes. *Explain? Official option?*
 - iii. a nationally coordinated and appropriately funded and resourced policy approach to Pacific bilingual and immersion education, prioritising the consolidation and expansion of primary Level 1 and 2 bilingual and immersion programmes over the next decade.
 - iv. a range of strong additive Level 1 and 2 Pacific bilingual and immersion approaches in primary schools, including maintenance bilingual and immersion programmes,⁹ enrichment/heritage programmes,¹⁰ and dual language programmes¹¹.
 - v. funded specialist teacher education pathways for Pacific bilingual and immersion education in both initial teacher education and at in-service/postgraduate level.
 - vi. targeted in-service professional development support for teachers in Pacific bilingual and immersion education, as well as updating and expanding existing related research and professional development resources.
 - vii. additional Pacific language and literacy resources, and related assessment measures, to support the ongoing consolidation and expansion of Level 1 and 2 Pacific bilingual and immersion education programmes in primary schools, as well as the expansion of NCEA Pacific language subjects in secondary schools.
 - viii. a community/public dissemination strategy on the benefits of bilingualism and bilingual and immersion education, along with the limits of English monolingualism in linguistically superdiverse Aotearoa New Zealand.

⁸ Bilingual and immersion language programmes as defined by the Ministry in relation to te reo Māori language programme provision [see METIS 1244748, Annex 1 for more information].

⁹ Programmes that work to support and maintain the current level of first language proficiency of learners.

¹⁰ Programmes that work to develop the language proficiency and competency of language learners, for whom the language is not their first language.

¹¹ Bilingual programmes that actively include first language speakers of both languages in the same classroom, so that each group of learners scaffolds the development of each other.

The Ministry needs to create a clear system strategy that embeds support for Pacific bilingual and immersion education

8. As outlined in previous advice [METIS 1244748 refers], the Action Plan for Pacific Education includes a commitment to developing a policy on Pacific bilingual and immersion education to guide decisions around planning and investment for future provision. Delivering and embedding a best practice model of Pacific bilingual and immersion education informed by evidence will take time, significant community engagement, sustained investment and changes to system settings.
9. This work also responds to Cabinet's agreement to further work on the potential to grow Pacific medium pathways, as part of the Review of Tomorrow's Schools [SWC-10-MIN-0153 refers] and to identify opportunities for Pacific students to hear, learn and use Pacific languages as part of work to identify opportunities to improve Pacific student achievement [SWC-18-SUB-0160].
10. The work will likely progress in four stages, building off Professor May's research and the knowledge of quality policy practice. The four stages and current expected dates are outlined below:
 - a. February 2021- May 2021: building an understanding of the **current state** of Pacific languages in the education system and its position in the holistic ecosystem of Pacific languages and **issues** across key levers for supporting Pacific bilingual and immersion education, for example curriculum. This will include considering:
 - i. the changing demographic and linguistic make up of Pacific learners and communities across New Zealand, including demand for Pacific bilingual and immersion education;
 - ii. the definition of bilingual and immersion education across all parts of the education system- early learning, schooling and tertiary education; and
 - iii. the levers of the education system workforce, curriculum, resourcing, funding, curriculum supports, network management, property settings and governance across early learning and schooling and how these are currently supporting or impeding current provision.
 - iv. Understanding what quality pedagogical practice looks like, building off 9(2)(f)(iv) key research, such as the 2020 May report.
 - b. May 2021- December 2021: developing a **long term vision and strategic direction** that aligns to the Pacific Languages Strategy for your consideration, including options for differentiated support for individual Pacific languages and the high level implications for the workforce, curriculum, resourcing and network provision of different options. 9(2)(f)(iv)
9(2)(f)(iv)
 - c. January 2022- June 2022: developing and evaluating **models of provision**, based on the vision and strategic direction, including consideration of the system features and settings needed to achieve this:

- i. *support for the languages of the Pacific realm countries*
- ii. *modelling demand at the local, regional and national levels*
- iii. *the education workforce in early learning and schooling: including considering the pre-service and in-service pathways to build bilingual teaching competencies and teacher remuneration*
- iv. *curriculum: including evaluating how Pacific bilingual and immersion education in Te Whāriki and the New Zealand Curriculum is acknowledged and reflected, and considering the alignment of the Pacific bilingual and immersion education long-term model with the work programme of the National Curriculum refresh and the implications for curriculum resources*
- v. *system-level funding and workforce and network resourcing: including, subject to Budget outcomes, considering the specific workforce roles needed in both early learning and schooling to support quality provision, the funding support for bilingual and immersion education in early learning and schooling and implications for property and network management and planning*
- vi. **9(2)(f)(iv)**
- vii. *the scale and scope of the models: including understanding how the design and reach of these aligns to the long term vision and strategic direction*

- d. November 2022- TBC: developing an **implementation plan** for the preferred model, which will involve outlining future investment needed and aligning this to the All-of-Government Action Plan **9(2)(f)(iv)** to embed the model. The design and implementation needs to consider the capacity of the education to embed and support an additional education pathway.

11. This staged approach reflects the high degree of interconnection with and implications for the wider education system and the wider Pacific Languages Strategy being developed by the Ministry of Pacific Peoples (MPP), including significant system change and investment required to achieve an ideal model, the need to align with Budget processes and timing, and that as we undertake these stages it will be necessary to engage closely and regularly with Pacific communities and the sector alongside key education agencies and government departments, such as MPP's Languages Unit and ERO. We intend to use existing relationships and networks with communities and the sector.
12. The development of this policy is expected to be a long-term project with policy work to be completed mid-2023. Implementation is also expected to require a long lead-in time. Further work on the timing of implementation will be developed as the work progresses.
13. While this work is being completed, you have indicated your support to prioritise support for existing Pacific bilingual and immersion units in schools through Budget 21, budget scope dependent [METIS 1244788 refers]. Providing support to existing Pacific bilingual and immersion units in schooling would signal the Government's commitment to and valuing of this provision and begin to provide investment so that

quality provision continues and flourishes. The timeline for implementation of immediate support has not yet been confirmed.

14. The proposed timeline for the long-term work is outlined below in Table 1:

Proactively Released

Table 1: Timeline for developing policy and model for Pacific bilingual and immersion education in the education system

Phase	Milestone		Date	Product	
Implementation of short-term response	Prioritise financial investment in existing Pacific bilingual and immersion provision in schooling to meet immediate financial needs in Budget 21		December 2020-May 2021 [Timings Budget dependent]	Budget process	Ministerial decision
	Implementation of any additional investment		May 2021-ongoing [Timings Budget dependant]		
Current state and problem definition	Undertake analysis to understand future Pacific learner population and current provision	Ongoing engagement, co-construction and relationship building with community and sector representatives, where appropriate	February 2021	Background paper on learner population	Briefing Note
	Understand current challenges and drivers of these experiences		March 2021-May 2021	Background paper on key issues and problem definition	
Policy and options development	Undertake analysis to develop position on supporting individual Pacific languages differently		May 2021-June 2021	Options paper on prioritising support for Pacific languages	
	Describe and evaluate potential models of Pacific bilingual and immersion education provision in early learning and schooling		September 2021 - December 2021	Options paper on models for Pacific bilingual and immersion provision	Education report
9(2)(f)(iv)					

	9(2)(f)(iv)			
Implementation of long-term approach	Develop Implementation Plan, detailing phasing and timing of changes to system settings	June 2022- May 2023 [Timings Budget dependent]		
	Progress ongoing implementation of model and changes	May 2023-ongoing		
Ongoing work	9(2)(f)(iv)			
	Contribute to the development of the Pacific Languages Strategy and All-of-Government Action Plan	Ongoing [Timing to be confirmed]	Pacific Languages Strategy and All-of-Government Action Plan [led by MPP]	
	Respond to needs and aspirations through wider Education Work Programme	Ongoing		

15. This work has significant connections to wider Ministry and cross-Government work on language learning and the status of Pacific languages, particularly:

- a. Development of Education Workforce Strategy and development of related actions to implement the Strategy
- b. Work to refresh the National Curriculum
- c. Work as part of the NCEA change programme to explore including vagahau Niue and gagana Tokelau as NCEA subjects, including seeking funding through Budget 21 for the development of Gagana Tokelau and Vagahau Niue as a part of the NCEA Change Programme as requested by Minister Hipkins [METIS 1246115 refers], develop a Pacific focused subject and develop standards for existing Pacific language subjects¹² as part of the Review of Achievement Standards.
- d. Ministry for Pacific People's (MPP) work to develop a Pacific Languages Strategy and an All-of-Government Action Plan through their newly established Languages Unit
- e. 9(2)(f)(iv)
- f. The review of Māori Language Programme funding and work to further develop Māori medium pathways.

16. This work also has a connection to the Member's Bill "Education (Strengthening Second Language Learning in Primary and Intermediate Schools) Amendment Bill", which is currently before the Education and Workforce Committee.

17. Alignment and shared, agreed objectives and vision for Pacific languages will be needed across these work programmes, to ensure a coherent approach to languages is embedded across the education system.

18. As part of this development, we will work and partner with MPP to align and leverage off the development of the Pacific Languages Strategy, and the All-of-Government Action Plan 9(2)(f)(iv)

so that the direction is consistent with the wider vision and role of Pacific languages in New Zealand. We will also look to work with education partner agencies ERO, NZQA, TEC and the Teaching Council to coordinate impact and develop a whole-of-system response and will confirm governance arrangements for the work.

Next Steps

- 19. We will progress the development of a more detailed plan, including deliverables and milestones, and a stakeholder communications and engagement plan. We will update you on progress on the work in April 2021.
- 20. We recommend you discuss this work with Minister Hipkins, due to the strong alignment with Education Work Programme items led by Minister Hipkins.
- 21. We will continue to progress work on short term support through Budget 21.

¹² NCEA subjects currently available at Achievement Standard level are gagana Sāmoa, lea faka Tonga and te reo Māori Kūki 'Āirani.