Cabinet Paper material **Proactive release**

Minister & portfolio Hon Jenny Salesa, Associate Minister of Education

Education Action Plan for Pacific Education 2020-2030: Pacific Success Through a Name of package

Whole-of-System Approach

22 June 2020 Date considered Date of release 4 August 2020

These Cabinet documents have been proactively released:

Cabinet paper: Action Plan for Pacific Education 2020-2030: Pacific Success Through a Whole-of-System Approach

22 June 2020

Minister of Education

Cabinet Minute: SWC-20-MIN-0075 Minute

22 June 2020 Cabinet office

CAB-20-MIN-0295 Report of the Cabinet Social Wellbeing Committee Minute

22 June 2020 Cabinet office

Additional Reports

Education Report: Updating the Action Plan for Pacific Education in the context of COVID-19

21 April 2020

Ministry of Education

Education Report: Summary of Pacific fono feedback 2019 7 November 2019

Ministry of Education

Material redacted

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

Section 9(2)(a) to protect the privacy of natural persons

to protect the confidentiality of advice tendered by Ministers of the Crown and Section 9(2)(f)(iv)

officials

Section 9(2)(j) to avoid prejudice to negotiations Proactively Released by the Associate Minister of Education Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of

In Confidence

Office of the Associate Minister of Education

Action Plan for Pacific Education 2020-2030: Pacific Success through a Whole-of-System Approach Proposal

"A child will feel safe when they are wrapped in their culture" Tokelau adult, Hutt Valley, 2019.

1 This paper seeks Cabinet agreement to release the Action Plan for Pacific Education 2020-2030 (the Action Plan) to signal a collective way of working to support Pacific education success.

Executive Summary

- In 2019, I outlined a new way of working to support Pacific education success, taking 2 a whole-of-system approach so that every lever is used to ensure Pacific learners and their families can thrive in education. [CAB-19-MIN-0383]. The Government has begun to respond to the needs and aspirations of Pacific communities throughout our education work programme and invested \$27.4m in Pacific education through Budget 19. We also need to support Pacific learners and families to remain resilient throughout the COVID-19 response and recovery.
- 3 The Action Plan for Pacific Education 2020-2030 (the Action Plan) takes the Budget 19 initiatives, key actions across the education portfolio, and our significant investment in Pacific education as part of the COVID-19 Response and Recovery Fund and brings them together to achieve our shared vision: "Diverse Pacific learners and their families are safe, valued and equipped to achieve their education aspirations."
- The Action Plan outlines five key shifts in the education system needed to achieve 4 this vision. These five shifts align with our five broad objectives for education and making progress against these shifts will be critical to give life to the 30 year vision for all learners and families in Aotearoa, New Zealand. The five key shifts are:
 - 4.1 work reciprocally with diverse Pacific communities to respond to unmet needs, with an initial focus on needs arising from the COVID-19 pandemic;
 - 4.2 confront systemic racism and discrimination in education;
 - 4.3 enable every teacher, leader and educational professional to take coordinated action to become culturally competent with diverse Pacific learners;
 - partner with families to design education opportunities together with 4.4 teachers, leaders and educational professionals so aspirations for learning and employment can be met; and

- 4.5 grow, retain and value highly competent teachers, leaders and educational professionals with diverse Pacific whakapapa.
- The vision and five key shifts provide the strategic direction for the next 10 years, but they can only be achieved if they are supported by action.
- I have identified a number of significant actions that are already underway that will move us towards achieving the vision for Pacific Education. A priority action post COVID-19 is a joint initiative I am working on with Minister Sepuloni to co-design a new way of working with Pacific students, families, communities and Pacific providers that will lead to improvements in education, social development and health outcomes for Pacific children and their families.
- I am aware that COVID-19 has significantly impacted many of our Pacific communities. To give Pacific families confidence that we are investing in meeting their education-related needs post-COVID-19, I have recently announced the high level detail of the package *Targeted support for Pacific learners and families*. This will give effect to the Action Plan and ensure it is responsive to current needs.
- The actions in the Action Plan will be updated annually to ensure they are relevant to the needs of Pacific learners, particularly as needs and aspirations are affected by COVID-19. This responsiveness is critical to Pacific success.
- I have also asked officials to develop a measurement framework that reflects the outcomes that matter to Pacific families and communities. This responds to the feedback that the education system's definition of success does not generally reflect what Pacific communities themselves value. The measurement framework will be used to drive continuous improvement on the ground and to track progress at the system level over time and point to where further system support is needed.
- 10 I intend to launch this Action Plan once it has been endorsed by Cabinet. I am currently exploring appropriate options for a launch given the current global climate.

Background

- In 2019, there were around 95,183 Pacific children and young people participating in early childhood education and schooling. Despite increased movement across New Zealand, around 90% of Pacific students attend schools in the North Island. Most notably, 50% of Pacific secondary school students are concentrated in just 28 secondary schools, with 27 of those schools in Auckland.
- 12 Through engagement with Pacific communities in 2018 and 2019, I co-designed a vision for Pacific Education, five key shifts that were needed to achieve the vision and three principles to guide a new way of working [CAB-19-MIN-0383 refers].
- Budget 19 provided \$27.4m over four years to respond to what was heard through engaging with Pacific communities about their needs and aspirations. Funding included: Talanoa Ako (previously Pacific PowerUP), Developing Mathematical Inquiry Communities, resources and tools to implement Tapasā: a cultural competencies framework for teachers of Pacific learners, the Pasifika Early Literacy Project, support for Pacific realm learners and families and resources for bilingual education. The Ministry also funded a trial initiative, Tautai o le Moana, to build cultural capability amongst leaders of schools with Pacific learners.

- This Government has also worked across the wider education portfolio to respond to the needs of Pacific learners by reducing financial barriers, developing an Action Plan to provide responsive early learning, reviewing NCEA and the vocational education system, and committing to exploring the potential to grow Pacific medium pathways as part of the Future Education work programme.
- 15 Since the end of our consultation period on the Action Plan, the global and local context has changed in ways we could not have imagined. I am aware that Pacific communities will feel the longer term consequences of a recession and the associated impacts on health and wellbeing even more than other population groups. The financial barriers to accessing education will grow and the risks for Pacific learners and their families achieving their education aspirations will be even greater than ever before.
- We must work differently and we must work collectively. The Action Plan for Pacific Education sets a path for us to do this.

Finalised Action Plan for Cabinet Endorsement

"Graduating with your values intact, with your culture still intact, helps with feeling safe." Pacific youth, Christchurch fono, 2019.

I am seeking Cabinet approval of the Action Plan [attached at Annex A]. It outlines the vision for Pacific education, the key shifts needed to achieve the vision and the first phase of actions to achieve these shifts, including a series of targeted actions to support Pacific learners and families in education in response to COVID-19. It maps the connection to the overarching objectives in education and the 30 year vision. It also outlines how progress towards the vision will be monitored and shared back with Pacific communities and the education sector. This Action Plan will be supported by a full document with more information, guidance and resources for education providers.

The Vision and Key System Shifts

- The vision for the Action Plan is that "Diverse Pacific learners and their families are safe, valued and equipped to achieve their education aspirations". The Action Plan will be in place for ten years, from 2020-2030, to allow for sufficient time to embed and sustain change.
- 19 To achieve the vision of the Action Plan, we need to see five key shifts in the education system over the next ten years. These are the five most significant changes that Pacific communities and educators want to see and they will guide all future actions throughout the life of the Action Plan.



Work reciprocally with diverse Pacific communities to respond to unmet needs, with an initial focus on needs arising from the COVID-19 pandemic



Confront systemic racism and discrimination in education



Enable every teacher, leader and educational professional to take coordinated action to become culturally competent with diverse Pacific learners



Partner with families to design education opportunities together with teachers, leaders and educational professionals so aspirations for learning and employment can be met



Grow, retain and value highly competent teachers, leaders and educational professionals with diverse Pacific whakapapa.

- The 30 year vision and the education objectives form the core of our overall approach to education and these key shifts drive the changes we need to see to give life to those objectives and the vision for all learners and families. Each of these shifts will contribute to how we achieve the objectives and this is mapped out in the Plan in Annex A.
- Through the fono Pacific learners and families reiterated that their needs and aspirations are diverse and require different responses to ensure **barrier-free access**. They told us that education that is free from racism and discrimination is critical to having a **world class inclusive public education**. They believe that great educators who value and sustain the identities, languages and cultures of Pacific learners and having more teachers and leaders of Pacific heritage are the two most important aspects of **quality teaching and leadership**. Finally, to ensure **learners and their families are at the centre** and that education is **relevant to their aspirations for learning and work**, there must be strong partnerships with families to design education opportunities together.

The Actions

- The vision and five key shifts will only be achieved if they are supported by action. The actions to be implemented in 2020 include the key actions from Budget 19 initiatives, the wider Education Work Programme and the investment from Budget 20 and the COVID-19 Response and Recovery Fund, plus the relevant work of other education agencies and partners. The actions will be reviewed and updated annually and, where appropriate, further actions will be developed to respond to the needs of Pacific communities.
- 23 The actions are outlined in the Plan on a Page in Annex A. These include:
 - Establish a joint initiative between Education, Health and Social Development to improve access to these services as well as to ensure improvements in education, social development and health outcomes for enrolled families
 - Progress work on identifying needs, developing resources and establishing a clear policy to strengthen Pacific-medium education
 - Deliver Leo Au Lea, a pilot initiative, to support Pacific children and families in Katikati,
 Te Puke and Tauranga to engage in early learning
 - Expand **Food in Schools** to provide free schools lunches for learners in areas with high levels of disadvantage [Budget 20]
 - Investing in Trades and Apprenticeships Training, including making targeted vocational training courses free for all ages [Budget 20]
 - Translating and distributing key education materials in 10 Pacific languages to digitally excluded Pacific families [Pacific COVID Response]

¹ Education partners include Ministry for Pacific Peoples, Teaching Council of Aotearoa New Zealand, New Zealand Qualifications Authority, Education Review Office and the Tertiary Education Commission.



- Deliver the **Give Nothing to Racism** project [Teaching Council]
- New locally-focused **Professional Learning and Development priorities** will have a focus on cultural capability, inclusion and critical consciousness
- **Te Hurihanganui** new investment to address racism and bias and support whānau engaging in learning. This will be tested in six communities over three years



- Develop a further professional learning programme based on **Tapasā: cultural competencies** framework for teachers of Pacific learners
- Deliver evidence-based, targeted, intensive Developing Mathematical Communities of Inquiry (DMIC) to schools with high numbers of Pacific learners
- Provide **online training for teachers** to contextualise assessment and to collect evidence for Pacific learners [*NZQA*]
- Expanding Tautai o le Moana, an educational leadership collaboration which seeks to strengthen the capabilities of Principals of schools with high numbers of Pacific learners, \$ 9(2)(f)(iv) [Pacific COVID Response]
- Introducing a Pacific Education Innovation fund to support innovative Pacific education initiatives to curriculum and wellbeing needs exacerbated by COVID-19 [Pacific COVID Response]



- Deliver strengthened Talanoa Ako programme to support parents and families
- Deliver **NCEA ma le Pasifika** programme [*NZQA*]
- Whānau Toolkit to guide parents through changes to NCEA [MoE and NZQA]
- Funding Pacific community organisations and groups to respond to the education and wellbeing needs of Pacific families from COVID-19 and to support them to maintain strong relationships with education providers [Pacific COVID Response]



- Raise awareness of the 2019 changes to Teaching Council's English language requirements for registration through a targeted communications project and investigate the impact of the changes [Teaching Council and MoE]
- **Undertake a formative evaluation** of the implementation of the new requirements for Initial Teacher Education programme approval [*Teaching Council*]
- Develop goals and actions in the **Education Workforce Strategy** to support and grow the number of Pacific teachers
- Providing tailored professional learning and development (PLD), guidance and support to strengthen the governance and management of Pacific early learning centres [Pacific COVID Response]

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s 9(2)(j)

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- I also secured up to \$80.2m for *Targeted support for Pacific learners and families* as part of the COVID-19 Response and Recovery Fund, to provide support to Pacific learners and families through. This is an unprecedented investment in targeted support for Pacific learners and families in education. It is key to both being responsive to the needs of Pacific communities arising from COVID-19 and to the Action Plan being relevant and responsive to those needs.
- As part of the Review of Tomorrow's Schools we committed to exploring the possibility of growing Pacific medium education [SWC-19-MIN-0153 refers]. The Education Act 1989 provides the opportunity for bilingual provision in any language and this is an area that Pacific communities are particularly passionate about. Quality bilingual education has benefits for both educational equity and for promoting heritage languages.
- 28 Budget 19 provided initial funding to develop new bilingual resources and establishing a clear policy on how we might support Pacific-medium education is the next step in responding to Pacific communities' language aspirations.

Success Measures

- 29 Pacific communities and the sector told me we will know the Action Plan is succeeding when:
 - 29.1 Pacific learners and their families feel accepted and included;
 - 29.2 Pacific learners' cultures, faith and beliefs are valued in education;
 - 29.3 There are no financial barriers to accessing education for Pacific learners and families;
 - 29.4 Pacific learners and families are free from racism and discrimination in education; and
 - 29.5 Pacific families feel confident supporting their children in education.
- A measurement framework, based on these outcomes, will guide the implementation and evaluation of the Action Plan. Further detail is provided from paragraph 36.

Embedding a collective approach for Pacific success

- 31 To be effective, the Action Plan will set the direction and expectation for the education system with respect to Pacific learners and their communities. In practice this means the Action Plan will inform decision-making, strategic and operational policy, implementation, resource and property provision and data, evidence and evaluation all part of the Ministry of Education's core business.
- The Action Plan will be supported at the system level by an interagency group made up of key education partners². This group will work together to support and maintain the momentum of the Action Plan and participate in a cyclical process of listening to communities, understanding the evidence, taking action, monitoring, reflecting and adapting. They will continue to find ways to work together more effectively to support Pacific success.

² Including: Ministry of Education, Ministry for Pacific Peoples', Education Review Office, New Zealand Qualifications Authority, Teaching Council of Aotearoa New Zealand and Tertiary Education Commission.

- 33 The Action Plan and the work of the interagency group will also support the goals outlined in Lalanga Fou³, led by Minister Aupito William Sio and the Ministry for Pacific Peoples. It is particularly important to achieving goals one and four building thriving cultures and identities and supporting confident, thriving, and resilient Pacific young people.
- In the next phase of the Action Plan, new actions will continue to be co-constructed with Pacific communities, the education sector and our education partners through talanoa and fono. Impactful stories from communities will be captured and shared as a means to initiate changes in practice and policy.

Collectively measuring the success of the Action Plan

"Kids go to school and give up their identity to learn English to get credits" Auckland MVPFAFF⁴ | LGBTQIA+ fono, 2019.

- There was significant feedback from the 2018 and 2019 fono around what success in education looks like, who defines success and how narrow quantified measures of academic success do not reflect what Pacific communities value. Part of the change needed in what we work on and how we work needs to be around how we measure progress and success, and how we use data and information to inform our actions and responses.
- The descriptions of success, articulated by Pacific communities during the fono and outlined in paragraphs 29.1 to 29.5, have driven the work to develop a shared measurement framework. The framework will be used to monitor and evaluate the Action Plan moving forward.
- 37 The impact of each action in the Action Plan will be monitored alongside the top five success indicators and other relevant measures, including equitable outcomes in achievement progress and qualification attainment.
- 38 The Action Plan will be reported on each year, to grow understanding of what is happening for Pacific communities across New Zealand and how identified actions are contributing to change.

Publicity - Launch of the Action Plan

I intend to release the Action Plan once it has been endorsed by Cabinet. My office is working with the Ministry of Education to develop the details of the launch as part of a comprehensive communications package. The nature of the launch will be quided by what is appropriate in the current global climate.

Consultation

This Action Plan was developed in response to extensive engagement with Pacific communities through two series of fono. This involved engagements with Pacific children and young people, families and communities as well as teachers and

³ Pacific Aotearoa Lalanga Fou Report available at: <u>www.pacificaotearoa.org.nz</u>

⁴ The term MVPFAFF was developed by community activist and worker Phylesha Brown-Acton to encourage and facilitate wider use of traditional Pacific terms such as mahu, vakasalewalewa, palopa, fa'afafine, akava'ine, fakaleiti or leiti, and fakafifine (Kerekere, 2017).

- leaders from across the education pathway and target groups of Pacific people who identify as LGBTQIA+ and those with disabilities and/or learning support needs.
- The draft Cabinet paper was provided to the following agencies, prior to the COVID-19 pandemic, for feedback: Ministry for Pacific Peoples, Education Review Office, Teaching Council of Aotearoa New Zealand, NZ School Trustees Association, Tertiary Education Commission, New Zealand Qualifications Authority, Ministry of Business, Innovation and Employment, Ministry of Foreign Affairs and Trade, Department of Prime Minister and Cabinet, the Treasury, Ministry of Social Development, Office of the Children's Commission, Human Right's Commission, Department of Internal Affairs, Department of Corrections, Ministry of Justice, Ministry of Health, Te Puni Kōkiri, Ministry for Women, Ministry of Youth Development, New Zealand Police and State Services Commission.

Financial Implications

- In Budget 2019, we allocated \$27.4m to invest in a range of programmes that had proven effective for supporting Pacific learners and their families. In Budget 2020, we allocated a contingency of up to \$80.2m over four years for five initiatives to support Pacific education outcomes as part of the *Operating contingency: Targeted support for Pacific learners and families* initiative. I have worked with the Minister of Education and the Minister of Finance to confirm the draw-down of this funding.
- Funding to implement proposals in the Action Plan will be sought in future Budgets and will be considered alongside other government priorities.

Human Rights

The Action Plan for Pacific Education 2020-2030 will support New Zealand's human rights obligations, including those articulated in Article 28 and 29 of the United Nations Convention on the Rights of the Child. It will also contribute to the Sustainable Development Goal 4 of the 2030 agenda for Sustainable Development, which ensures inclusive and equitable quality education and promotes lifelong learning opportunities for all. The Action Plan is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Legislative Implications

45 This paper does not contain legislative implications.

Regulatory Impact Analysis

46 As there are no legislative implications or regulatory options, a Regulatory Impact Analysis and Regulatory Impact Statement are not required.

Gender Implications

- The Action Plan does not have specific gender or sexuality implications. In both the 2018 and 2019 fono series, there was specific engagement with Pacific MVPFAFF | LGBTQIA+ communities to inform the development of the Action Plan.
- We heard from Pacific MVPFAFF I LGBTQIA+ communities in Auckland that success for them means they can access the resources and support they need to

feel safe and accepted. They also see having no financial barriers to education and being free from racism and discrimination as important indicators of success.

49 A gender analysis of the Pacific learner and teacher population shows an even gender balance of Pacific learners in early learning and compulsory schooling but a higher proportion of Pacific females in tertiary education than males (61% versus 39% respectively). The teacher data reveals an acute shortage of Pacific male early childhood teachers and a shortage of Pacific male teachers in the compulsory sector:

	Early learning		Compulsory		Tertiary	
% of male or female Pacific learners	48%	52%	49%	51%	61%	39%
% of male or female Pacific teachers	97%	3%	70%	30%	<u>-</u> 0	-
Green = female Blue = male (we do not have information on other gender identities or the Tertiary workforce)						

Disability Perspective

- Pacific learners with disabilities are an important cohort within the education system and are a critical part of its success story. The views of Pacific learners with disabilities have been specifically sought to feed into the development of the Action Plan. We continue to hear experiences of "double discrimination" in which Pacific children and families find it difficult to access the necessary services for learning support and disability and even more difficult to access services that are responsive to their cultural context.
- We heard from Pacific learners and families that one of the most important indicators of success for Pacific learners with disabilities is that they can participate and are included in the entire education system and extra-curricular activities. This is included in the measurement framework as an indicator of success. The vision of the Action Plan is that all Pacific learners and their families are valued, safe, and equipped to achieve their education aspirations. This applies to all Pacific learners, included those with disabilities.

Proactive Release

I intend to proactively release this paper or in part as allowed for under the Official Information Act 1982.

Recommendations

- The Associate Minister of Education recommends that the Committee:
 - 1 **note** the collective and collaborative approach I have taken to develop the Action Plan for Pacific Education 2020-2030:
 - 2 note the Action Plan works towards a vision of "Diverse Pacific learners and their families are safe, valued and equipped to achieve their education aspirations." through achieving five key shifts:

- a. work reciprocally with diverse Pacific communities to respond to unmet needs, with an initial focus on needs arising from COVID-19;
- b. confront systemic racism and discrimination in education;
- c. enable every teacher, leader and educational professional to take coordinated action to become culturally competent with diverse Pacific learners:
- d. partner with families to design education opportunities together with teachers, leaders and educational professionals so aspirations for learning and employment can be met; and
- e. grow, retain and value highly competent teachers, leaders and educational professionals with diverse Pacific whakapapa
- 3 note that funding for the implementation of any future actions will be sought through relevant Budgets;
- 4 endorse the Action Plan for Pacific Education 2020-2030 attached at Annex A;
- 5 **note** that I intend to release the Action Plan in a manner that is appropriate given the current climate;
- 6 **direct** the Associate Minister of Education to report to Cabinet in 2021 on progress with the Action Plan against the Measurement Framework; and
- 7 **authorise** the Associate Minister of Education to make editorial changes to the Action Plan before it is released.

Authorised for lodgement

Hon Jenny Salesa

Associate Minister of Education

Annexes

Annex A: Action Plan for Pacific Education: Plan on a Page



Cabinet Social Wellbeing Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Action Plan for Pacific Education 2020-2030: Pacific Success Through a Whole-of-System Approach

Portfolio Associate Education (Hon Jenny Salesa)

On 17 June 2020, the Cabinet Social Wellbeing Committee:

- **noted** the collective and collaborative approach the Associate Minister of Education (Hon Jenny Salesa) has taken to develop the Action Plan for Pacific Education 2020-2030;
- 2 **noted** the Action Plan works towards a vision of "Diverse Pacific learners and their families are safe, valued and equipped to achieve their education aspirations" through achieving five key shifts:
 - 2.1 work reciprocally with diverse Pacific communities to respond to unmet needs, with an initial focus on needs arising from COVID-19;
 - 2.2 confront systemic racism and discrimination in education;
 - enable every teacher, leader and educational professional to take coordinated action to become culturally competent with diverse Pacific learners;
 - 2.4 partner with families to design education opportunities together with teachers, leaders and educational professionals so aspirations for learning and employment can be met; and
 - 2.5 grow, retain and value highly competent teachers, leaders and educational professionals with diverse Pacific whakapapa;
- noted that funding for the implementation of any future actions will be sought through relevant Budgets;
- **approved** the Action Plan for Pacific Education 2020-2030 attached at Annex A to the paper attached under SWC-20-SUB-0075;
- 5 **noted** that the Associate Minister of Education (Hon Jenny Salesa) intends to release the Action Plan in a manner that is appropriate given the current climate;
- 6 **invited** the Associate Minister of Education (Hon Jenny Salesa) to report to the Cabinet Social Wellbeing Committee in 2021 on progress with the Action Plan against the Measurement Framework;

7 authorised the Associate Minister of Education (Hon Jenny Salesa) to make editorial changes to the Action Plan before it is released.

Vivien Meek Committee Secretary

Present:

Office of the Prime Minister
Department of the Prime Minister and Cabinet
Office of the SWC Chair er and Cabinet of the Associate Winnesder of the



Cabinet

Minute of Decision

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Redactions made as content outside of scope of Minister's portfolio responsibilities

Report of the Cabinet Social Wellbeing Committee: Period Ended 19 June 2020

On 22 June 2020, Cabinet made the following decisions on the work of the Cabinet Social eased by the Associate Ninitist Wellbeing Committee for the period ended 19 June 2020:

SWC-20-MIN-0075

Action Plan for Pacific Education 2020-2030: Pacific **CONFIRMED** Success Through a Whole-of-System Approach

Portfolio: Associate Education (Hon Jenny Salesa)

Proactively Released by the Associate Minister of Education