In Confidence
Office of the Minister for Tertiary Education, Skills and Employment
Office of the Minister of Education

Chair
Cabinet Social Policy Committee


Purpose

1. The Minister for Tertiary Education, Skills and Employment and the Minister of Education committed to provide the Cabinet Social Policy Committee with a mid-point report of the Government’s Māori Education Strategy Ka Hikitia – Accelerating Success [SOC Min (13) 1/1 refers] and a mid-term review of the Pasifika Education Plan [CBC Min (12) 7/4 refers].

2. The Cabinet Social Policy Committee agreed to defer these reports until 30 September 2015 [SOC Memo (15) 11/1 and SOC Memo (15) 14/1 refers].

3. At the request of joint Minister’s, this paper amalgamates both report backs into a joint update of the results achieved at the mid-point of the Ka Hikitia and the Pasifika Education Plan, as well as next steps to continue accelerating success for and with Māori and Pasifika learners, and their parents, whānau, iwi and communities.

Executive Summary

4. Success in education is fundamental to the Government’s goal of building a strong and competitive New Zealand economy. The growth and relatively young age profiles of the Māori and Pasifika populations means their education success will be critical to building a highly skilled and productive New Zealand workforce.

5. The education system needs to enable every learner to achieve in education and to gain the skills necessary to succeed in life and the workforce. The system needs to be agile and adaptive to respond to the diverse needs of Māori and Pasifika learners so they are participating, engaging, enjoying and achieving in education, secure in their diverse identities, languages and cultures. Consistent with our social investment approach, the education system needs to be capable of early identification and intervention to support the disproportionate number of Māori and Pasifika learners at risk of not achieving.

6. Both Ka Hikitia and the Pasifika Education Plan include measures to track progress. The results achieved at this mid-point show that improvements have been achieved, but that participation and achievement rates for Māori and Pasifika learners continue to lag behind those of the total student population.

7. The Government’s education Better Public Service (BPS) targets have galvanised efforts in education and the wider social sector. There have been positive shifts for Māori and Pasifika learners against all three education BPS targets.
8. To continue to improve education outcomes for Māori and Pasifika learners, effort is required at key points along the education pathway. The five areas for focus include:

- participation in quality early learning;
- intervening early to ensure learning support is provided when required;
- achieving foundation skills in reading, writing, mathematics, (National Standards and Ngā Whanaketanga Rumaki Māori) and extending to include science and technology;
- participation, engagement, retention and achievement through secondary; and
- progression to higher levels of tertiary education and transitions through to the workforce.

9. The Minister of Education’s work programme focuses on creating a more student-centred education system that has the right incentives and accountabilities in place to support all learners through their learning pathways. Strong foundation education skills and higher achievement for Māori and Pasifika learners need to be the norm not the exception. Education initiatives can be grouped into those that partner more closely with parents, families and communities; and those that focus on quality and responsive teaching and learning for Māori and Pasifika learners.

10. The Minister for Tertiary Education, Skills and Employment’s work programme is reflected through the Tertiary Education Strategy (TES) 2014-2019, which aligns and supports the goals of *Ka Hikitia* and the *Pasifika Education Plan*. One of the TES’s strategic priorities is boosting achievement of Māori and Pasifika. To deliver against the TES we are: expanding Māori and Pasifika Trades Training (MPTT) in line with manifesto commitments; enhancing Youth Guarantee and Vocational Pathways; improving foundation education programmes; and continuing to move towards a more self-regulating tertiary education system, including publishing information on employment outcomes.

**Background**

11. The education system needs to enable every learner to succeed, however Māori and Pasifika learners have consistently experienced poorer education outcomes than the wider student population. This achievement challenge, against the backdrop of the projected population growth for Māori and Pasifika, makes investing in Māori and Pasifika educational success particularly critical. The longer term flow on effect of poor education outcomes on Māori and Pasifika life experiences, and the impact on productivity are significant.

12. People with higher levels of qualifications are more likely to be employed and earn more, and are happier and healthier. There is a jump in earnings for young graduates who stay in New Zealand; bachelor’s degree graduates have median earnings 46% higher than the national median income, five years after graduating, and master’s degree graduates’ median incomes are 68% higher. Young Māori with tertiary qualifications earn a premium over the median earnings of the total Māori working population, as do young Pasifika over all working Pasifika. These relative earnings premiums are higher than those of non-Māori and non-Pasifika young graduates respectively.

13. To lift education outcomes for Māori learners, in 2008 the Government established its Māori Strategy *Ka Hikitia – Managing for Success 2008-2012*. On 13 February 2013, following the conclusion of the strategy, the Cabinet Social Policy Committee agreed to
the core components of the second phase of the strategy, *Ka Hikitia - Accelerating Success* and invited joint Ministers to report on the results achieved at its mid-point, and with a final evaluation at the strategy’s conclusion [SOC Min (13) 1/1 refers].

14. To lift education outcomes for Pasifika learners, the *Pasifika Education Plan* was designed to urgently transform the education system to ensure more equitable outcomes for Pasifika learners [CBC Min (12) 7/4 refers]. It takes a system-wide view of education, and is delivered by eight Government agencies working in partnership. Ministers were asked to provide a report after a year of implementation of the Plan and to report on a mid-term review of the Plan. In 2014, the Cabinet Social Policy Committee noted the positive shifts in participation and achievement for Pasifika learners after its first year of implementation [CAB Min (14) 28/12 refers].

15. *Ka Hikitia* and the *Pasifika Education Plan* contribute to the Government’s education BPS targets and underpins the *Business Growth Agenda Skilled and Safe Workplaces* workstream and *He kai kei aku ringa: the Crown-Māori Economic Growth Partnership*. The education BPS targets are:

- **BPS Result 2**: In 2016, 98% of learners starting school will have participated in quality early childhood education (ECE).
- **BPS Result 5**: In 2017, 85% of 18 year olds will have achieved National Certificate of Educational Achievement (NCEA) Level 2 or an equivalent qualification.
- **BPS Result 6**: In 2018, 60% of 25-34 year olds will have a New Zealand Qualifications Framework (NZQF) Level 4 or above qualification.

**Mid-point results for *Ka Hikitia* and the *Pasifika Education Plan***

16. There are synergies between *Ka Hikitia* and the *Pasifika Education Plan* that include the importance of Māori and Pasifika learners’ identities, languages and cultures; working with parents, families and communities; and improving education outcomes given Māori and Pasifika student populations still lag behind in overall achievement. Each strategy features distinct measures to track progress and address challenges for each of these groups of learners. These differences reinforce the need to continue to provide tailored education responses.

17. Māori and Pasifika girls participate and achieve at a slightly higher rate than Māori and Pasifika boys, from early childhood education through to tertiary education. However, these higher participation and achievement rates are not fully reflected in labour market outcomes:

- The return for gaining a qualification is greater for young Māori and Pasifika female than male graduates. Young females get a greater lift in earnings from having a qualification than males.
- However, overall after leaving study, young Māori and Pasifika male graduates earn more than young Māori and Pasifika female graduates with the same level of qualification.

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18. An overview of the results achieved against measures in *Ka Hikitia* and in the *Pasifika Education Plan* is attached (see Appendix 1 and 2).

**Māori achievement**

19. Across most areas of measurement, Māori achievement has shown improvement, since *Ka Hikitia* was first established in 2008.3

- Rates of Māori learners participating in ECE have increased from 89.9% at the start of the first phase of *Ka Hikitia* to 94% in June 2015.
- Māori performance in reading, writing and mathematics (National Standards) has increased, with current achievement rates being 68.6% for reading, 61.2% for writing, and 65% for mathematics. However, these rates still lag approximately 10 percentage points behind the student population as a whole. Māori performance measured against Ngā Whanaketanga, the Māori medium standards, has declined since 2012.
- The number of Māori 18 year olds with NCEA Level 2 or equivalent qualification has increased significantly. The 2014 achievement rate of 67.7% represents a 10 percentage point rise over the last three years, but remains well off the *Ka Hikitia* and BPS target of 85%.
- Māori learners attaining University Entrance (UE), at 14.5% in 2014, is slightly higher than when *Ka Hikitia* was first established. However, the pattern of steadily improving attainment rates dipped between 2013 and 2014.
- The proportion of Māori achieving a NZQF Level 4 or above qualification by age 25 has steadily increased. At the outset of *Ka Hikitia* the rate was 20%, 25% at the end of the first stage of the strategy, and 30% in 2014 at the mid-point of phase two. However this still lags considerably behind the rate of 48% achieved by the total population by age 25.
- The numbers of people who complete Māori language qualifications, and Māori immersion or bilingual initial teacher education has steadily increased over the term of *Ka Hikitia*.

20. Māori medium education is one of our real successes for Māori student achievement. Although based on relatively small numbers, Māori school leavers who left from a Māori medium school in 2014 achieved NCEA Level 2 at a rate of 75.2%, which is significantly higher than Māori school leavers who left from an English medium school at 58.1%.

21. The exceptions to the positive performance story for Māori are attainment of UE, achievement against Ngā Whanaketanga4, and employment outcomes:

- New UE requirements came into effect from 1 March 2014. The changes aimed to increase literacy and numeracy requirements so that students were prepared for university study. This resulted in an overall 3.6% decrease in leavers with UE compared to 2013 for all populations and a 3.9% decrease for Māori. It was expected that this policy change would lead to fewer students overall achieving UE.
- The New Zealand Qualifications Authority (NZQA) Annual Report on NCEA and New Zealand Scholarship Data and Statistics (2014) anticipates that the attainment rates for UE will recover in future years. This is consistent with

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3 *Ka Hikitia – Managing for Success* 2008 – 2012 was the government’s first *Ka Hikitia* Māori Education Strategy.

4 *National Standards for Māori medium schools and programmes.*
previous school qualification changes, as schools and learners adapt to new requirements.

- The dips in achievement against Ngā Whanaketanga, should be treated with some caution. They represent results for a relatively small number of learners [12% of Māori learners participate in Level 1 or Level 2 Māori medium primary education], and there are data collection and integrity issues that the Ministry is continuing to address.

- One of the tertiary education indicators, employment outcomes - which is defined as employment rates for people with post-school qualifications aged over 15 years - also dipped during the first phase of Ka Hikitia up to 2013 during the Global Financial Crisis (GFC). This has improved during the second phase, but has not yet returned to pre-GFC levels.

**Pasifika Achievement**

22. There have been positive shifts for many Pasifika learners (highlighted in Appendix 2), but the pace is slow and uneven across the education pipeline:

- The rate of Pasifika learners participating in ECE has increased from 86.7% (2012) to 91.2% (30 June 2015). It is possible to reach the *Pasifika Education Plan* and BPS target of 85% in 2016 with further targeted programming.

- Pasifika achievement in reading, writing and mathematics (National Standards) has lifted. However, it is unlikely - based on the current rates of 65.1% for reading, 59.6% for writing, and 62% for mathematics - that the *Pasifika Education Plan* target of 85% in 2017 will be reached.

- The number of all Pasifika school leavers leaving with NCEA Level 1 literacy and numeracy qualifications has increased to 85.4%, with the gap between Pasifika and the total student population closing to 2.9% points.

- The percentage of Pasifika 18 year olds achieving NCEA Level 2 or an equivalent qualification has increased to 75% (2014). Results are tracking well to achieve the *Pasifika Education Plan* and BPS target of 85% in 2017.

- The number of Pasifika school leavers with UE has decreased by 1.9 percentage points from 2012 to 2014. This trend is consistent with the drop across all population groups following the introduction of new UE standards.

- The proportion of Pasifika full-time learners who completed a qualification five years after starting tertiary study continues to increase at a faster rate than that for all learners.

23. The Ministry in collaboration with partner agencies conducted a mid-term review of the *Pasifika Education Plan* [CBC (12) 7/4 refers]. This review focussed on progress against the *Pasifika Education Plan* targets, factors that contributed to significant shifts for Pasifika student achievement, challenges and management strategies.

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5 Māori Medium Education in Levels 1 and 2 includes all settings where teaching occurs in and through Māori language for 51-100% of the time.

6 Previous reporting for this *Pasifika Education Plan* target drew from a different NCEA Level 3 achievement - or UE standard - data set that Ka Hikitia. To align with Ka Hikitia, the *Pasifika Education Plan* will now use the university achievement data set.
24. The Pasifika Education Plan mid-term review findings recommended that education outcomes for Pasifika learners could be further accelerated and lifted by:

- Embedding culturally responsive Pasifika pedagogy in the education system that connects with Pasifika learners' identities, language and culture.
- Strengthening the focus on learners, their parents, families and communities at the centre of the education system which reinforces parents as first teachers and the pivotal role they play in lifting expectations and raising achievement. This creates positive long-term intergenerational benefits and role modelling for Pasifika learners.
- Leveraging off the strong achievement gains for Pasifika learners through the BPS education targets to improve system performance for Pasifika (e.g. strong leadership, and shared ownership and accountability).
- Prioritising a focus on primary schooling to increase the number of Pasifika learners achieving foundation skills in reading, writing, and mathematics (National Standards). Further, extend this focus to include science and technology to ensure Pasifika learners are well placed to actively participate in a global environment where these skills are increasingly in demand.

25. These recommendations will inform and be reflected in ongoing work in education.

Progress against the BPS targets has been positive

26. The Government’s education BPS targets have galvanised efforts in education and across the social sector. There is significant interdependency between the education BPS results and the achievement of the broader BPS targets. The BPS targets provide a clear basis for responding to the challenge to lift and accelerate Māori and Pasifika achievement. Positive shifts for Māori and Pasifika learners have been achieved against all three education BPS targets.

27. Participation in ECE: Māori and Pasifika participation in ECE has been steadily increasing. As at 30 June 2015, ECE participation was 94% for Māori and 91.2% for Pasifika. To reach the 98% BPS target, we need to reach an additional 630 Māori and 550 Pasifika learners who are not attending ECE and are starting school in the year ending December 2016. The Ministry of Education has intensified its engagement with priority communities, including non-participating Māori and Pasifika learners and learners from low socio-economic communities, in an effort to boost the numbers of learners participating in quality ECE.

28. NCEA Level 2 or equivalent: The percentage of Māori 18 year-olds achieving NCEA Level 2 or an equivalent qualification is 67.7% while for Pasifika learners it is 75% (2014). To reach the BPS target of 85% in 2017, 949 more Māori and 50 Pasifika 18 year-olds need to achieve this qualification level. With Māori participation at senior secondary falling rapidly from age 16, Māori retention - as well as Māori and Pasifika achievement at senior secondary - must be lifted. Based on current trends additional efforts will be required to meet the BPS target for the Māori cohort. Examples of initiatives that are currently being delivered to address this include Youth Guarantee which supports students to achieve NCEA Level 2 or an equivalent qualification through Trades Academies and Youth Guarantee fees-free, and investments that

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7 Trades Academies and Youth Guarantee fees-free are reaching a higher proportion of Māori and Pasifika students, reflecting their higher likelihood of being disengaged and at-risk in terms of retention and NCEA Level 2 achievement. In 2014, 40% of the Trades Academy participants were Māori and 12% were Pasifika learners. Māori and Pasifika participants in Trades...
support quality teaching for diverse learners such as Te Kotahitanga/Building on Success.

29. **NZQF Level 4 or above**: For post-school attainment, *Ka Hikitia* and the *Pasifika Education Plan* aim to increase the participation and achievement of Māori and Pasifika in tertiary education. The *Ka Hikitia* target to increase the attainment of an NZQF Level 4 or above qualification will contribute to meeting BPS Result 6 target. Steady improvements have been made to the completion rates for NZQF Level 4 or above qualifications for Māori at age 25 years, however their achievement rates continue to be relatively lower than for the total population.

30. To increase NZQF Level 4 or above attainment, we are making changes at two levels:

- At a system level, TEC is incentivising providers to improve the participation and achievement rates for Māori and Pasifika students.
- At a practical level:
  - Participation and achievement in vocational training is being supported. For example the expansion of the MPTT programme from 600 contracted places in 2013 to 1,908 places in 2015. Budget 2015 has made provision for further expansion.
  - Improved quality, accessibility, and relevance of information about the benefits and outcomes of tertiary study. This will support learners to make well-informed decisions about what and where to study. Rate My Qualification will be introduced to help learners see which courses and qualifications employers value.

**How improvements have been achieved**

31. Progress achieved towards the BPS, *Ka Hikitia* and *Pasifika Education Plan* targets so far reflect efforts to improve the functioning of the education system. This effort has been supported through improved coordination of front line education support and initiatives that provide tailored and targeted resourcing and services at a regional and local level. These changes allow for better delivery for and with learners and their parents, families and whānau and align to the needs and opportunities to partner with communities, industry and iwi.

32. More broadly government, education and social sector agencies are working more closely together to align their efforts. This is especially important when working with the same client or client groups and there are further opportunities to align activity when multiple agencies are working in a particular region. Examples of these approaches include Count Me In, Whānau Ora, the Vulnerable Children’s teams, Social Sector trials and the Youth Service.

33. Examples of system changes that deliver results for Māori and Pasifika learners include:

- A targeted and tailored approach to support Māori and Pasifika parents, families/whānau, communities and iwi to be more demanding of the education system. For example, the Ministry and iwi work with whānau to develop Whānau Education Action Plans. These plans identify actions for whānau and young

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Academies and Youth Guarantee fees-free have better NCEA Level 2 achievement rates than a comparison group of students that did not participate in them.
people to take to improve the achievement of children and young people with a focus on the BPS education targets.\(^8\) The Pasifika PowerUP programme works across the education pipeline to support Pasifika parents and families champion their children’s learning. This approach has seen Pasifika parents become more confident to support their children’s education, to engage with schools, to better understand the education system and make informed decisions to support their child/children’s learning.

- The Education Review Office is incentivising schools and ECE centres to perform well for Māori and Pasifika learners by placing them on longer review cycles of four to five years, if they demonstrate Māori and Pasifika learners are actively engaged, achieving well and their progress is being accelerated.

- The Ministry of Education has adopted a tailored approach to improve Māori achievement in schools. Schools are provided with targeted support, and undergo on-going self-review to inform their interventions and decision making for a school ‘Māori Achievement Plan’.

- The Building on Success Professional Learning and Development response addresses the need to improve secondary schools capability to deliver equitable outcomes for Māori students.

- Tertiary funding mechanisms provide incentives for Tertiary Education Organisations (TEOs) to improve their performance for learners, including Māori and Pasifika in achievement and completion rates and progression to higher levels of education.

- Over the last three years the NZQA has implemented Mātauranga Māori Evaluative Quality Assurance arrangements for TEO’s. This process supports the development and approves the listing of Mātauranga Māori qualifications.

- Education agencies have established a combined leadership forum to develop a Māori and Pasifika system action plan to coordinate agency efforts. Immediate areas of focus include attendance, transitions, retention and achievement for Māori and Pasifika learners. The Year 9 Plus project in Gisborne is the first initiative underway.

**Moving forward: An on-going focus on improvement**

34. The Minister of Education is taking forward a work programme focused on creating a more student-centred system that has the right incentives and accountabilities in place to support all learners.

35. Importantly for Māori and Pasifika learners, we need to lift student achievement, and respond to the different needs of different learners in different places, including their identity, language and culture, and recognise the importance of the learners’ wider whānau in achieving educational success and strengthen our engagement with them.

36. We also need to ensure that Māori and Pasifika students leaving school have the opportunity to be employed in skilled occupations by significantly lifting participation and achievement in STEM-related areas. In 2014, 23% of Māori and Pasifika 18 year olds achieved one or more STEM subjects at NCEA Level 3. For all other ethnicities, the achievement rate was 47%.

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\(^8\)The WEAP training includes a range of government agencies and community providers, including Whānau Ora Navigators in the Wairarapa. Participating in the training supports all of these people to utilise the WEAP tool in their work with young people and whānau.
37. On 26 November 2014, a three-year work programme was approved [CAB Min (14) 23/5 refers] to:
   a. Implement Investing in Educational Success,
   b. Improve continuity of learning, transitions and student-centred pathways,
   c. Strengthen inclusion, updating the special education system,
   d. Strengthen 21st century practice for quality teaching and learning,
   e. Review the Education Act 1989, and
   f. Review the funding systems for early childhood education.

38. Investing in Educational Success (IES) and the formation of Communities of Schools (CoS) is the Government’s single biggest investment to lift achievement for all learners in the system over recent times. Across the 42 CoS that have been established, the 333 participating schools have a combined roll of approximately 120,000 learners, including nearly 27,000 Māori learners and nearly 11,000 Pasifika learners.

39. To improve education outcomes for Māori and Pasifika learners so they can gain the skills and qualifications necessary to succeed in life, a multi-pronged approach is required to change the system, build capability and accelerate achievement:
   - Strengthen engagement with parents, whānau and families, iwi and communities through initiatives such as Pasifika PowerUP, NCEA and the Whānau, NCEA mele Pasifika, Whanau Education Action Plans with iwi, and targeted information dissemination to parents and families.
   - Improve access to quality data and information to support monitoring, reporting and continuous improvement across the education system. For example Public Achievement Information.
   - Embed culturally responsive and relational pedagogy that connects with Māori and Pasifika learners’ interests and knowledge including their identities, language and culture into a more student centred education system. For example, monitoring the impact of “Building on Success” and setting attendance, retention, engagement and achievement targets Māori learners at a school level.9
   - Strengthen the Māori medium pipeline (in which there is a high outflow of learners at key transition points) and improve the quality of provision. The immediate focus is on encouraging participation in IES including the formation of CoS and improving supply side factors.
   - Boost coordinated efforts to achieve the education BPS targets for Māori and Pasifika student population groups through programmes such as BPS 5 Action Plan, Year 9 Plus pilot,10 Count Me In,11 Youth Guarantee and the Early Learning Taskforce. These streams of work include multi-agency collaboration, and public-private and industry partnerships.

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9 In 2015 Building on Success is working with 105 English medium secondary schools (one third) representing a school population of 26,900 Māori students and 6,500 teachers.
10 Year 9 Plus is the demonstration project in Gisborne that was initiated as part of this year’s Budget. It will start in Term 1 2016 and will work with the most vulnerable students.
11 Count Me In (CMI) is a multi-agency intervention to support Māori and Pasifika 16-18 year olds that are outside the education system to re-engage in learning and attain NCEA L2 or equivalent qualifications.
• Target and tailor programmes that lift and accelerate achievement for Māori and Pasifika learners in Years 1 to 8 for reading, writing, mathematics, (National Standards) science and technology. For example the Developing Mathematical Inquiry in Communities.\footnote{Best Evidence Synthesis, Exemplar 1: Developing Mathematical Inquiry Communities outlines approaches found to advance the mathematical achievement of Pasifika and Māori learners in the two schools studied by 4 to 5 levels in just one year.}

• Support and encourage more Māori and Pasifika students to participate, and be successful in NCEA level 2 and 3 in STEM-related areas by leveraging NZQA’s pilot work and seeking out more partnerships that exponentially lift Māori and Pasifika engagement and success in STEM.

• Gender and ethnicity analysis will be undertaken across the major reporting activities, professional learning and development activities, student programmes, and work done with schools and CoS where the data is available. This analysis will ensure that outcomes for Māori and Pasifika by gender can be tracked and responses targeted where they are required.\footnote{Predictive modelling has recently been completed to inform the Review of Youth Services. The modelling identifies cohorts most at risk and identified risk factors that are more likely than ethnicity and gender, to predict poor engagement and achievement outcomes. For example: notifications to CYF; and, whether parents have spent time on a benefit. This kind of information will allow for more finely tuned tailoring and targeting of initiatives and support to where they are needed.}

40. The Minister for Tertiary Education, Skills and Employment’s Tertiary Education Strategy priorities reflect the goals of Ka Hikitia and the Pasifika Education Plan. To support achievement of the goals to deliver skills for industry and boost achievement for Māori and Pasifika:

• MPTT will be expanded and improved, in line with manifesto commitments;

• Youth Guarantee initiatives will be improved and Vocational Pathways extended so that the transitions from school to tertiary study, training and employment are more effective for more young people;

• Foundation education programmes will be reviewed to ensure these focus on delivering outcomes that learners need in terms of moving on to higher levels of education or training, and into the workforce; and

• Over time, a more self-regulating tertiary education system will deliver greater relevance and innovation in line with TES priorities, including moves to publish information on employment outcomes and to make funding more flexible.

**Government’s wider social sector investment approach**

41. Both Ka Hikitia and the Pasifika Education Plan aim to lift education outcomes for Māori and Pasifika families respectively. The education system needs to be capable of early identification and intervention to support the disproportionate number of Māori and Pasifika learners at risk of not achieving, and who are likely to be from families that access other government funded services. The longer term flow on effects on Māori and Pasifika life experiences and the significant impact on productivity are why the Ministry is working closely with a number of agencies and crown entities to improve outcomes for Māori and Pasifika families through:

• The sharing of better achievement information for each learner (e.g. National Standards and NCEA) and better information about how schools are performing (e.g. Public Achievement Information). Sharing low participation and
achievement data with agencies can highlight social patterns for specific regions and inform discussions around what support may be needed.

- The provision of relevant wraparound support for learners and their families. When engaging with Māori and Pasifika communities, officials involve a range of agencies (e.g. Early Learning Taskforce, Count Me In are examples of education-led initiatives and Social Sector Trials, Whānau Ora are examples of education-supported initiatives). Agencies involved in both forums include: social welfare providers, Police, Youth Court Judges, health providers, Whānau Ora commission agencies, sports clubs etc.

42. To inform Budget 2016 decisions a cross-agency Youth Funding Review is being undertaken [Cab Min (15) (25/6) refers]. The Youth Funding Review aims to improve services for youth, including Māori and Pasifika, by assessing the effectiveness of expenditure across government and to make recommendations on options to improve targeting to maximise outcomes for young people.

Consultation

43. The Ministry of Education prepared this report. The following agencies were consulted and their views reflected in the paper: Tertiary Education Commission, Careers NZ, Education Review Office, New Zealand Qualifications Authority, Education Council of Aotearoa New Zealand, New Zealand School Trustees Association, Ministry of Business, Innovation and Employment, Ministry of Social Development, Te Puni Kōkiri, Ministry of Pacific Island Affairs, Ministry for Women, State Services Commission and Treasury. The Department of the Prime Minister and Cabinet was informed.

Financial Implications

44. There are no financial implications arising from this report. *Ka Hikitia* and the *Pasifika Education Plan* are funded from within baselines. Any funding for new or extended initiatives form part of the Budget process.

Human Rights Implications

45. *Ka Hikitia* and the *Pasifika Education Plan* support New Zealand’s human rights obligations, including those articulated in Article 28 of United Nations Convention of the Rights of the Child and Article 14 of the United Nations Declaration on the Rights of Indigenous Peoples (which affirms the rights of indigenous peoples to education in their own language in a manner appropriate to their cultural methods of teaching and learning).

Gender Implications

46. Please refer to paragraphs 17 and 36.

Disability Perspective

47. *Ka Hikitia* and the *Pasifika Education Plan* support the New Zealand Disability Strategy through their attention to early identification of special education needs in early learning years and through expecting schools to have inclusive practices for learners with special education needs. The work programme outlined in paragraph 36 will help to address disparity through strengthening support for students with special needs, including better integration of education, health and social services to better meet these students’ needs. The *Pasifika Education Plan* includes special education measures.
Legislative Implications

48. There are no legislative implications associated with this report, and no regulatory impacts. The Education Act is currently being updated, with particular focus on providing a more student-centred statutory framework. Included in the scope of the update are the regulatory environment for kura, and education pathways in Māori medium education.

Recommendations

49. It is recommended that the Cabinet Social Policy Committee:

   a. note that measureable improvements are being delivered in education against the Government’s BPS targets and most of the measures in Ka Hikitia and the Pasifika Education Plan

   b. note that responsible Ministers have comprehensive work programmes underway to support continued performance improvements across the education system

   c. note that tailored and targeted activities across the education system have been effective and that work will need to continue to further accelerate Māori and Pasifika achievement to comparable levels with the rest of the population

   d. invite joint Ministers to report to SOC in September 2018 on the results achieved at the conclusion of the current Ka Hikitia and the Pasifika Education Plan terms which run until 2017.

Hon Steven Joyce
Minister for Tertiary Education, Skills and Employment

Hon Hekia Parata
Minister of Education
APPENDIX 1: Ka Hikitia - Progress Against the Measureable Targets

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<tr>
<th>Measure</th>
<th>Progress</th>
<th>2014 Comparative Results</th>
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| In 2016, 98% of Māori learners starting school will have participated in quality early childhood education. | End 2009: 89.9%  
End 2012: 91.3%  
**End 2014: 93.6%** | Māori: 93.6%  
Population: 96.1% |
| By 2017, 85% of early childhood education services reviewed by ERO will be working to some extent or to a high extent in partnership with Māori whānau.  
By 2017, 22% of learners will participate in Māori language in education (primary and secondary education). | 2012:  
• 10% working in partnership with Māori whānau  
• 78% built positive relationships with Māori whānau | NA  
NA |
| By the end of 2017, 85% of Māori learners will be achieving at or above their appropriate National Standard/Ngā Whanaketanga Rumaki Māori in literacy and numeracy. | 2012:  
Reading: 68.2%  
Writing: 60.4%  
Maths: 63.6%  
2014:  
Reading: 68.6%  
Writing: 61.2%  
Maths: 65.0%  
2014:  
Pāngarau: 57.7%  
Kōrero: 65.3%  
Pānui: 75.8%  
2014:  
Pānui: 67.2%  
Pāngarau: 57.7%  
Kōrero: 65.3%  
Tuhituhi: 70% | Māori: 67.7%  
All: 67.7%  
2011: 57.1%  
2012: 60.9%  
**2014: 67.7%** | NA  
NA |
| Of the Māori learners who turn 18 in 2017, 85% will achieve at least NCEA Level 2 or an equivalent qualification. | 2007: 20%  
2012: 25%  
2014: 30% | 2007: 25%  
2012: 30%  
2014: 30% |
| The proportion of Māori who attain a NZQF Level 4 or above qualification by age 25 increases. | 2007: 20%  
2012: 25%  
2014: 30% | 2007: 25%  
2012: 30%  
2014: 30% |
| The number of people who complete Māori language qualifications increases. | 2007: 10,839  
2012: 8,291  
2014: 9,204 | 2007: 10,839  
2012: 8,291  
2014: 9,204 |
| The number of people who complete immersion or bilingual initial teacher education increases. | 2007: 877  
2012: 992  
2014: 758 | 2007: 877  
2012: 992  
2014: 758 |

1 Comparative data is not available prior to 2009.  
2 Data to measure this is not available.
## APPENDIX 2: Pasifika Education Plan – Progress Against the Measureable Targets

<table>
<thead>
<tr>
<th>Target sector</th>
<th>Targets</th>
<th>2014 Position</th>
<th>Change (since 2012)</th>
<th>Difference needed to achieve target</th>
<th>Current position – total population</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Early learning</strong></td>
<td>The proportion of Pasifika learners starting school who have participated in ECE will increase from 86.2% in 2012 to 98% in 2016</td>
<td>91.2% (30 June 2015)</td>
<td>▲ Increase of 4.5% points</td>
<td>6.8% points to reach target in 2016</td>
<td>96.1%</td>
</tr>
<tr>
<td></td>
<td>Increase by 2016, the number of Pasifika ECE Language Services teaching in a Pasifika language or culture over 50% of the time.</td>
<td>96 ECE services</td>
<td>▲ Increase of four (4) services</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Increase the percentage of Pasifika learners with special needs (0-5 years) accessing early intervention services from 9% to 13% in 2016.</td>
<td>8.5%</td>
<td>▲ 8.5%</td>
<td>4.5% points to reach target in 2016</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>By 2017, 85% of early childhood education services reviewed by ERO are effective for Pasifika children.</td>
<td>No recent data</td>
<td>No recent data</td>
<td>No recent data</td>
<td>No recent data</td>
</tr>
<tr>
<td><strong>Schooling</strong></td>
<td>85% of Year 1-10 Pasifika learners will meet literacy and numeracy expectations, including achieving at or above in National Standards across Years 1-8 in 2017</td>
<td>Mathematics</td>
<td>62%</td>
<td>▲ Increase of 2.4% points</td>
<td>23% points to reach target in 2017</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Reading</td>
<td>65.1%</td>
<td>▲ Increase of 2.2% points</td>
<td>19.9% points to reach target in 2017</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Writing</td>
<td>59.6%</td>
<td>▲ Increase of 2.5% points</td>
<td>25.4% points to reach target in 2017</td>
</tr>
<tr>
<td></td>
<td>The rate of Pasifika suspensions, expulsions and exclusions rates reduce by 2017</td>
<td>Suspension rates reduce to 3.6/1000 learners</td>
<td>3.9/1000</td>
<td>▼ Decrease of 0.5/1000</td>
<td>0.3/1000 to reach target in 2017</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Exclusion rates reduce to 1.3/1000 learners</td>
<td>1.6/1000</td>
<td>▼ Decrease of 0.3/1000</td>
<td>0.3/1000 to reach target in 2017</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Expulsion rates reduce to 1.5/1000 learners</td>
<td>1.8/1000</td>
<td>▼ Decrease of 0.5/1000</td>
<td>0.3/1000 to reach target in 2017</td>
</tr>
<tr>
<td>Target sector</td>
<td>Targets</td>
<td>2014 Position</td>
<td>Change (since 2012)</td>
<td>Difference needed to achieve target</td>
<td>Current position – total population</td>
</tr>
<tr>
<td>----------------</td>
<td>----------</td>
<td>---------------</td>
<td>---------------------</td>
<td>-------------------------------------</td>
<td>------------------------------------</td>
</tr>
<tr>
<td>Schooling and Tertiary</td>
<td>The number of all Pasifika school leavers leaving with NCEA Level 1 literacy and numeracy to increase to 95% in 2017.</td>
<td>85.7%</td>
<td>▲ Increase of 2.7% points</td>
<td>9.3% points to reach 2017 target</td>
<td>88.6%</td>
</tr>
<tr>
<td></td>
<td>The number of Pasifika school leavers with University Entrance to increase to achieve at least parity with non-Pasifika school leavers in 2017.</td>
<td>20.4%</td>
<td>▲ There has been a shift towards parity</td>
<td></td>
<td>38.4%</td>
</tr>
<tr>
<td></td>
<td>80% of schools demonstrating fully inclusive practice for learners with special education needs/disabilities, and 100% demonstrating at least some inclusive practices by 2014.</td>
<td>No recent data</td>
<td>No recent data</td>
<td>No recent data</td>
<td>No recent data</td>
</tr>
<tr>
<td></td>
<td>85% of Pasifika 18-year-olds to achieve NCEA Level 2 or equivalent qualifications in 2017.</td>
<td>75%</td>
<td>▲ Increase of 6.9% points</td>
<td>10% points to reach 2017 target</td>
<td>81.2%</td>
</tr>
<tr>
<td>Tertiary education</td>
<td>Participation rate 18-24 year olds at level 4 and above - participate and achieve at all levels at least on a par with other learners.</td>
<td>28%</td>
<td>▲ On track to meet parity in 2017</td>
<td>3% points to reach 2017 target</td>
<td>31%</td>
</tr>
<tr>
<td></td>
<td>First-year retention rate 18-24 year olds at level 4 and above - participate and achieve at all levels at least on a par with other learners.</td>
<td>78% retention of learners in 2014 who started in 2013 (5% point difference)</td>
<td>▲ There has been no shift towards parity. Rate for all learners expected to increase slightly.</td>
<td>6% points to reach 2017 target</td>
<td>83% retention of learners in 2014 who started in 2013</td>
</tr>
<tr>
<td></td>
<td>Five-year completion rate for Pasifika learners engaged in full-time study - participate and achieve at all levels at least on a par with other learners.</td>
<td>72% completion rate by 2014 of learners who started in 2010 (5% point difference)</td>
<td>▲ There is a shift towards parity. Rate for all learners is increasing.</td>
<td>8% points to reach 2017 target</td>
<td>77% completion rate by 2014 of learners who started in 2010</td>
</tr>
</tbody>
</table>

**KEY**
- ▲ On-track to meet target
- ▲ Possible to reach target with further work
- ▲ No significant progress made and not going to meet target.