

Education for Pacific peoples' development and success

Objectives

- Pacific learners are encouraged and assisted to develop skills that are important to the development of both the Pacific and New Zealand.
- A tertiary education system that is accountable for improved Pacific learning outcomes and connected to Pacific economic aspirations.
- Pasifika for Pasifika education services are assisted to grow their capability and enhance Pasifika peoples' learning opportunities.
- An increased proportion of Pacific staff at all levels of decision-making in the tertiary education system.

The expected change – 2002 to 2007

Pasifika peoples are a significant part of the New Zealand population and New Zealand is also a significant part of the South Pacific region. New Zealand tertiary education has an important role to play in Pacific development and success, both in New Zealand and internationally.

The government's Pasifika Education Plan aims to increase Pasifika achievement in all areas of education. The focus in tertiary education is on increasing participation and achievement, improving retention and encouraging higher levels of study. The plan sets out the following goals:

- significantly increasing Pasifika students' participation in tertiary education at all levels
- significantly improving Pasifika students' achievement in tertiary education – closing the gaps with non-Pasifika students completely in 20 years
- significantly increasing opportunities for Pasifika adults to access adult education and community learning, and specific adult literacy programmes over the next five years.

Short-term targets were also set to measure progress in achieving those goals:

- Pasifika peoples making up 5.3 percent of TEI students by 2002, 6.0 percent of TEI students by 2004, and 6.6 percent of TEI students by 2006
- the number of Pasifika peoples graduating at diploma level and above increasing every year, resulting in 5.0 percent of total graduates being Pasifika peoples by 2002, 5.6 percent by 2004 and 6.2 percent by 2006.

This strategy builds on the Pasifika Education Plan and provides a broader focus on education for Pacific development.

It is expected that the tertiary education system will have a much greater focus on the skills that Pasifika peoples need for their development, both in New Zealand and the wider Pacific. This requires a better understanding of the current and future skills and knowledge requirements, as well as specific plans as to how these can be met.

Pasifika learners need to be much better informed about study and career options and how they can acquire the skills and knowledge that will be of benefit to the development of their communities, as well as for their own success.



It is expected that the tertiary education sector will become more connected with, and accountable to, Pasifika communities. Pasifika communities will take a greater role in supporting the delivery of tertiary education and have a greater say in how tertiary education can contribute to their development aspirations. TEOs need to take a much more active role in contributing to the development aspirations of Pasifika communities, in New Zealand and the Pacific. This contribution will be through research, as well as education.

There is a need to improve the capability and capacity of Pasifika for Pasifika education services. These include Pasifika PTEs, community education services and services within 'mainstream' organisations. These services have a particular role to play in supporting Pasifika education and retaining and developing Pasifika knowledge. These services also provide a means of staircasing Pasifika learners into higher studies, particularly for adult learners and those who left school with little or no qualifications.

It is expected that there will be an increased proportion of Pasifika staff at all levels of decision-making in the tertiary education system. This includes teaching, as well as administrative and management positions. It is particularly important that there is Pasifika representation at the higher levels of decision-making within TEOs to ensure that the needs of Pasifika students and communities are taken into account. There is a need to increase the proportion of Pasifika teaching staff and provide them with appropriate support and development.

The baseline picture in 2002

There has been increased participation by Pasifika domestic students over the last six years, both in total numbers and as a proportion of all students. However, taking account of the age distribution in the Pasifika population, Pasifika participation rates are still the lowest of any ethnic group. Pasifika participation rates are particularly low in the under 25 age group.

The Pasifika Education Plan targets for Pasifika participation and graduation were not fully met in 2002. Pasifika students made up 4.0 percent²⁷ of enrolments in TEIs, short of the target of 5.3 percent. While Pasifika graduations at diploma level and above have increased each year, Pasifika students made up 4.0 percent of all tertiary graduates, short of the target of 5.0 percent.

Pasifika students had a similar spread of participation across degree and sub-degree qualifications to non-Pasifika students in 2002. As with other groups, there has been substantial growth in numbers enrolling in qualifications below degree level. Pasifika students were still significantly under-represented in postgraduate studies.

Pasifika trainees were represented in industry training at a similar level to their representation in the workforce. However, they were more concentrated in some industries. Pasifika people were significantly under-represented in Modern Apprenticeships.

In 2002, there were just over 1,300 Pasifika international students studying at tertiary level in New Zealand. The largest numbers were from Fiji, Tonga and Samoa. Most were aged under 30 years and about half were studying at degree level and above.

Completion of below degree-level qualifications by Pasifika students has grown faster than completions of degree-level qualifications. Completion of postgraduate qualifications decreased from 2000 to 2002. This data reinforces concerns about completion rates of Pasifika students at degree and postgraduate levels.

There was a small Pasifika PTE sector, with 33 registered providers identifying as Pasifika providers. NZQA audit results indicated that these providers needed support to build their capability. In 2003, the NZQA was providing active support to around half of them.

Pasifika people are significantly under-represented among teaching staff in TEOs. The 2001 Census data indicates that about 1.5 percent of tertiary teaching staff are Pasifika. Pasifika staff report significant workload issues, as they are required to provide support and mentoring for students and maintain connections with Pasifika communities, as well as teaching and/or research. TEOs often do not recognise all the requirements put on Pasifika staff. There is a need for TEOs to provide greater support for their existing Pasifika staff, as well as improve recruitment, retention and promotion.

²⁷ These figures exclude international students and used the prioritisation approach to ethnicity, which was the standard at the time the Plan was agreed.

Further development of monitoring

An immediate priority for the next stage of monitoring is to develop information on the completion rates of courses and qualifications.

Future monitoring will have a greater focus on the actions taken by TEOs to contribute to Pacific development. This includes identifying skill and knowledge requirements, collaboration with Pasifika communities and specific contributions to Pacific development in New Zealand and internationally.

One source of information for this area will be charters and profiles. It will need to be triangulated with perspectives from Pasifika communities on the level and appropriateness of TEO engagement.

Monitoring will also need to look at the information and support provided to Pasifika students and, in particular, the accuracy, relevance and quality of information and support for decision-making about study and careers.

More information will need to be developed on Pasifika for Pasifika education services, particularly in community education and within 'mainstream' organisations. This information will need to focus on what is being provided by these services, as well as on issues of capacity and capability.

TEO actions to support existing Pasifika staff and improve recruitment, retention and promotion will also be part of future monitoring. This will need to be supplemented with information from Pasifika staff themselves about issues such as workload, expectations and professional development.

As monitoring progresses, it will develop a greater focus on the contribution of tertiary education to Pacific development in New Zealand and internationally. This will include looking at the links being developed between New Zealand TEOs and Pacific nations and tertiary providers. It will also mean taking a more international perspective of Pasifika participation in tertiary education.

Pasifika participation in tertiary education

In 2002, there were a total of 17,579 formal students who identified as Pasifika enrolled in tertiary education. Of these, 1,311 or 7.5 percent were international students. The rest were domestic students. Students from the Cook Islands, Niue and Tokelau are entitled to enrol as domestic students in New Zealand TEOs. They are included in the domestic student figures. Domestic and international Pasifika students have been separated out in the following analysis.

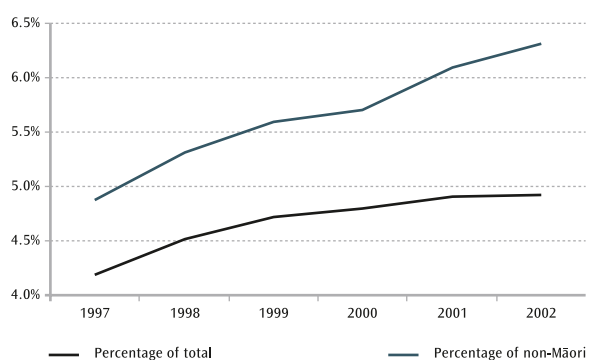
Overall increase in Pasifika participation

Age-standardised participation rates²⁸ for domestic Pasifika students are only available for 2001 and 2002 (based on the 2001 Census). These show that Pasifika participation rates increased from 6.8 percent of the Pasifika population in 2001 to 7.5 percent in 2002.

The best historical measure of Pasifika participation is Pasifika students as a proportion of all students. The proportion of Pasifika students in formal tertiary education grew from 4.2 percent in 1997 to 4.9 percent in 2002²⁹.

These proportions of Pasifika students have been affected by the increased proportion of Māori students in tertiary education. If Pasifika students are looked at as a proportion of non-Māori students, then a stronger increase in participation is apparent (from 4.9 percent to 6.3 percent).

Figure 59: Percentage of students in formal tertiary education who are Pasifika, 1997–2002



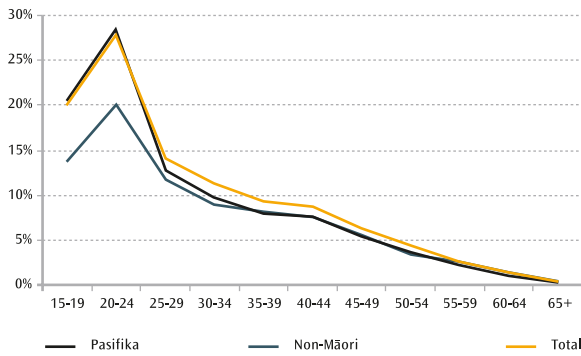
²⁸ See Technical and Data Definitions for explanation of age-standardisation.

²⁹ These figures are calculated on a different basis from the Pasifika Education Plan targets. Ethnicity has been based on total response, rather than on a prioritised response, which categorises students with Māori and Pacific ethnicity as Māori, rather than as both. These figures include all providers, not just public providers.

Lower participation rates for Pasifika students under 35 years

In 2002, Pasifika domestic students participated at lower rates than other groups in age groups under 35. In the older age groups they had similar rates of participation to non-Māori students in general. The participation rates for all students in the older age groups were increased by the very high participation rates of Māori women in these age groups.

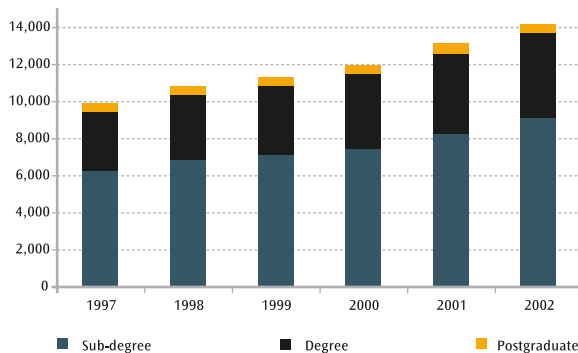
Figure 60: Participation rates in formal tertiary education by age group, July 2002



Steady growth in participation at all levels

From 1997 to 2002 there was steady growth in the numbers of Pasifika domestic students participating at all levels of education (around 30 percent growth over six years at each level).

Figure 61: Pasifika enrolments in formal tertiary education by qualification level, July 1997–2002



As at 31 July 2002, 52 percent of Pasifika domestic students were enrolled in qualifications below degree level, compared with 49 percent of non-Pasifika domestic students. At the top end, three percent of Pasifika students were enrolled in postgraduate studies, compared with seven percent of non-Pasifika students.

There is a challenge for the tertiary education sector to continue to support Pasifika students to progress to tertiary education at higher levels.

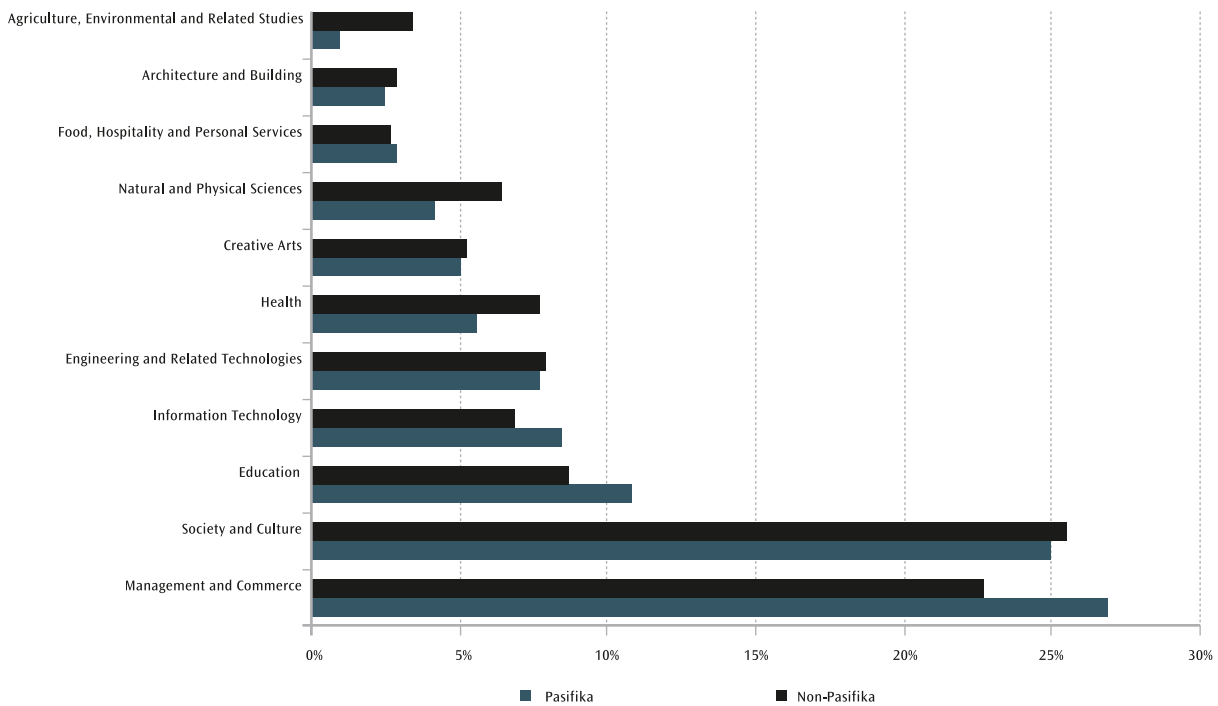
Participation by field of study varies

As at 31 July 2002, 13.0 percent of Pasifika students were enrolled in qualifications categorised as ‘mixed-field’, compared with 12.4 percent of non-Pasifika students. Mixed-field programmes are generic programmes, mostly covering employment and life skills.

Looking at other fields of study, the most popular field of study for Pasifika students in 2002 was management and commerce, closely followed by society and culture. Pasifika students were over-represented in management and commerce, education and information technology. They were under-represented in health, sciences and agriculture and environment.

The overall picture is similar when comparing Pasifika men with non-Pasifika men and Pasifika women with non-Pasifika women. There were a few notable differences for Pasifika men. Pasifika men were more likely to be studying for agricultural qualifications and less likely to be studying for management and commerce qualifications than non-Pasifika men. To fully understand the underlying picture, a more sophisticated analysis is required that takes account of level of study and age, as well as gender. This is beyond the scope of this report.

Figure 62: Percentage of Pasifika and non-Pasifika students by field of study, July 2002



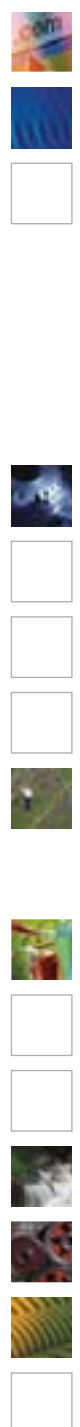
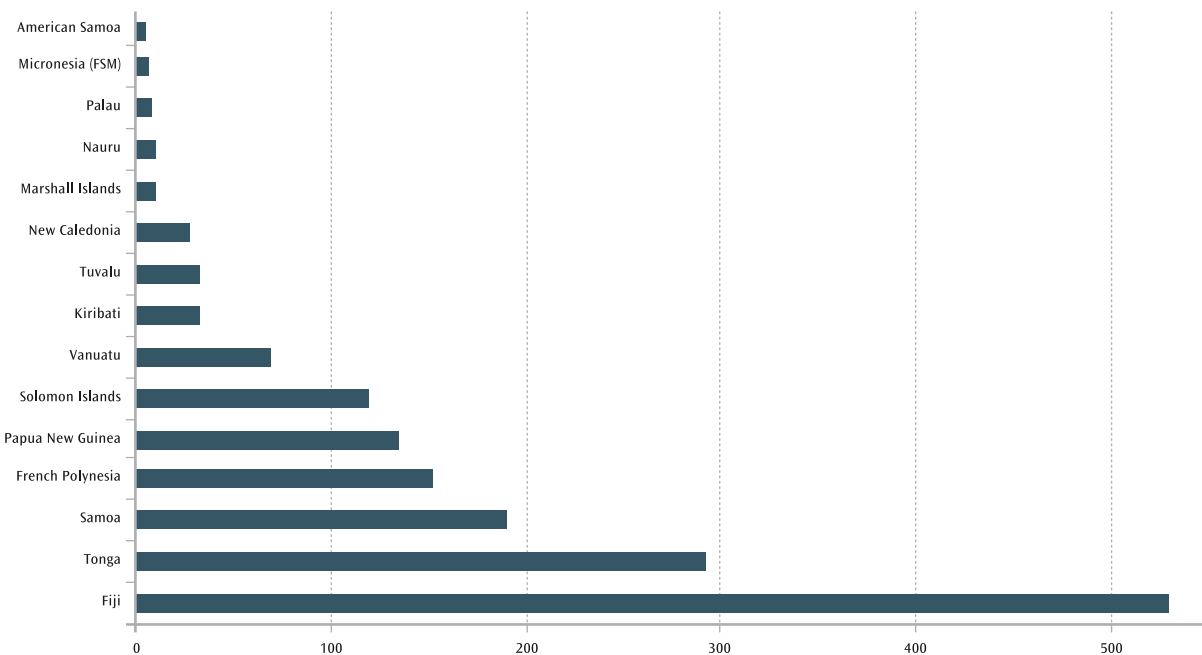
Note: Mixed-field programmes are excluded.

Increasing participation in industry training

Pasifika participation in industry training has increased. In 2003, five percent of all industry trainees were Pasifika, compared with five percent of the total workforce. The proportion of Pasifika trainees has increased significantly from only two percent in 1996.

Across the ITOs, Engineering, Food and Manufacturing had the largest number of Pasifika industry trainees in 2003 (976), followed by Forestry (441) and Electrotechnology (411). Thirty-nine percent of all Pasifika trainees were covered by these three ITOs, compared with 31 percent of all trainees.

Figure 63: Pasifika international students by country of origin, July 2002



Significant under-representation in Modern Apprenticeships

However, Pasifika peoples have been very much under-represented in Modern Apprenticeships. In 2003, only 1.9 percent of Modern Apprentices were Pasifika. This represents a total of 110 Pasifika trainees. In 2003, 23 percent of Pasifika Modern Apprentices were within the Engineering ITO, compared with 15 percent of all Modern Apprentices. A further 35 percent of Pasifika Modern Apprentices were spread across the Building and Construction, Electricity Supply and Public Sector ITOs.

Pasifika international students

The largest group of Pasifika international students in New Zealand tertiary education in 2002 was from Fiji, followed by Sāmoa and Tonga. Students from these three countries made up 62 percent of Pasifika international students in New Zealand.

Eighty percent of Pasifika international students were aged under 30. Forty-five percent were studying for qualifications below degree level, 49 percent for degree qualifications and six percent for postgraduate qualifications.

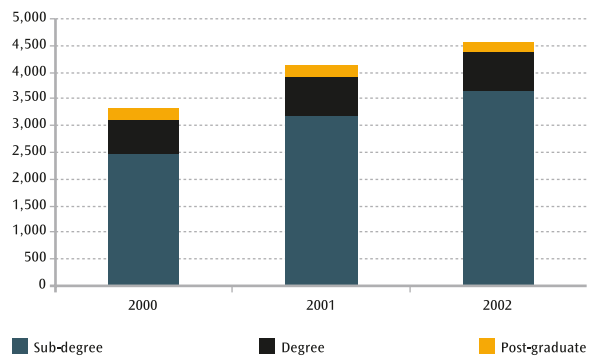
Completion of qualifications by Pasifika students

As explained in the overview, qualifications completion data provides counts of the number of people completing qualifications each year. It does not provide meaningful information on completion rates, as the length of time it takes to complete qualifications may vary.

Growth in qualification completions is mostly below degree level

Pasifika qualification completions increased by 38 percent overall from 2000 to 2002. This is mostly due to the 48 percent increase in completion of qualifications below degree level. This is reflective of increased Pasifika enrolments at this level. Degree completions increased by 11 percent over the same period, while postgraduate completions fell by three percent.

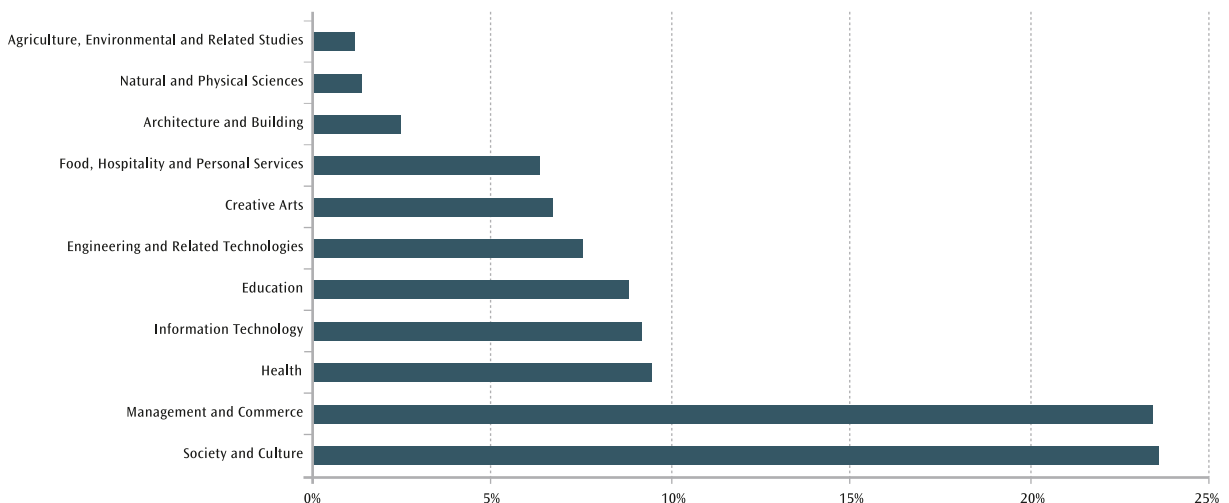
Figure 64: Completion of qualifications by Pasifika students by qualification level, 2000–2002



Qualification completions varied by field of study

The largest proportion of Pasifika qualification completions in 2002 were in the management and commerce and society and culture fields of study. This is consistent with enrolment patterns. Interestingly, health qualifications made up a larger proportion of Pasifika completions than of Pasifika enrolments, while the pattern is reversed for science qualifications. This *may* reflect differing completion rates in these areas (probably

Figure 65: Percentage of qualification completions by Pasifika students, by field of study, 2002



Note: Mixed-field qualifications have been recoded to a subject code, where possible, using the main subject code.

for the subject as a whole in the case of health) or it *may* reflect changes in participation by level over the last three years.

Assistance provided to support Pasifika students

Funding has been provided to TEIs, through the Special Supplementary Grants, to provide support services for Pasifika students. A review of the Pasifika Special Supplementary Grants funding was undertaken by the Ministry of Education in 2002. It found that:

- the funding has had a positive impact in raising the profile of the needs of Pasifika students. This impact is often disproportionate to the amount of money provided
- more certainty about funding levels would allow planning that is more strategic and that incorporates an evaluation dimension.

Developing Pasifika for Pasifika tertiary education

As at October 2003, there were 33 registered PTEs that self-identified as Pasifika providers. There had been limited turnover in the number of Pasifika providers, with no new registrations in the previous 12 months, two de-registrations and one application currently under consideration. This was a much lower rate of turnover than for all PTEs.

Nine percent of Pasifika PTEs (that have been registered for more than six months) were on audit cycles of less than one year, for reasons of quality concerns. This is three times the proportion of all PTEs. Twenty-seven percent of Pasifika PTEs were on audit cycles of two or more years, indicating robust and stable processes, compared with 43 percent of all PTEs.

The NZQA has established a unit which provides support for Pasifika provider development. In 2003, NZQA was working with 15 Pasifika providers to develop their quality assurance systems. There are also a number of community based Pasifika for Pasifika providers. Recent work in the adult literacy area has included a pilot project for community based learning involving around 200 Pasifika adult learners.

Pasifika staff in tertiary education organisations

This strategy includes a focus on increasing the proportion of Pasifika staff at all levels of decision-making in the tertiary education system. This includes a focus on management and governance as well as teaching staff.

At this stage, the only available information on staffing by ethnicity relates to teaching staff. This information comes from the New Zealand Census. No information on ethnicity of staff is collected systematically within the tertiary education system.

Low proportion of tertiary teaching workforce are Pasifika

It would appear that Pasifika teaching staff are significantly under-represented compared with the proportion of Pasifika students. There appears to have been an increase in the proportion of Pasifika staff from 1996 to 2002, but it still lags behind the proportion of Pasifika students.

The Census shows that within the Tertiary Teaching Professional occupational category, 1.0 percent of tertiary teachers in 1996 were Pasifika. This rose to 1.5 percent in 2001. This compares with 3.6 percent and 5.5 percent of students in respective years.

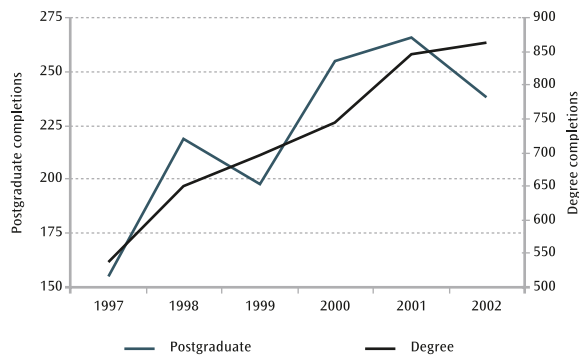
Pasifika staff report significant workload issues, as they are required to provide support and mentoring for students and maintain connections with Pasifika communities, as well as teaching and/or research.

Potential for increased recruitment

Pasifika completions at degree and postgraduate level (both domestic and international) provide an indication of the future pool of qualified Pasifika graduates who may be able to teach in tertiary education. From 1997 to 2001, there was a steady increase in completion of degrees by all Pasifika students, but this levelled off in 2002. Completion of PhDs by all Pasifika students in the same period has fluctuated, with an overall growth in numbers over the period. From 2001 to 2002, the number of Pasifika students completing PhDs fell.



Figure 66: Degree and postgraduate qualification completions by Pasifika students, 1997–2002



In 2002, there were 1,100 Pasifika students who graduated with a degree or postgraduate qualification. This is more than five times the number of Pasifika Tertiary Teaching Professionals recorded in the 2001 Census. This suggests that the challenge is for TEOs to attract and retain an increased number of Pasifika graduates as teaching staff.