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A NACEW working paper

**Snapshot in time: Maori and Pasifika women's
transitions from secondary school to tertiary education
or employment
2008-2009**

**Prepared for The National Advisory Council
On the Employment of Women
July 2009**

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EXECUTIVE SUMMARY

The National Advisory Council on the Employment of Women (the Council) is an advisory body to the Minister of Labour. The Council's role is to:

- advise the Minister of Labour on matters referred by him/her concerning the employment of women;
- express views and make recommendations as appropriate to the Minister of Labour on matters relating to the employment of women;
- make representations or submissions as appropriate to public bodies such as Commissions of Inquiry subject to the approval of the Minister; and
- promote the dissemination of information on the employment of women in New Zealand and overseas.

One of the Council's key priority areas is Māori and Pasifika women's employment, and transitions through life. A key focus of this work is economic sustainability and improving young women's participation in employment and their earnings. As part of their work programme for 2008/2009 the Council decided to focus its attention on young Māori and Pasifika women's transitions from secondary education to tertiary education or employment.

A Snapshot in Time – Maori and Pasifika Women's Transitions From Secondary School to Tertiary Education or Employment 2008-2009 report was commissioned by the National Advisory Council on the Employment of Women (the Council) in 2008 and completed in 2009. The purpose of the report was two-fold: the first part of the report analysed quantitative data on young Maori and Pasifika women aged between 16 and 24 who were transitioning from secondary education to tertiary education or employment. The data gathered included school leaving age, types of tertiary education entered rates of completion, and types of employment entered into.

The second part of the report examined a variety of government, education and career sector based initiatives that were in place in 2008/2009. The aim of these initiatives was to assist young Maori and Pasifika women make successful transitions from secondary education to tertiary education or employment. Relevant qualitative and quantitative data was gathered from these programmes and, where applicable, their parent bodies to determine their effectiveness and identify possible areas of improvement. By gathering information from a variety of sources the report aims to present a 'snapshot' of the situation at that time for young Maori and Pasifika women transitioning from secondary school to tertiary education or employment.

The report, through its analysis of the data, made several key findings. At the schooling level these findings included confirmation of the higher achievement rates at NCEA level 3 on the part of Pakeha students, both male and female than that of their Maori or Pasifika counterparts, with ethnicity being a more likely predictor of attainment than gender. Further examination of the schooling data suggested that these lower attainment rates for Maori and Pasifika females could be ascribed to a

number of factors. For Maori students' lower attainment levels could be attributed in part to low attendance rates at the schooling level. For Pasifika females who, on the whole, have had quite high attendance rates at school the number of credits achieved in a year seemed to be the biggest predictor of attainment. Pasifika females achieve at school but they may take longer to reach the required credit levels for NCEA and UE attainment.

In its examination of sector initiatives designed to assist young Maori and Pasifika women make the transition from schooling to tertiary education or employment the report findings showed that there was a considerable variety of government programmes in 2008/2009. While these findings were encouraging further evaluation of the success of these programmes was hampered by changing government priorities after the 2008 election.

In considering the overall results of the report, the Council concluded that while there were a considerable number of initiatives in place, few were targeted specifically towards Maori and Pasifika young women. Current research shows that there has been little, if any change since research for this report was conducted. Educational attainment at the secondary and tertiary level remains low for Maori and Pasifika women, and participation in employment is, for the most part, in lower paid occupations.

It is the intention of the Council to use the information contained within this report to further inform its work programme in 2010 and 2011. Areas of focus are currently being considered by the Council and the status of the programmes discussed in the report are being ascertained as part of this process.

Successful transitions from secondary schooling to tertiary study or employment for Maori and Pasifika women is an integral part of the future success of New Zealand. It is hoped that this report and the work that follows on from this 'snapshot in time' contributes to the achievement of this aim.

INTRODUCTION

Achieving at school and gaining secondary qualifications gives students a strong foundation for life-long learning. It improves job opportunities and gives people more flexibility to change jobs and increases students' access to tertiary education, leading to better social and economic outcomes. Likewise, the economic benefits of tertiary education and attaining a degree or higher are significant – the chances of finding a good quality job are higher and there are also social and cultural benefits. With senior secondary school qualifications and tertiary education having such an important impact on students' future, barriers to learning for all students need to be addressed.¹

Professor Mason Durie's visions for Māori education are applicable to all students:

To actively participate as citizens of the world – higher education should open doors to technology, to the economy, to the arts and sciences, to understanding others, and to making a contribution to the greater good.

To enjoy good health and a high standard of living – educational achievement correlates directly with employment, income levels, standards of health and quality of life.²

Aim of Project

The National Advisory Council on the Employment of Women (the Council) is an advisory body to the Minister of Labour. One of the Council's key priority areas is Māori and Pasifika women's employment, and transitions through life. A key focus of this work is economic sustainability and improving young women's participation in employment and their earnings. The Council decided to focus its attention on young Māori and Pasifika women's transitions from secondary education to tertiary education or employment to assist these key goals.

The Council identified the need for a clearer body of knowledge on young Māori and Pasifika women's transitions in this area. A stock-take of current initiatives and statistics has been identified as an important first step to ensure the Council has a strong evidence-base prior to further work, if any, being determined.

¹ Harkess, C, Murray, S, Parkin, M and Dalgety, J (Dec, 2005), 'Pasifika Achievement: Engagement and Choice' Education Counts, Ministry of Education, Wellington.

² Te Komiti Kawanataka, *Te Kura Matatini ki Otago Maori Strategic Framework, 2007 – 2011*, Otago Polytechnic, 2006, p. 2.

Role of the Council

The Council's role is to:

- advise the Minister of Labour on matters referred by him/her concerning the employment of women;
- express views and make recommendations as appropriate to the Minister of Labour on matters relating to the employment of women;
- make representations or submissions as appropriate to public bodies such as Commissions of Inquiry subject to the approval of the Minister; and
- promote the dissemination of information on the employment of women in New Zealand and overseas.

Project Overview:

The Council requested a report of two parts. Firstly, the report has gathered relevant quantitative data on young Māori and Pasifika³ women aged between 16 and 24 years transitioning from secondary education to tertiary education or employment. Data such as school leaving age, types of tertiary education entered, success/completion rates, and types of occupation entered have been included. Data has been compared with Māori and Pasifika men of the same age group, and non-Māori and Pasifika women of the same age group. Asian and other ethnic groups were excluded from this data analysis.

Secondly, the report looked at current initiatives in place to assist young Māori and Pasifika women aged between 16 and 24 years make successful transitions from secondary education to tertiary education or employment. Qualitative and quantitative data from these initiatives has been gathered where applicable to determine the effectiveness of these initiatives, and identify possible areas for improvement.

Further data on and initiatives for Māori and Pasifika women aged 14 to 16 years has been gathered where evidence suggested earlier influences may have facilitated future transition success.

Outcomes

The report aimed to gather information from a range of sources to ensure a holistic view of the current situation.

The report provides analysis and an information base for the Council to use to:

1. advise the Minister of Labour on the current situation for young Māori and Pasifika women transitioning from secondary education to tertiary education or employment, and the factors which contribute to successful transitions and maximised opportunities for this group; and

³ Much of the data in this report is drawn from the Ministry of Education who use the term Pasifika – hence this report uses the same terminology for purposes of consistency.

2. assist the Council to clarify where there are gaps, priorities and barriers, and determine the best way the Council can add value to the current situation.

This may include:

- undertaking or recommending further research;
- supporting the activity of another organisation in this area;
- further advice to the Minister of Labour.

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QUANTITATIVE DATA FINDINGS

Information to Note for Data Analysis

An aim of the project is to identify trends in the transitions of young (16 – 24 years) Māori and Pasifika women compared to young Māori and Pasifika men, and young Pakeha women. Asian and other ethnic groups were excluded from this data analysis.

Some graphs show proportional representations of the different population groups. We compared figures from various data sources, including the Ministry of Education's Education Counts data (2006), and Tertiary Education Commission data with the 2006 Population Census data. This allowed us to create a proportionally clear picture of young Māori and Pasifika women that was not affected by their smaller sized population compared to Pakeha.

It is important to note, however, that Census data allows people to classify themselves in more than one ethnic group, so there may not always be a clear match between the Ministry of Education's ethnicity data and the Population Census ethnicity data. Also 430,000 people identified themselves as 'New Zealanders' in the last census. This is not a traditional ethnicity category. Subsequent research from Statistics New Zealand showed that most people who identified as 'New Zealander' were middle aged Pakeha men. For that reason, the 'New Zealanders' have been grouped with the European/Pakeha ethnicity. Both of these factors impact on the accuracy of findings in this report, but the data presented here is strong enough to be an indicative guide to understanding the transitions of young Maori and Pasifika women from education to work.

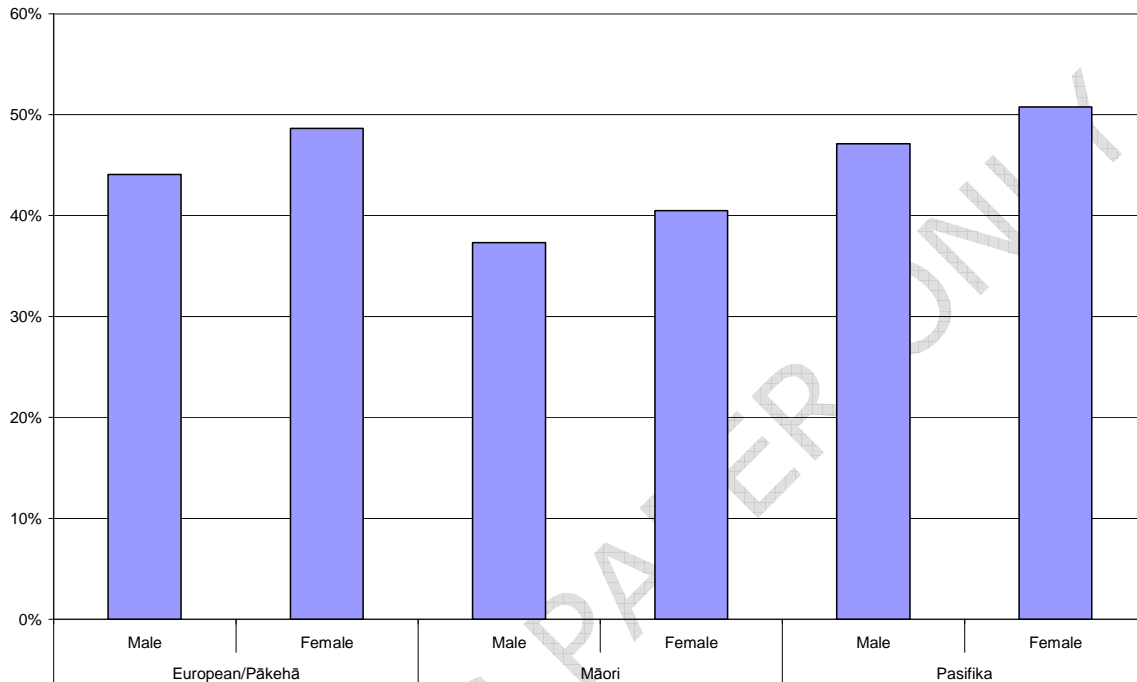
Number of Senior School-Aged Students by Gender and Ethnicity⁴

According to the Population Census there were 62,000 Pakeha females aged 16-18 in 2006, this compares with 63,500 Pakeha males, 18,000 Māori females, 17,500 Māori males, 8,000 Pasifika females, and 8,500 Pasifika males.

⁴ See Appendix 3 for an overview of the New Zealand Education System.

Secondary Education: Attendance rates

Figure 1: Rate of school attendance for 16-18 year olds by ethnicity and gender

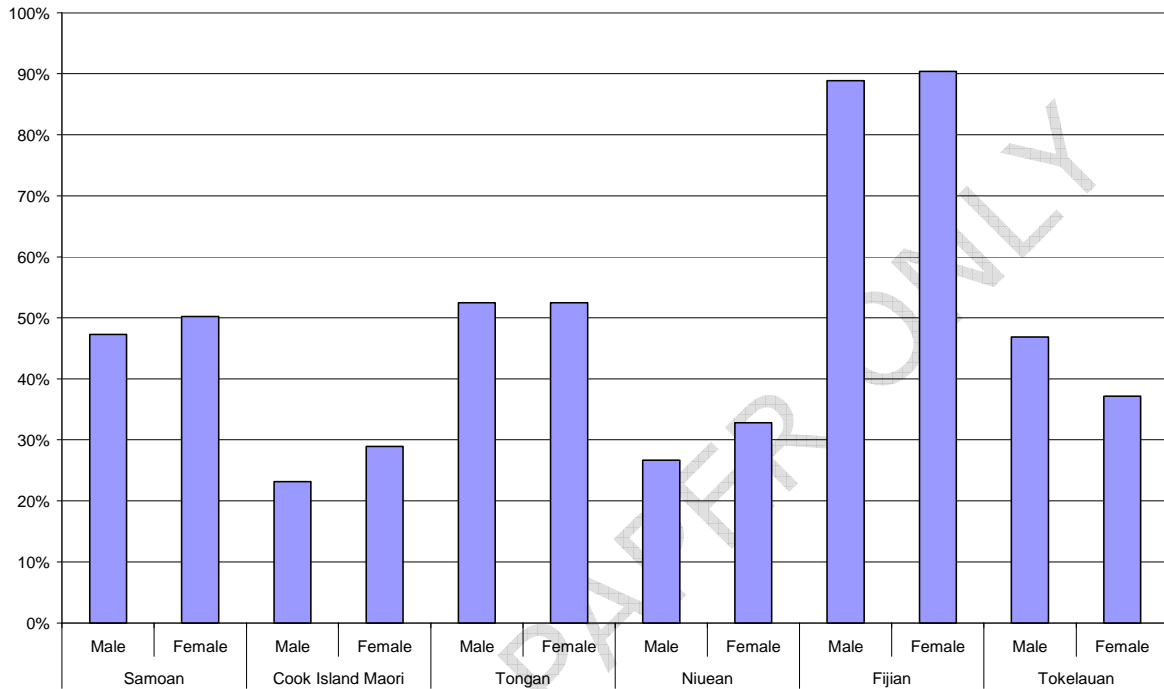


Source: Education Counts 2006, Ministry of Education (July 2006), Census 2006, Statistics NZ

This data shows the rate of school attendance for 16-18 year old females and males of Māori, Pasifika and Pakehā ethnicity. By using 2006 Population Census data with Ministry of Education attendance data, we can calculate the proportion of 16-18 year old females (and males) attending school relative to the total population of their ethnic group in New Zealand.

For example, this graph shows that of all 16-18 year old Māori females in New Zealand in 2006, 40% of them were attending school in 2006. Pasifika females had the highest attendance rates of all groups at 51% followed by Pakeha females at 49%. The proportion of Māori males attending school was the lowest of all groups at 37%. Overall, Pasifika people aged 16 – 18 years in 2006 were most likely to be attending school, and Māori were least likely to be attending school.

Figure 2: Rate of school attendance for 16-18 year old Pasifika students by gender and Pasifika nation



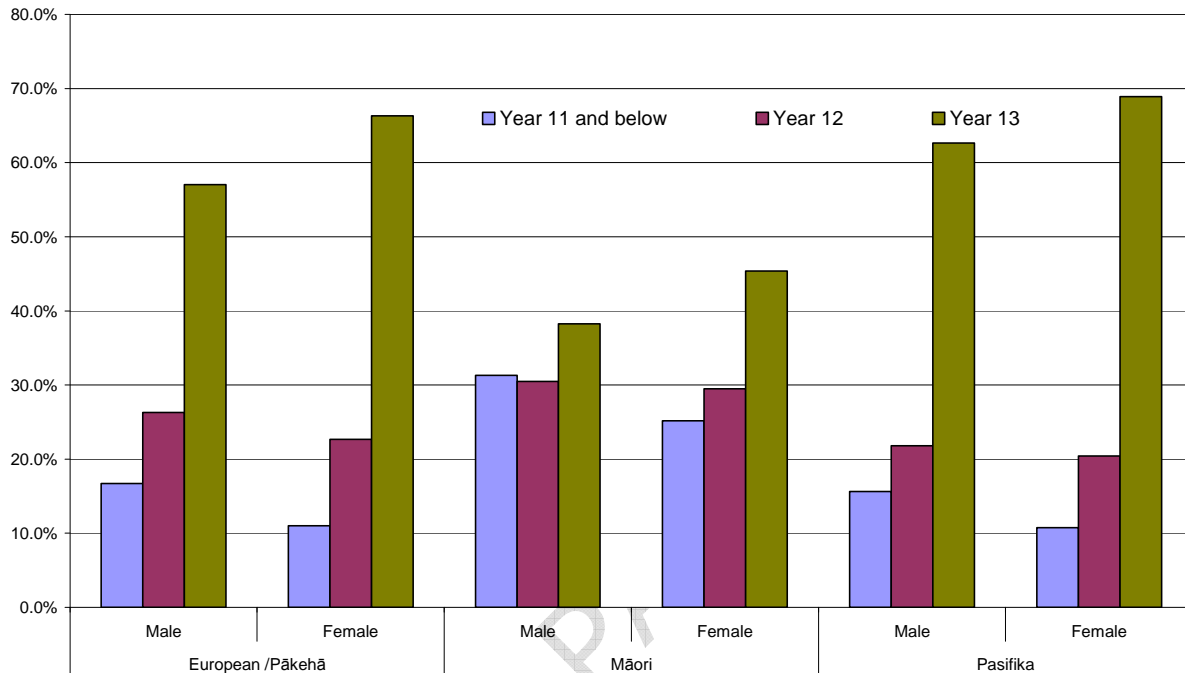
Source: Education Counts 2006, Ministry of Education (July 2006), Census 2006, Statistics NZ

Similarly to figure 1 above, this data shows the proportional rate of school attendance for 16-18 year old females and males of different Pasifika nations using 2006 Population Census data with Ministry of Education attendance data.

In 2006, Fijian females aged 16 – 18 years had the highest rates of school attendance at 90% followed closely by Fijian males at 89%. Tongan and Samoan students had similar attendance rates ranging from 53% for Tongan males to 47% for Samoan males. Tokelauan female attendance rates were lower than Tokelauan male attendance rates at 37% and 47% respectively. Cook Island and Niuean attendance rates were the lowest of all Pasifika groups with Cook Island males' attendance rates at 23% and Niuean females at 33%.

Secondary Education: Success/completion rates

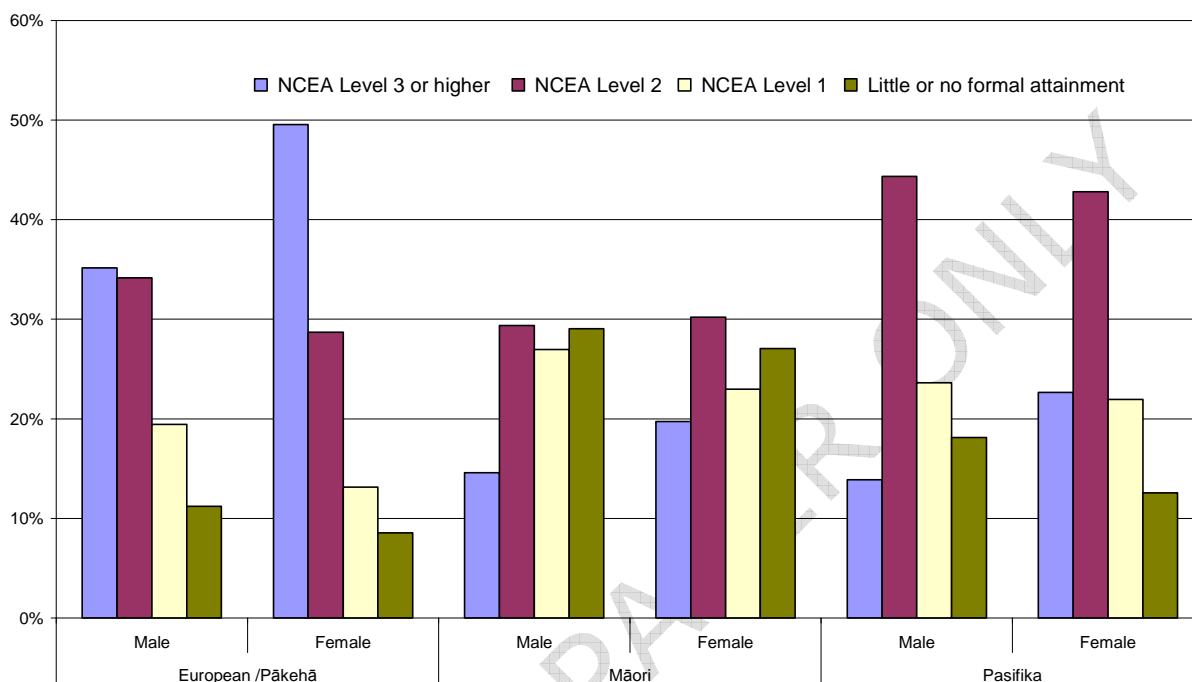
Figure 3: Proportion of secondary school departures by year, ethnicity and gender



Source: Education Counts 2005 Ministry of Education (July 2005). Excludes international and adult students. Data includes any student that left at any time in the year following enrolment including students that completed the year.

This graph shows that of all of Māori female students leaving school during 2005, 25% left in Year 11 or below, 30% left in Year 12 and 45% left in Year 13. Of all Pasifika female students leaving school in 2005, 11% left in Year 11 or below, 20% left in Year 12 and 69% left in Year 13. All groups followed a similar pattern with the lowest proportion of students leaving school in Year 11 or below and the highest proportion leaving in Year 13. Māori male students were the exception where the proportion leaving school in Year 11 or below was higher than the proportion leaving school during Year 12 (31% and 30% respectively).

Figure 4: Proportion of students leaving secondary schools in 2006 by highest attainment level and ethnicity



Source: Education Counts 2006, Ministry of Education (July 2006)

This graph shows the proportion of students leaving secondary schools in 2006 by highest attainment level and ethnic identity. The difference between the three ethnic groups is marked and ethnicity seems to be a more likely predictor of attainment level than gender.

Of all Pasifika students leaving secondary school in 2006, a higher proportion left with NCEA Level 2 (44% of males and 43% of females) compared to all other attainment levels. A much lower proportion left with NCEA Level 3, 23% for Pasifika females and 14% for Pasifika males.

Of all Māori male students leaving secondary school in 2006, an equal number left with NCEA Level 2 as those who left with little or no formal attainment at 29% each. Female Māori students were slightly more likely to attain NCEA Level 2 (30%) than Māori male students (29%). Māori male students were slightly more likely to leave with NCEA Level 3 (15%) than Pasifika male students (14%); however, Pasifika female students were more likely to leave with NCEA Level 3 (23%) than Māori female students (20%).

Pakeha female students had the highest attainment level of all groups with 50% in this cohort leaving school with NCEA Level 3 in 2006. This is significantly higher than Pasifika and Māori female students.

Pakeha male students had similar achievement rates at NCEA Level 2 (34%) and NCEA Level 3 (35%).

The graph highlights that Pakeha male and female students are achieving at much greater rates for NCEA Level 3 compared to Māori and Pasifika students. Pasifika students on average have difficulty attaining NCEA at any level in the usual year to obtain that level.

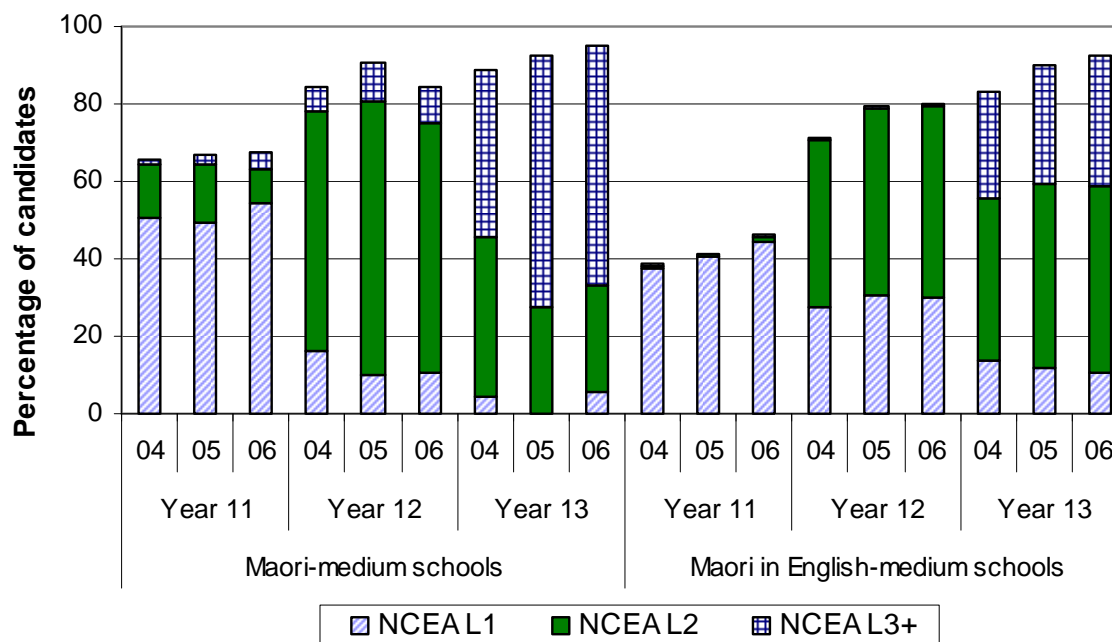
Senior Secondary Students' Achievement at Māori-Medium Schools 2004 - 2006

Māori-medium education began in the 1980s to address the need to revive the Māori language. Māori-medium education is immersion education where Māori is used for teaching most of the time.⁵ The achievement patterns of candidates involved in Māori-medium education, and whether they differ from the general population, are of interest to many groups including educational institutions and policy makers.⁶

⁵ Maori-medium schools include Maori immersion schools and bilingual schools.

⁶ Only a small number of Years 11 – 13 students are involved in Maori-medium education (460 -540 Year 11 students, 280 340 Year 12 students and 150 - 250 Year 13 students in the last three years). Schools classified as Maori immersion or bilingual schools also vary from year to year, hence caution should be applied in the appraisal of these statistics.

Figure 5: Highest NCEA qualifications⁷ gained by Years 11 - 13 candidates at Māori-medium schools and by Māori at English-medium schools, 2004 - 2006



Source: Education Counts 2006, Ministry of Education (2007)

Years 11 – 13 candidates at Māori-medium schools were more likely to gain a typical level or higher NCEA qualification than their Māori peers at English-medium schools. Māori candidates at Māori-medium schools were more likely to meet both the literacy and numeracy requirements for NCEA Level 1 by the end of Year 11 than their Māori counterparts at English-medium schools.

The graph shows that from 2004 to 2006 approximately 50% of candidates at Maori-medium schools achieved NCEA level 1 by Year 11 compared with an average of just over 40% for Māori candidates at English-medium schools. In Year 12 approximately 75% of candidates from Māori-medium and English-medium schools achieved NCEA levels 1 and 2 over the same 3 year period. Candidates at Māori-medium schools were also more likely to meet the University Entrance requirements by the end of Year 13 (between 2004-2006) with approximately 50% of these candidates achieving

⁷ The highest qualifications reported here are those gained cumulatively by the end of a particular year level. See the Statistics and Data Issues section for more information.

NCEA level 3. This compares with approximately 27% of Māori candidates achieving NCEA level 3 at English-medium schools.⁸

Despite the attested effectiveness of Māori-medium education, a review of bilingual/immersion education highlights consistent concerns about bilingual/immersion programmes here.⁹ These concerns include the ongoing under-resourcing of Māori-medium education; the lack of sufficient specialist teacher training; the lack of a coordinated national policy on bilingual/immersion education (including the continued absence of a Pasifika bilingual education plan); and public misunderstandings about bilingual/immersion education.

Tertiary Education: Industry training enrolments

Table 1: The number of enrolments in Industry Training Organisations (ITOs) in 2006 by ethnicity and gender.

All ITOs	European/Pakeha	NZ Māori	Pasifika Peoples
Male	58,391	15,345	4,940
Female	19,813	6,698	2,825
Total	78,204	22,043	7,765

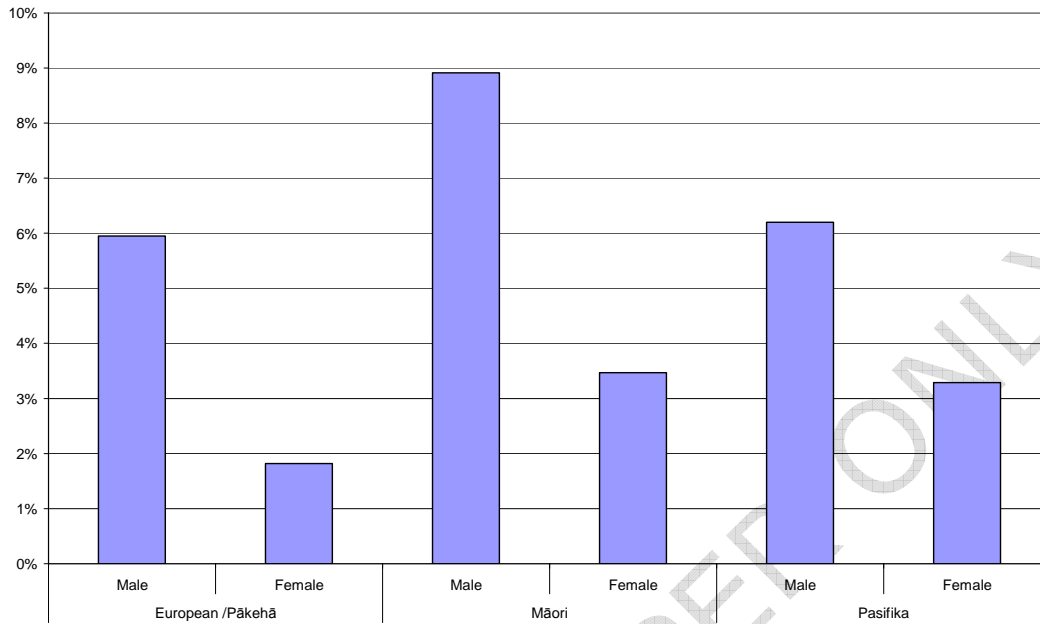
Source: Tertiary Education Commission 2006

Enrolments at ITOs are not restricted by age, but mainly comprise of people over the age of 16. To understand the proportional representation of the various ethnic and gender groups enrolled in ITOs, total enrolments have been related to the total Māori, Pasifika and Pakeha populations over 16 years and are shown in figure 6.

⁸ The percentages quoted in this paragraph are estimates only. They are based upon a visual interpretation of the graph due to the data from which the graph was taken being unavailable at this time (DoL 2010).

⁹ May, S, Hill, R & Tiakiwai, S (2004) 'Bilingual/Immersion Education: Indicators of Good Practice', Education Counts, Ministry of Education, Wellington.

Figure 6: Proportion of people enrolled in ITOs by gender and ethnicity in 2006

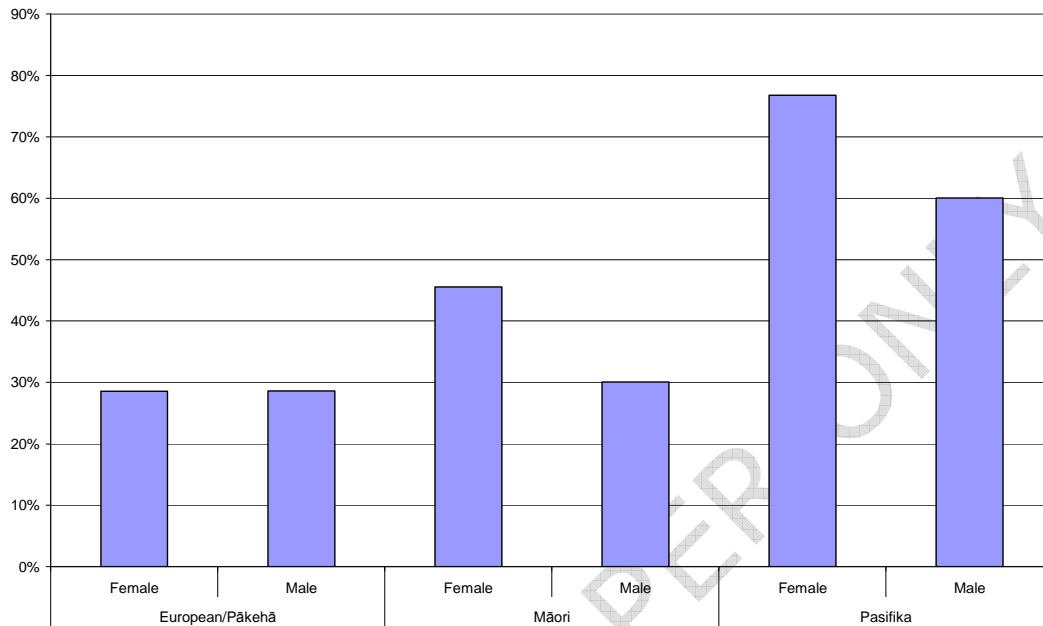


Source: Tertiary Education Commission ITO Statistics by Ethnicity (2006)

The graph shows that most ITO participants are male with Māori males aged over 16 having the highest proportional participation rate at 9%. Pasifika and Pakeha males had similar participation rates at around 6% as did Māori and Pasifika women at around 3%. Pakeha women had the lowest proportional participation rates at just below 2%.

Tertiary Education: Enrolments

Figure 7: Growth in tertiary enrolments between 1999-2007



Source: Ministry of Education (2007).

The number of students enrolled in accredited tertiary institutions from 1999 to 2007 has grown for all groups. Pasifika female enrolments have increased at a higher rate than all other cohorts at 77% followed by Pasifika male enrolments at 60%. Māori female enrolment rates have also grown by 46%. This may be due to an increase in older women enrolling in tertiary institutions as Earle notes this accounts for increases in Māori women (and men) entering bachelor degrees.¹⁰

Table 2: Tertiary pass rates by age, ethnicity, gender and level of study

Females

Ethnic Group	Age Group	Level of Study		
		Certificate	Diploma	Bachelors
Pasifika	18-24	51%	60%	66%
Māori	18-24	50%	57%	76%
Pakeha	18-24	61%	77%	88%

Source: Education Counts 2006, Ministry of Education

¹⁰ Earle, D., *Supporting Maori achievement in bachelors degrees*, Ministry of Education, 2007

Males

Ethnic Group	Age Group	Level of Study		
		Certificate	Diploma	Bachelors
Pasifika	18-24	45%	54%	65%
Māori	18-24	47%	56%	72%
Pakeha	18-24	58%	69%	82%

Source: Education Counts 2006, Ministry of Education

The data in these tables shows the percentage of the total number of enrolments that were passed between 2002 and 2006. Overall, female tertiary pass rates were higher at all levels compared to their male counterparts. Pass rates also increased as the level of study increased for all groups. Pasifika women had slightly higher pass rates than Māori women at Certificate and Diploma level but Māori women were more successful at Bachelors level with pass rates at 76% compared to 66% for Pasifika women. Māori men's tertiary pass rates for all levels of study were greater than Pasifika men's.

Bachelor Degrees: Success/completion rates for Māori

In 2007, the Ministry of Education and Te Tapuae o Rehua completed a report, *Supporting Māori achievement in bachelors degrees*¹¹, which identified several key factors to Māori students graduating successfully.

These included:

- Students that enter university with University Entrance or better were more likely to succeed than those that have lower qualifications on entry,
- Students that passed 75% or more of their subjects in first year were much more likely to continue at university and complete their study
- Students that studied full-time had higher success rates than those that studied part-time
- For students aged under 20, those that took more specialised courses or subjects were more likely to succeed than those that took a more broad range of subjects.
- Students that were clearer about their study goals and career direction were more likely to succeed.¹²

The report also provided a gender analysis which found that Māori women are as likely to hold a degree as Māori men. This contradicts the general population where

¹¹ Note that an update to this paper was released in 2008 entitled *Maori achievement in bachelors degrees revisited*.

¹² Earle, D., *Supporting Maori achievement in bachelors degrees*, Ministry of Education, 2007

men are more likely to hold a degree than women; although, this gap is narrowing as women now enter bachelor degrees at higher rates than men.¹³

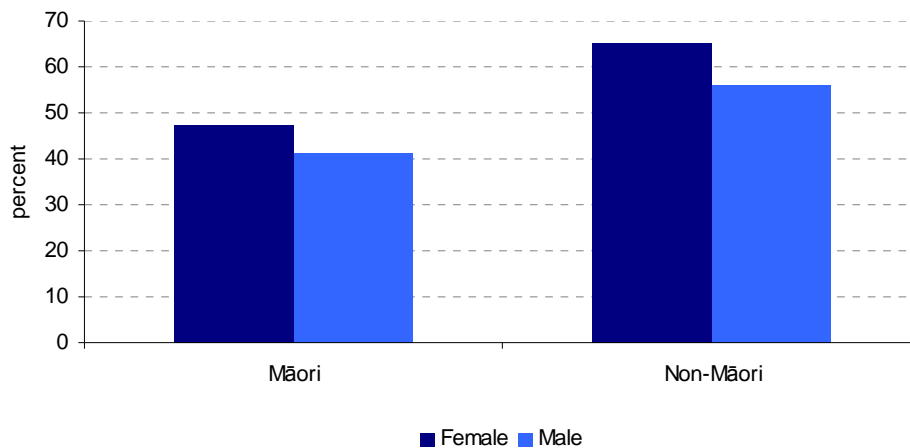
Earle also looked at first-year success rates (students who passed all their first-year courses) for students, aged under 20, who went either directly from school, or took one year’s leave before entering. The results are tabled below. Although Māori women are doing better than their male counterparts, their success rate is still less than both non-Māori women and men.

Table 3: First-year Success rates for Māori and non-Māori students aged under 20 entering university either directly from school or after one year’s leave¹⁴

		Māori	Non-Māori
Passed all first-year courses	Female	49%	62%
	Male	42%	52%
Failed more than half of their courses	Female	17%	7%
	Male	22%	13%

Note: This covers the period 2001 to 2005

Figure 8: Five-year completion rates for bachelors students aged under 20 by gender¹⁵



Note: For students starting study in 2001.

Earle’s graph shows completion rates for Māori and non-Māori male and female students, aged under 20 who started a degree in 2001 and completed a bachelors qualification by 2005. Forty-seven percent of Māori female students completed their

¹³ Ibid. p. 13

¹⁴ Ibid. p. 18.

¹⁵ Graph taken directly from Earle (2007) report, p. 19.

qualification compared to 41% of Māori male students. This was much lower than non-Māori females (65%) and non-Māori males (56%).

Modern Apprenticeship Scheme

The Modern Apprenticeship scheme primarily caters for 16 to 21 year olds who are ready to work towards a National Certificate at Levels 3 and or Level 4. There is flexibility for people over 21 years as well. Table 4 shows the number of enrolments by gender and ethnicity. The types of apprenticeships are disaggregated further in Appendix 2.

Table 4: Modern Apprenticeship Participants by Ethnicity and Gender

	Male	Female	Total
European/Pakeha	8,632	916	9,548
Māori	1,548	315	1,863
Pasifika Peoples	330	51	381
Other	367	45	412
Not Stated	197	55	252
Total	11,074	1,382	12,456

Source: Tertiary Education Commission. Figures as at 30 September 2008

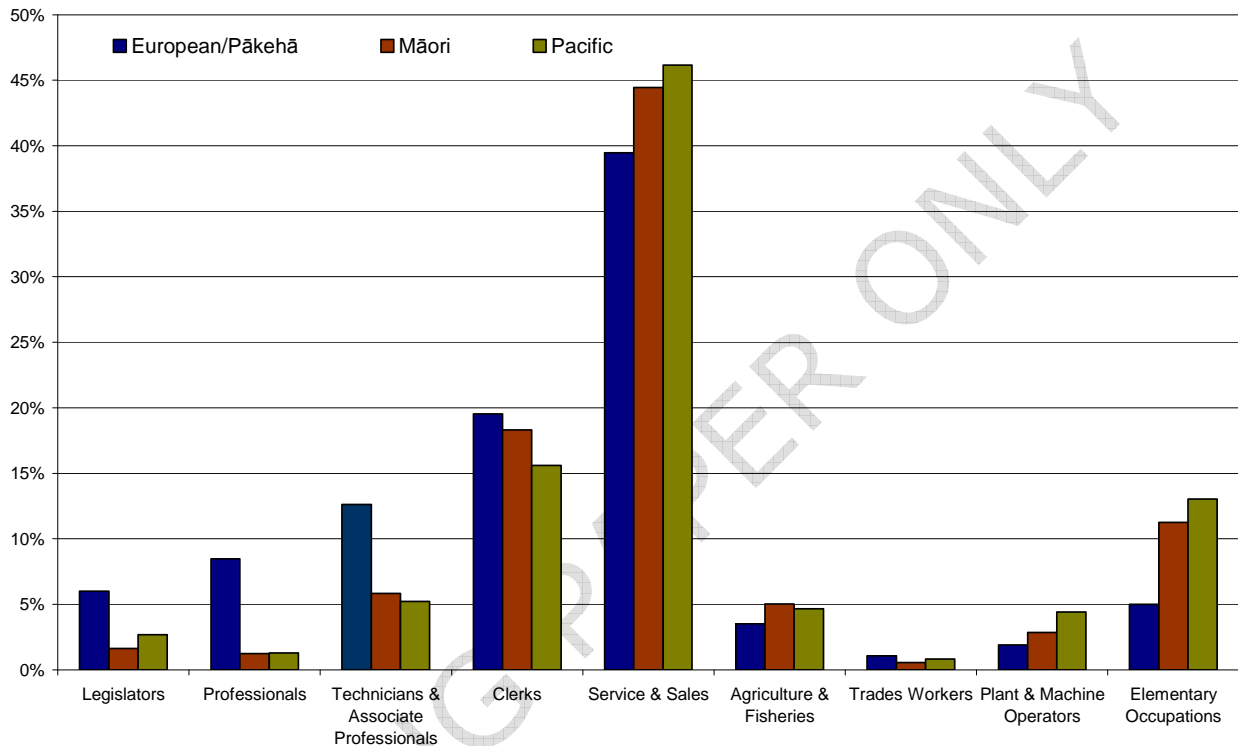
At December 2006, male enrolments in the Modern Apprenticeship scheme outnumbered female enrolments more than 10-fold. Of all Pasifika apprentices in 2006, 19% were female, and of all Māori apprentices, 12% were female. These figures were higher than Pakeha females who made up 7% of all Pakeha participants. Gender segregation is evident in all industries which participate in the Scheme. The public sector and tourism industries were the two industries which had a higher number of female participants than male. Key findings of note include:

- Māori females were more likely than Pasifika and Pakeha females to participate in the forest industries.
- Males were more likely to enter apprenticeships in the hospitality industry than females although Pasifika females had higher apprenticeship rates than Pasifika males.
- The retail sector also had more male participants than females. This was the most evenly matched industry by gender participation.

Workforce Findings

Workforce by occupation type

Figure 9: Proportion of 16-24 year old women working by occupations and ethnicity



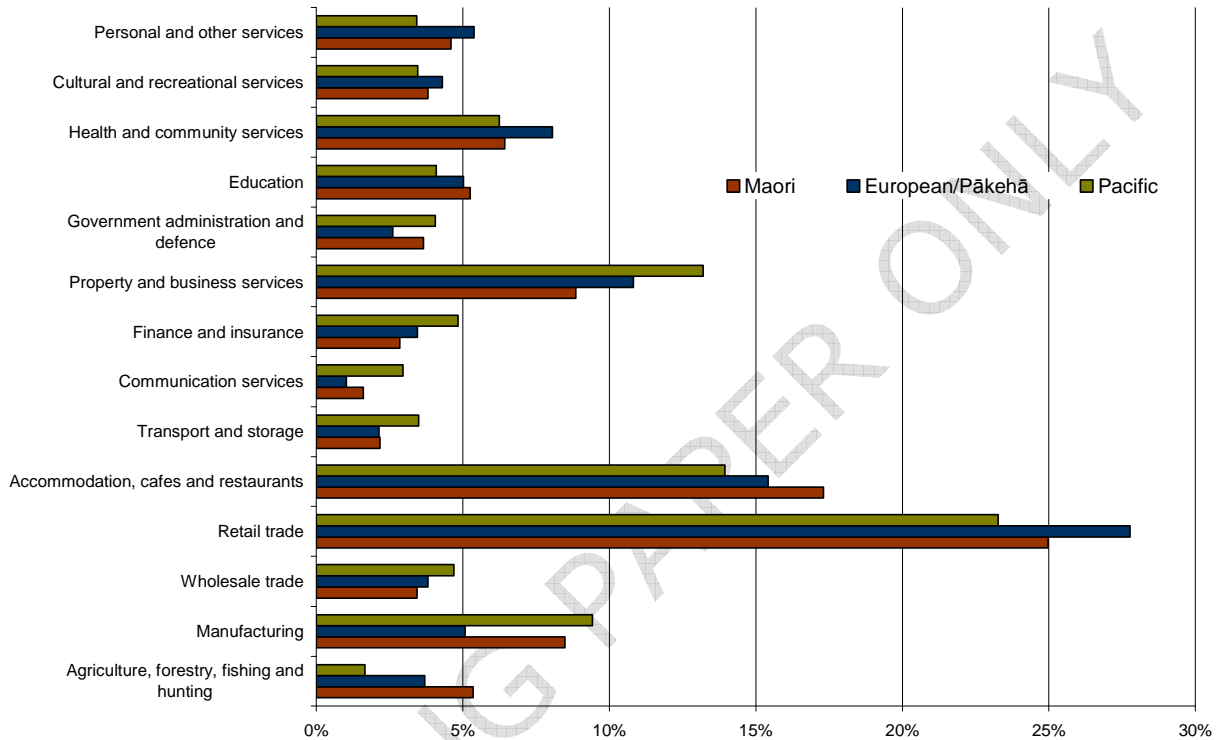
Source: Statistics New Zealand Population Census 2006

This graph shows the *proportion of employment* of Pakeha, Māori and Pasifika women aged 16-24 in different occupations. Of the 16-24 year old Pasifika females with occupations in 2006, 46% of them worked in service and sales, a higher proportion than for Māori women and Pakeha women. Pasifika women in this cohort were also more likely to work in elementary occupations (13%) and as plant and machine operators (4%) than Māori and Pakeha women.

Of the 16 – 24 year old Pakeha women with occupations in 2006, a much higher proportion worked as legislators, professionals, technicians and associate professionals, and clerks than Māori or Pasifika women (47% cf. 27% and 25% respectively).

Workforce by Industry Type

Figure 10: Proportion of 16-24 year old women working by industry and ethnicity

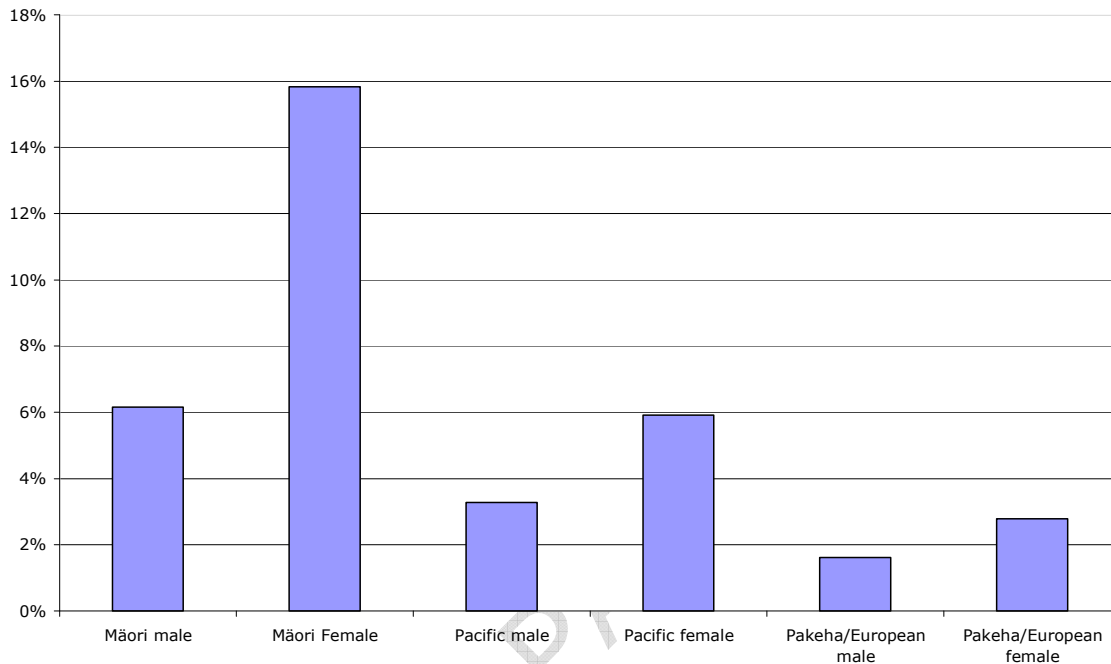


Source: Statistics New Zealand Population Census 2006

This data shows the proportion of Pakeha, Māori and Pasifika women aged 16-24 in different industries. This graph shows that of the 16-24 year old Pasifika females' occupations in 2006, 23% of them worked in retail trade – a lower proportion than for Māori women and Pakeha women.

Beneficiaries

Figure 11: Proportion of main beneficiaries aged 16 – 24 years by gender and ethnicity for the month ending March 2006



Source: Centre for Social Research and Evaluation - Ministry of Social Development. Census data 2006 – Statistics NZ

NB. This graph exemplifies the number of beneficiaries in force for one month ending March 2006 by broad ethnic group, age and gender. Data has been collected since 2004 so this is just a snapshot of what the figures were for this month.

The graph shows a much higher proportion of young Māori women (16%) are likely to be main beneficiaries compared to Pasifika and Pakeha women (6% and 3% respectively). Māori males (6%) and Pasifika males (3%) are also likely to be main beneficiaries compared to Pakeha/European males (2%). Of the three ethnic groups, young Māori are more likely to be beneficiaries and young Pakeha are least likely to be beneficiaries.

GOVERNMENT STRATEGIES

A range of government strategies currently in place either directly focus on Māori and Pasifika students and young people, or are broader in their focus but are likely to impact on Māori and Pasifika students' educational and employment success. Many of the strategies identified are in the early stages of their tenure and, as such, assessing their success in impacting on the outcomes for Māori and Pasifika youth is difficult. All the strategies mentioned below have actions which, if successful, could see increased success rates for these two groups.

Appendix 3 provides a list of other government strategies which are relevant to Māori and Pasifika women's education and employment transitions, and includes the strategies mentioned below in more detail.

Tertiary Education Strategy 2007-12

The Tertiary Education Strategy 2007-12 also has specific outputs aimed at increasing Māori and Pasifika students' success in the tertiary sector. The strategy focuses on Māori students being able to express themselves through their cultural identity and tertiary education organisations (TEOs) have responsibilities to ensure they are creating an environment of inclusiveness for all students. The Strategy has very clear and specific targets about its expectations of TEOs and their need to cater for Māori and Pasifika people. Addressing the disparities that exist for Māori and Pasifika people is a specific requirement of the Strategy, and the Tertiary Education Commission is also requesting evidence in TEOs plans to show they are taking steps to ensure the education they offer supports Māori and Pasifika students to achieve their aspirations.

Youth Transitions Strategy

The Strategy aimed to target youth unemployment and inconsistencies between youth transition policies and initiatives. In 2003, the government increased funding for youth transitions with the aim of having all 15 – 19 year olds in meaningful education, training or employment by 2007. Five national initiatives were outputs of this Strategy and aimed, in part, to raise the profile of transitions between school and tertiary education or employment. They included the Secondary Tertiary Alignment Resource (STAR), the Gateway programme, the Youth Training and Training Opportunities programmes, and the Modern Apprenticeships Scheme all of which are still functioning today.¹⁶ The Youth Transition Service also supports the Youth Transition Strategy (see page 26).

¹⁶ Boyd S., McDowall S. & Ferral H, *Innovative Pathways from School: Taking the first step: Final Report*, New Zealand Council for Educational Research, 2006.

New Zealand Skills Strategy

The recently developed New Zealand Skills Strategy is also critical in achieving success for Māori and Pasifika people who are already working. The Strategy is a cross-governmental project which includes partnerships with NZCTU, BusinessNZ, and the Industry Training Federation. The 2008 Action Plan highlighted youth as a key priority area, and other groups are mentioned for future plans, including Māori and Pasifika. As part of the Plan, Career Services is developing areas of its website aimed specifically at Māori and Pasifika youth. Work is currently underway to develop this under the Better Tertiary and Trade Training Decision Making initiative.

Of further interest, Te Puni Kokiri is developing a Māori Skills Action Plan in collaboration with Māori stakeholders which will sit within the framework of the Strategy. There are no specific plans for a Pasifika skills action plan¹⁷. Furthermore, the Tertiary Education Commission is undertaking an investigation to ensure there are no systemic barriers to young people in the tertiary system, especially in Industry Training¹⁸.

Ka Hikitia – Managing for Success: Māori Education Strategy (Ministry of Education)

Ka Hikitia focuses on personalised learning with the overarching outcome being “Māori students enjoying education success as Māori.” It focuses on professional development and attitudinal change within the profession towards Māori students’ and their educational attainment. Professional learning and the capability of educators is seen as critical to educational success for Māori, through responsible and accountable professional leadership, organisational success, and Te Reo Māori. The role and engagement of the wider community and government agencies are also critical factors.

Ka Hikitia primarily focuses on education from early childhood to the early years in secondary school setting the stage for Māori to achieve at a post-compulsory education level.

Ka Hikitia is currently in its first full year of implementation. Nga Haeata Matauranga: the Annual Report on Māori Education monitors the Ministry’s progress implementing the strategy. A full evaluation Ka Hikitia is expected to be conducted in 2013 at the conclusion of the five year strategy.

Pasifika Education Plan 2008-12

The Pasifika Education Plan focuses on raising Pasifika student achievement across the four sectors of Early Childhood Education, Compulsory Education, Tertiary

¹⁷ This may be an area the Council wants to highlight to the Minister.

¹⁸ The Council may consider urging the Tertiary Education Commission to ensure a gender and ethnic analysis is part of their investigation.

Education and Education Sector wide. It has goals and targets that focus on raising Pasifika presence within the education system, engaging Pasifika learners through quality teaching and learning with the outcome of having Pasifika students achieving at the same rate as other students. Transitions is one of four key themes that run across all strands. The responsibility for achieving the goals and targets have been shared across the; The Ministry of Education, Ministry of Pacific Island Affairs, Career Services, Education Review Office, New Zealand Qualifications Authority, New Zealand Teachers Council and Tertiary Education Commission. The Plan is reported on annually.

Pasifika Women's Economic Development Plan

The Pasifika Women's Economic Development Plan also has specific goals aimed at Māori and Pasifika women. These include identifying opportunities to increase the successful transition of Pasifika women from secondary education to tertiary education or employment, and developing a Pasifika strategy in South Auckland focussing on increasing the uptake of the Modern Apprenticeship Scheme, targeting young Pasifika women.

SECONDARY SECTOR INITIATIVES

Introduction

There are a wide range of initiatives aimed at young people transitioning from secondary education to tertiary education or employment, yet initiatives targeting young Māori and Pasifika women are limited. Not all existing initiatives could be captured in this report, and more prominent initiatives, where information was accessible, are the focus of this section.

Evaluations of current initiatives have also been limited. This is confirmed by a report the Education Review Office recently published which evaluated 125 primary and 30 secondary schools on their provisions for students at risk of not achieving. It found that nearly half the schools in the evaluation needed to improve their monitoring and evaluation processes. Nearly half the schools reviewed had not, at that stage, evaluated the initiatives or their effectiveness in improving student outcomes. Reporting was also quite variable between schools¹⁹.

Two main forms of initiative are identifiable; those which target students and young people directly, and those which focus on the professional development of educators.

Te Kotahitanga Professional Development Programme

Of particular interest for educational professional development is Te Kotahitanga, which aims to raise the level of educational attainment for Māori in mainstream secondary schools. The project is aimed at Year 9 and 10 students and was developed through the School of Education at the University of Waikato in 2001. It is currently available in 33 secondary schools in New Zealand.

¹⁹ *Schools' Provision for Students At Risk of Not Achieving*, Education Review Office, 2008.

Te Kotahitanga uses an Effective Teaching Profile (ETP) to examine what the pedagogy, termed a Culturally Responsive Pedagogy of Relations, might look like in practice. As explained by Bishop:

Fundamental to the ETP is teachers understanding the need to explicitly reject deficit theorising as a means of explaining Māori students' educational achievement levels, and their taking an agentic position in their theorising about their practice. That is, practitioners expressing their professional commitment and responsibility to bringing about change in Māori students' educational achievement by accepting professional responsibility for the learning of their students.²⁰

Te Kotahitanga has proved an effective teaching method for Māori students with significantly higher levels of attainment seen in both literacy and numeracy for those students taught in classrooms where teachers use this method. Results from literacy tests also found that Māori students, identified in the long tail of lower academic achievers, had the most significant gains between pre and post-test results.²¹ Further evidence from student interviews concluded that Māori students were able to thrive at school when they had good relationships with their teachers²².

The Ministry of Education has contracted Victoria University to undertake an evaluation of Te Kotahitanga. Qualitative data is being gathered from interviews with participants and from observations of the programme in action. Quantitative data is being gathered from schools and government agencies to establish the impact of Te Kotahitanga on longer-term outcomes such as student retention and achievement. The research will be completed in 2009 with a final report in February 2010.

On an individual case level, Rotorua Girls' High School has participated in the Te Kotahitanga programme for the past six years. Eleven years ago, 32% of their students were Māori and in 2007 this had increased to over 50%. Seven years ago one in three of their Māori students left school with no formal qualification but as Principal Annette Joyce states, "...last year, not one Māori girl left here with no formal qualification".²³ She notes that the programme has been effective in bringing people together and establishing better relationships between staff and Māori students through positive conversations.

Other methods were used to increase students' educational attainment at the school including: using data to gain a clear picture of student patterns and developing an

²⁰ Bishop, R., Berryman, M., Cavanagh. T & Teddy. L. Te Kotahitanga Phase 3: Establishing a Culturally Responsive Pedagogy of Relations in Mainstream Secondary School Classrooms, Ministry of Education, 2007. p 1.

²¹ Ibid. p. 183

²² Ibid. p 2.

²³ Ibid. p. 6.

action plan to respond to this; broadening the curriculum so students were given a much wider range of options, particularly in non-traditional areas; and ensuring the school worked more closely with industry.

Okaihau College, in the central Northland area has also been involved in Te Kotahitanga. Here, 65% of students are Māori. Since its efforts to engage with Year 9 and 10 students, the college has reduced early-leaving exemptions. Principal Alan Forgie explains that the programme, “[has] been a real catalyst for change in the school”²⁴ to the degree that the school plans to extend the programme into the senior school.

Other projects focussed on educators’ professional development are Te Kauhua/Māori in Mainstream. This model was piloted in 2001 – 2003 and as with Te Kotahitanga, challenges the deficit attribution theory as a way of teachers dealing with lower achievement levels of Māori students. It differs from Te Kotahitanga in that schools use a range of models and strategies which are unique, appropriate to the schools culture and needs, and inclusive of all involved.²⁵

Youth Transitions Services – Ministry of Social Development

Youth Transitions Services (YTS) are aimed at 15 to 19 year-old school leavers to support them transition from school into further education or sustainable employment. YTS has a particular focus on school leavers, and provide more intensive case management to those who are likely to experience prolonged periods of inactivity. YTS is provided through a central-local government partnership and delivered in territorial local authorities by local providers, who have a clear understanding of local needs and the local labour market.

Participation by young people is voluntary although services do include the provider following up with school leavers. The aim of the service is to assist young people as they transition from school to further education, training, work or other activities that contribute to their long-term independence and well-being. Currently, there are a number of services delivered through a variety of models nationwide. The aim is to have services covering all Territorial Local Authorities within the next two years. Around 60% of school leavers, in 40 Territorial Local Authorities currently have access to the services.

In June 2008, the Centre for Social Research and Evaluation (CSRE) published an evaluative report on the YTS process and outcomes covering the first 10 services available. The evaluation found that YTS has been an effective service and feedback from the range of stakeholder groups was positive. The report notes that of the 10,000 participants in the programme, 61% left with a positive outcome. This is

²⁴ *Staying at School - Assisting students to reach their full potential: Eight New Zealand Case Studies.* Ministry of Education, 2007, p. 37.

²⁵ Bradnam, L., Hynds, A., Higgins, J., & Tuuta, M. with Broughton R. *Evaluation of the Te Kauhua Māori Mainstream Pilot Project*, Ministry of Education, 2004.

defined as a “young person [who] maintains ongoing involvement in education, training or employment and no longer requires the support of YTS to remain engaged in that activity.”²⁶ The report notes that Māori and Pasifika youth comprised two-thirds of those that exited the programme and that cohort made up 50% of participants who left with positive outcomes.²⁷ However, positive outcomes were higher for other ethnic groups and the report notes that Māori and Pasifika youth may benefit from more intensive support to achieve similar or better outcomes.²⁸ Māori and Pasifika women achieved slightly higher positive outcomes (60% and 62% respectively) than Māori and Pasifika men (56% and 55% respectively).²⁹

Te Puni Kokiri, supported by a YTS provider, developed a specific strategy for Māori youth in a region to meet Māori youths’ specific needs.³⁰ This could potentially be developed in other regions.

BTATTDM (Better Tertiary and Trade Training Decision Making) – Career Services

This initiative aims to create a ‘one-stop shop’ for young people (and their influencers) that are making tertiary and trade training decisions. Career Services has focused on enhancing and further integrating their phone, web-based and face-to-face service delivery options.

Extensive user research was undertaken which has informed the project design. This included meeting with Career Services’ Māori and Pasifika Reference Groups and a Māori parents’ group. The groups commented on the importance of personal contact and a preference for face-to-face contact. Extended whanau and the community were also seen to play a key role in providing information to young people making career decisions, and findings also showed a greater need for approval from these wider networks who were influential in young people’s career decisions.

The Pasifika Reference Group also felt the Pasifika community had less knowledge of the range of career and study choices available and parents often focussed on traditional professions, such as law and medicine. Strengthening links with community leaders and church groups was seen as important. Language barriers were also mentioned and having resources and discussions in Māori and Pasifika languages was preferred.³¹

²⁶ Qiao, C. *Youth Transition Services Process and Outcomes Evaluation Final Report*, Ministry of Social Development, June 2008, p. 2.

²⁷ Ibid. p. 2.

²⁸ Ibid. p. 12.

²⁹ Ibid. p. 65.

³⁰ Ibid. p. 33

³¹ *Better Tertiary and Trade Training Decision Making Project: User Research Summary Report*, Career Services, March 2007, p. 12.

Given this feedback, Career Services has recently been focussing on providing better information for Māori and Pasifika young people and their networks, which includes a new targeted section on the website and better incorporation of information in resources. Work is currently in progress and web content is expected to be completed by May 2009.

CPaBL (Creating Pathways and Building Lives) – Ministry of Education

Creating Pathways and Building Lives is a whole-school approach to career education which has been implemented in 100 secondary schools for the 2007 and 2008 school years. It is focussed on improving the provision of career information, advice and guidance within schools with the aim of helping students achieve successful transitions from school to further training and employment.

The programme focuses on developing students' competencies in self-awareness, becoming aware of opportunities, decision-making and planning, and taking action. The Ministry of Education will evaluate the programme's implementation in 2009. CPaBL complements the Youth Transitions Strategy, Tertiary Education Strategy and the Employment Strategy.

Gateway programme - Tertiary Education Commission (TEC).

Established in 2001 as a pilot programme, Gateway offers Year 11 – 13 students opportunities to experience local workplaces first hand while still studying related courses at school. Students are assessed in the workplace for unit and achievement standards which contribute to the National Certificate of Educational Achievement (NCEA), as well as industry specific qualifications.

In 2003, the pilot programmes (run in decile 1 – 5 schools) were evaluated positively and led to the programme's wider role out. Māori and Pasifika students made up half the number of participants in the pilot projects with Māori females comprising 40% of Māori participation rates. Pasifika students had an equal gender participation rate.³²

The evaluation noted specific benefits for Māori and Pasifika students including exposure to workplaces, building networks in the local labour markets, increasing their career aspirations and knowledge of different career paths, and better retention at school. Schools noted this was particularly important for students who came from areas where unemployment was high and from families of intergenerational beneficiary dependency. A limited understanding of modern workplaces in the Pasifika community and assumptions about what comprised of a "good job" was also mentioned as a barrier for Pasifika students and Gateway had helped these students and their families gain a clearer understanding of other good quality work.³³

³² *Evaluation of the Gateway Pilot Project: Final Report*, Tertiary Education Commission, Wellington, 2003.

p. 19.

³³ *Ibid.* 56

Quantitative results also showed that Pasifika and Māori students achieved higher average credit achievements than all other ethnic groups (10 and 9.3 respectively)³⁴. The pilots also created high demand from students and families in the second year (2002) given its initial success.

Secondary Tertiary Alignment Resource (STAR) - Ministry of Education.

The Secondary Tertiary Alignment Resource is a fund available to schools to assist Year 11 – 13 students connect with the tertiary environment or employment through a range of options. The fund is provided to schools based on the number of senior students enrolled. Kura Kaupapa, Teen Parenting Units, Special Schools and Activity Centres are also entitled to funding as are Year 10 students for short taster courses.

A review of the 2004 STAR initiative funding found that although the achievement rate for students who attended STAR funded courses was positive at 56%, students that came from low decile schools had a slightly lower achievement rate (52%) compared to high decile schools (59%). In particular, Northland schools achieved much lower achievement rates at 43%.³⁵ No gender or ethnic breakdown was provided.

Youth Training – Tertiary Education Commission

Youth Training is available to young people aged 18 or under with low credit achievement in school who are unemployed or at risk of unemployment. There is a specific set of criteria which need to be met for enrolment and the programme is offered at no cost to participants. The Youth Training initiative offers young people the opportunity to gain specific job-related skills, as well as generic skills valuable to all jobs. As with all learning pathways a key feature of the training is individual support to trainees to help them plan their next steps in a career path.

The delivery of the Youth Training Programme by a large number of Maori and Pacific PTE's within New Zealand plays an important role in ensuring that providers of the programme remain closely connected to, and involved in the communities from which their participants come and ensures close collaboration between the providers of the programme, the families of students and potential employers within the local business community.

In 2002, the Tertiary Education Commission reviewed the Youth Training initiative emphasising the need for youth training to continue to be responsive to the needs of Māori and Pasifika people. This is important given that of 120,759 job seekers that had been unemployed for six months or more at 30 November 2001, nearly 70% had

³⁴ Ibid. 22

³⁵ BRC Marketing and Social Research, *Review of the 2004 Secondary Tertiary Alignment Resource (STAR) Funding*, Ministry of Education, 2006. p.59.

fewer than three school certificate subjects, and Māori and Pasifika made up 54% of this group (43% and 11% respectively).³⁶

The Youth Training programme also offers a Youth Training Post Placement Programme which supports Youth Training learners who have recently started employment or a course at Level 3 or higher on the National Qualifications Framework. The initiative was evaluated in 2004 and assessed three different types of support to consider their effectiveness. Overall results found that positive outcomes, or more accurately, retention rates were high at 71%. Women had slightly lower positive employment outcomes than men but were more likely to continue on to tertiary education. The ethnic comparison is more variable as the report notes that while Māori learners entered employment or training at equal rates to Pakeha, retention rates were much lower (83% positive outcomes for Pakeha compared to 72% for Māori). For Pasifika people the retention rate was even lower at 44%.³⁷ The report, however, does note caution given the low number of Pasifika participants evaluated.

Designing Careers – Ministry of Education

The Designing Careers Pilot, undertaken in 2005 and 2006 over an 18 month period, involved 75 schools. It targeted Year 10 students and aimed to help students make more successful transitions from secondary to tertiary education or employment. It used the development of a Learning and Career Plan to assist students to think about learning as a life-long process and to plan for future directions. The Pilot also had a component focused on 'at risk' students and was developed as part of the government's Youth Transitions Strategy. Designing Careers is no longer running but evidence from the pilot was used in the development of the CPaBL initiative which is currently underway (see pg 27).

Teen Parenting Units – Ministry of Education

Teen Parent Units (TPUs) provide education for school students who left mainstream education because they were pregnant or had given birth.³⁸ In 2006, the Education Review Office (ERO) investigated that quality of curriculum provision, the quality of governance and management, and the quality of health and safety provision. This evaluation shows that the majority of TPUs were successfully assisting many teen parents to remain in education. ERO found that the majority of the units were managed and governed well and were meeting their students' needs in an appropriate learning environment.

³⁶ *Te Aro Whakamua: Building Futures: The final Report on the Review of Training Opportunities and Youth Training*, Ministry of Education, 2002. p 30.

³⁷ Te Haeata Education and Training Services Ltd, *Final Report: Evaluation of the 2004 Youth Training Post-Placement Support Initiative*, Tertiary Education Commission, 2005. p. 13.

³⁸ TPUs are also for students who have already left the school system before becoming pregnant and want to continue their education.

ERO identified the positive relationships between students and staff as a key strength in most TPUs. Many students reported that they felt supported by unit staff and they would probably not be engaged in education without the unit.

ERO considers that the quality of education provided to students in TPUs could be improved if staff focus more on the education achievement of their students; help students seek community and government assistance to meet the pastoral needs of their students (rather than provide this service themselves); and collect, analyse and use information on student achievement and attendance to improve and adapt their programmes.

A Schooling Improvement Project is being planned for 2009-2011 – the Teen Parent Unit Project is a national schooling improvement partnership between the eighteen units and their host schools, and the Ministry of Education. The evidence suggests that student achievement in TPUs is linked broadly to the ability of the Teachers in Charge (TICs) to be effective leaders and managers and to use effective learning and teaching practices. The focus will be a professional development programme for the TICs on leadership and on teaching and learning.

Social Workers in Schools – Child, Youth and Family: Ministry of Social Development

In 1999, the Social Workers in Schools (SWiS) programme was piloted in three areas: Northland, the East Coast and the Hutt/Porirua and involved 12 social workers. In 2000, it was expanded and now includes 335 low decile schools nationwide and 126 FTE social workers.

An evaluation of the pilot programme in 2002 found feedback from all stakeholders had been very positive and the pilot was rated successfully. The evaluation did recommend the need for increasing the number of Māori and Pasifika providers. At the time of writing the evaluation report there was only one Pasifika provider, yet feedback from stakeholders and clients showed that working with a social worker of the same culture and ethnicity added significant value, and that more professionals in general of different ethnicities would be beneficial.³⁹ The report also showed that males were slightly more likely to be referred than females (58% compared with 42% respectively). Only 0.5% of the client group was aged 15 and over; the majority of clients did not have age information included (16.1%). The evaluation did not draw any conclusive evidence relating to Māori and Pasifika women's successful educational or employment transitions but did note that outcomes for those involved would need to be evaluated over a more extended period of time (5-10 years)⁴⁰.

Nga Kaiarataki Pathfinders

Nga Kaiarataki Pathfinders targets rurally isolated students aged 16 – 21 years, who have left or are ready to leave a Decile 1 to 5 school. Participants need to be willing

³⁹ *Social Workers in Schools Expansion Evaluation*, Ministry of Social Development, 2002, p. 94.

⁴⁰ *Ibid.* p. 8

to participate in training at levels 3 or 4 of the National Qualifications Framework, and are in need of assistance with career direction. The programme is run in Northland and Auckland and provided through the Regent Training Centre Coordinator for the Northland region.

Regent Training Centre is a Private Training Establishment which primarily runs the Training Opportunities and Youth Training programmes. Limited information is available on this initiative, its success and impact on Māori or Pasifika women's transition outcomes.

“Raise the Level” initiative – Onehunga High School

Raise the Level is an example of one school's initiative to focus on increasing the achievement levels of Pasifika students. The project was developed in response to a public meeting involving parents, students, teachers and the wider community which addressed this issue. The initiative targets Year 10 and 11 students by offering mentoring and tutoring support to help them achieve Level 1 and 2 NCEA. It also teaches them study skills and gives them the opportunity to listen to community speakers. The initiative has a strong school/home approach where mentors spend time tutoring students at home and involving the family.

Although an evaluation has not yet taken place, anecdotal evidence shows the programme to be effective with students attending special classes and attitudinal change apparent in students involved.

TERTIARY SECTOR INITIATIVES

Tertiary sector initiatives have been explored to a lesser degree than secondary sector initiatives given the range of institutions that operate at this level. As such, only some initiatives have been reviewed.

Modern Apprenticeships Scheme – Tertiary Education Commission

The Modern Apprenticeships scheme is available to 16 – 21 year olds and aligns employers with young people interested in gaining an apprenticeship and a nationally recognised qualification in a range of vocations.

An evaluation of the scheme reflected the high number of young Pakeha males who predominate in apprenticeships. Of more than 8,000 trainees in the scheme in 2005, only 8% were female. Of this 8%, 5% identified as Pakeha, 1.4% as Māori, and 0.4% as Pasifika female⁴¹. Appendix 1 outlines numbers of participants in the Modern Apprenticeship Programme by Industry, Gender and Ethnicity.

⁴¹ Mobius Research and Strategy Limited, *Final Report: Evaluation of the Modern Apprenticeships Programme*, Tertiary Education Commission, 2006. p. 17.

The evaluation report notes that it was difficult to draw robust conclusions from the responses of women, Māori or Pasifika people due to their small numbers, and concluded that:

While some ITOs reported having specific initiatives in place for these groups, the Modern Apprenticeships Programme is neither creating targeted opportunities, nor barriers, beyond the wider socio-cultural factors that already impact on these groups.⁴²

The report states, however, that examining the impact of the scheme on women, Māori and Pasifika is worth exploring further.

Both the tertiary Education Commission and Ministry of Education actively monitor the Modern Apprenticeship Scheme, including in regard to gender and ethnicity.

Te Ararau (Te Tapuae Initiatives)

Te Ararau is one of three streams of work established by Te Tapuae o Rehua Ltd, a company established in 1998, which aims to increase Māori participation, access and achievement in tertiary education. Te Tapuae, partnered with five South Island tertiary institutions⁴³, and the South Island iwi, Ngai Tahu, is focused on producing graduates that are taught the Māori principles of tohungatanga (expertise or competence) alongside traditional Pakeha learning methods.

Through these and other partnerships, Te Tapuae has:

- assisted South Island tertiary institutions to develop Māori strategic frameworks
- strengthened links between the institutions to develop protocols for students to be able to transfer, cross-credit and bridge into courses of study across partner institutions
- developed a programme to help Māori succeed at post-graduate level
- been involved in a joint study with the Ministry of Education to examine the factors which affect the success of first-year, first-time degree students. See page 16 for more detail.

EMPLOYMENT SECTOR INITIATIVES

Initiatives in the employment sector which assist young Māori and Pasifika women make successful transitions have not been greatly explored given that the dynamics of the labour market are so expansive.

⁴² Ibid. 90.

⁴³ This includes Otago Polytechnic, Christchurch Polytechnic Institute of Technology, Lincoln University, Te Runanga o Ngāi Tahu, University of Canterbury and University of Otago.

Pasifika Value Jobs (PVJ) Initiative – Ministry of Social Development

In 2001 – 2002, the Pasifika Value Jobs initiative operated through Work and Income's Porirua and Mangere offices, areas where a large proportion of Work and Income clients were Pasifika people (35% and 57% respectively). The aim of the initiative was to assist Pasifika job seekers gain sustainable employment with above minimum wages, and decrease incidents of "churning" where job seekers alternated between short-term employment and benefit dependency. The initiative included work placement opportunities with specific companies identified by Work and Income who were open to receiving new recruits trained with appropriate skills.

A 2004 report on the initiative found that the gains to all stakeholders were high. Female participants did identify issues with the course programme including course times clashing with their caring responsibilities, and uncertainty in their ability to work full-time. Partners were often unsupportive of their training goals, and cultural sensitivities were not catered for. For example, in Porirua, women were required to wear swimwear as part of a fitness regime for the Police training programme which was not culturally appropriate for many. Other issues included the high number of male participants on the course and choosing a male-dominated profession such as the Police. Women did suggest that having a Police training course tailored for women with women trainers would have been more attractive.⁴⁴ The pilot is no longer running.

The Ministry of Social Development provides case management for Pasifika families through the Pacific Wave Unit in South Auckland. The Pacific Wave Unit, was established in 2003 to reduce Auckland's high Pacific unemployment rate. A 35.8% reduction in unemployment was achieved in the first year, exceed the 25% reduction the Unit was aiming for.

OTHER PROGRAMMES

Other initiatives identified but not reviewed were:

- Te Rākau o Te Wao Tapu Trust with Alternative Education
- Tapuae o Rehua—transitions from secondary to tertiary education
- Northland Inter-sectoral Forum—trade training
- Tu Toa Academy, Manawatu—sporting and academic excellence
- Rangatahi Maia – Tertiary Education Commission
- Tupulaga Le Lumana'i – Tertiary Education Commission
- Entrepreneurship Programme - Entrepreneurship New Zealand

⁴⁴ Oliver, P., Spee, K. & Wolfgramm, T. *Pasifika Value Jobs Initiative Final Evaluation Report*, Ministry of Social Development, 2004.

In addition to these programmes Hui Taumata, in collaboration with the CTU and Business New Zealand run programmes under the Workforce Development Trust. Of interest for this report is a youth mentoring programme and a career information and support programme for wahine. A pilot of the Wahine programme was run in conjunction with New Zealand post in 2008 and early 2009. A regional support network is being established to help communities sustain the programmes.

WORKING PAPER ONLY

CONCLUSIONS

Conclusions from Quantitative Data Analysis

Secondary Education

The quantitative data tells us that Pasifika females have high attendance rates and Māori have very low attendance rates. Fijian females (and males) both have very high rates of attendance (higher than their Pakeha counterparts), with Cook Island and Niuean attendance rates being the lowest of all Pasifika groups.

The difference between Māori, Pasifika and Pakeha students leaving secondary school by highest attainment level and ethnic identity is marked and ethnicity would appear to be a more likely predictor of attainment level than gender. A higher proportion of Pasifika students left secondary school in 2006 with NCEA Level 2 and a much lower proportion left with NCEA Level 3. Māori female students were slightly less likely to leave with NCEA Level 3 than Pasifika female students (although more likely than Māori males where an equal number left with NCEA Level 2 as those who left with little or no formal attainment).

Pakeha female students had a significantly higher attainment level than Pasifika and Māori female students. In short, Pakeha male and female students are achieving at much greater rates for NCEA Level 3 compared to Māori and Pasifika students. Māori men are achieving at the lowest rates across most of the measures, followed by Pasifika men.

Data also suggests that Pasifika students are less likely to gain NCEA qualifications in a given year than other students, and are less likely to attain University Entrance (UE). But it is not low participation rates that prevent Pasifika students from achieving qualifications, rather the number of credits they achieve in a year. Pasifika candidates do eventually achieve, but they take longer. This slower achievement rate means that after three years of senior secondary schooling, comparatively low proportions of Pasifika candidates have an NCEA qualification and/or UE.⁴⁵

The introduction of the National Qualifications Framework (NQF) has removed some of the barriers to achievement that students were faced with under the old system, but barriers to learning still remain. International studies suggest that Pasifika candidates reach senior secondary schooling having achieved less in primary and junior secondary school. It is not surprising then that they take longer to achieve in NQF study than candidates of other ethnicities (ibid, 2005)

⁴⁵ Harkess, C, Murray, S, Parkin, M and Dalgety, J (Dec, 2005), 'Pasifika Achievement: Engagement and Choice' Education Counts, Ministry of Education, Wellington.

Despite a low proportion of Pasifika Year 13 candidates gaining UE nationally, there are some schools where UE attainment rates are high amongst Pasifika candidates. Further research is needed in identifying how these schools are able to achieve such good learning outcomes for their Pasifika students (ibid, 2005).

While it is outside the scope of this report, it should be noted that Pasifika underachievement also needs to be addressed in early levels of schooling, particularly in terms of attention to early literacy and numeracy. Maori underachievement also needs to focus on school retention, as well as early numeracy and literacy.

Potential solutions include developing learning programmes that focus students more on achieving level 3 qualifications and University Entrance and less on the lower level qualifications. For students who are near completion of Level 3 by the end of Year 13, further study at Year 14 and the achievement of qualifications and UE will likely open up greater opportunities for Pasifika and non-Pasifika candidates alike. Both these solutions rely on students making the right choices about standards. Further information is needed on how choices of standards are made: are the choices made by informed parents, students, teachers or schools. Factors such as standards offered, streaming of students, school timetables, and the impact they have on choices of standards are all areas that need further attention (ibid, 2005).⁴⁶

Students at Māori-medium schools were more likely to gain NCEA qualifications at the typical level or above than their Māori peers at English-medium schools. As discussed above, a review on bilingual/immersion education concludes that, despite bilingual education programmes being consistently more effective, research highlights consistent concerns around issues such as under-resourcing of Māori-medium education and lack of training. Policy suggestions include greater equalisation of funding for Māori-medium programmes; the promotion of bilingual/immersion programmes for other language groups (particularly Pasifika); specialist teacher training; an information strategy providing parents, whānau, teachers and policy makers with research-based evidence on the advantages of bilingual/immersion education; and further qualitative research/case-study based evidence of existing good practices in bilingual/immersion education in New Zealand.⁴⁷

⁴⁶ NCEA qualifications are made up of both unit and achievement standards. Each unit and achievement standard is worth a certain number of credits and NCEA qualifications are awarded according to the number of credits students have. Unit standards are more practical in nature and often characterised as an option for less able students. Pasifika are believed to favour unit standards, which may have implications for gaining qualifications. (Pasifika candidates tend to gain fewer credits from achievement standards than their non-Pasifika counterparts).

⁴⁷ May, S, Hill, R & Tiakiwai, S (2004) 'Bilingual/Immersion Education: Indicators of Good Practice', Education Counts, Ministry of Education, Wellington.

Tertiary Education

The number of students enrolled in tertiary institution overall has grown for all groups – Pasifika female enrolments have increased at the highest rate and Māori female enrolments have also grown.

Overall, female tertiary pass rates were higher at all levels compared to their male counterparts. Pasifika women had slightly higher pass rates than Māori women at Certificate and Diploma level but Māori women were more successful at Bachelors level.

Tertiary enrolments of Pasifika students are low, especially in the higher level degree courses. This is partly due to non-completion of secondary qualifications, as discussed above.

In a study on Māori achievement in Bachelors degrees, Earle (2007) found that in order to make a step change in the number of Māori attaining degrees, the most important change would be to increase the number of Māori secondary school students achieving university entrance or better. He argues that this remains the major constraint on success, limiting the number of younger Māori who can enter degree studies.

Māori students have the lowest rate of progression from school to tertiary of any ethnic group. Studies have shown that Māori students performed less well than their peers even when the major influences of parental education and family resources had been taken account (Hodgen, 2007 cited in Earle, 2008). Recent literature from schools and tertiary education suggest that the cause is a combination of factors. "In particular, the literature suggests the need for educational institutions and teachers to move away from a deficit model, which locates Māori underachievement in the short-comings of the student, to a view that considers the ways in which the support, environment and teaching practice can be improved to build and enhance the learning of all students" (Earle, 2008: 5).

A report investigating good practice examples of Māori and Pasifika Private Training Establishments found that the three key components to creating a holistic 'good-practice' Māori/Pasifika Private Training Establishment (PTE) were adopting the surrogate whānau/aiga concept; creating a sense of belonging; and creating a sense of greater humanity.⁴⁸

Overall, the data from both the secondary and tertiary education sectors strongly indicates that ethnicity is a greater indicator of educational outcomes than gender.

⁴⁸ Marshall, J, Baldwin, K, Peach, R (June 2008) 'Te Rau Awhina: - Good Practice Examples of Maori and Paisifika Private Training Establishments.

Workforce

While the employment rate of women has risen steadily in New Zealand over the last two decades, employment is still highly variable by ethnicity, age and region and one of the least engaged categories are young (15-24 years) Māori women (Warburton, 2008). While proportionally more Pasifika women in this cohort are engaged in the workforce, almost half work in service and sales and are more likely to work in elementary occupations and as plant and machine operators than Māori and Pakeha women. These jobs are likely to be low paid with limited access to education and training and therefore little opportunity for career progression and improved prospects.

There has been no research that examines the ethnic differences in young women's labour supply decisions, which highlights a major area of research that needs to be addressed, according to Warburton (2008).

Conclusions from Review of Strategies and Initiatives

Government Strategies

There are a number of government strategies currently in place that are specifically targeted towards Māori and Pasifika students and young people, or that have specific actions aimed at addressing the disparities that exist for Māori and Pasifika young people. As discussed, many of these strategies are still fairly new and it is too early to assess their success in impacting on the outcomes for Māori and Pasifika youth.

Given the specific outputs mentioned in a range of strategies and action plans it may be useful for the Council to keep informed of updates on these different work streams in order to monitor progress and track outcomes for young Māori and Pasifika women in the future.

Secondary sector initiatives

There are a wide range of initiatives aimed at supporting young people transitioning from school to further education or employment, but few are specifically targeted towards Māori and Pasifika women.

Te Kotahitanga, a project that sought to investigate how to improve the educational achievement of Māori students in mainstream secondary school classrooms, by talking with Māori students and other participants in their education, has proved to be extremely effective. Māori students have made significant gains under this teaching method and thrived as a result of having good relationships with their teachers. This is consistent with findings discussed above about the importance of moving away from a deficit model and focussing on support, environment and teaching practice to enhance learning.

Tertiary and employment sector initiatives

Given the time frame of this report, initiatives in the tertiary and employment sector that assist young Pasifika and Māori women to make successful transitions have been explored to a lesser degree in this paper. While there are a number of initiatives within the sector that target young people it seems reasonable to conclude, given what our initial research has shown us that there is a paucity of initiatives in the employment sector in particular that specifically target Māori and Pasifika women.

Conclusions – Moving Forward

While there are a considerable number of initiatives within the government, education and employment sectors which target the transition from secondary school to tertiary education or employment few specifically target young Maori and Pasifika women. Continued evaluation of these programmes has been hampered by the change in government priorities that came with the election in 2008. NACEW is currently working on updating the status of the initiatives and strategies discussed in this report, where possible. It is the intention of the Council to use the information gained from these updates as well as the original information contained within the report to inform their work programme for 2010 and 2011.

Successful transitions for Māori and Pasifika women from schooling to tertiary education or employment is crucial to the future success of the individual women, their families and communities, and New Zealand as a whole. NACEW hopes that the information contained within this report and the work which follows on after it will contribute to the achievement of this aim.

Potential Further Work for NACEW:

- Further research on specific barriers discussed in the report
- Literature review focussing on a particular area of interest
- Recommend increased targeting of existing initiatives to young Māori and Pasifika women
- Investigate good practice examples in the secondary or tertiary sector e.g. schools where achievement rates are high for Pasifika students.
- Investigate good practice examples in current government initiatives and common themes around what constitutes success.
- Research on workforce trends and barriers to participation or upward mobility for young Maori and Pasifika women
- Undertake a watching brief of the following areas:
 - Pasifika Women's Economic Development Plan
 - Identifying opportunities to increase the successful transition of Pasifika women from secondary education to tertiary education or employment
 - A Pasifika strategy in South Auckland aiming to increase the uptake of the Modern Apprenticeship Scheme, in particular, targeting young Pasifika women
 - New Zealand Skills Strategy 2008
 - Tertiary Education Commission: An investigation to ensure there are no systemic barriers to young people in the tertiary system, especially in Industry Training
 - The development of a Māori Skills Action Plan in collaboration with Te Puni Kokiri and Māori stakeholders.
 - Te Kotahitanga Conference
 - <http://www.tekotahitanga.com/conference/> 26 and 27 November

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Appendix 1: Industry Trainees - By ITO, gender & ethnicity (December 2006)

ITO	Male						Female						TOTAL
	European /Pakeha	NZ Māori	Pasifika Peoples	Other	Not Spec	Total	European/Pakeha	NZ Māori	Pasifika Peoples	Other	Not Spec	Total	
Agriculture	3,563	791	40	269	25	4,688	1,023	324	7	35	8	1,397	6085
Apparel & Textile	414	68	91	69	18	660	289	85	139	69	6	588	1,248
Aviation, Tourism & Travel	937	207	62	177	50	1,433	1,006	314	80	149	36	1,585	3,018
Boating	374	25	9	25	3	436	1	1	0	0	0	2	438
Building & Construction	6,797	989	265	120	249	8,420	26	5	0	0	1	32	8,452
Building Service Contractors	153	32	65	45	12	307	110	97	145	38	21	411	718
Community Support Services	191	36	25	61	4	317	4,565	906	694	596	65	6,826	7,143
Competenz	6,209	1,279	1,053	987	853	10,381	1,250	551	318	304	166	2,589	12,970
Electricity Supply	2,201	526	179	258	180	3,344	143	32	6	11	13	205	3,549
Electrotechnology	4,247	698	395	568	223	6,131	1,634	384	162	197	78	2,455	8,586
Equine	92	9	1	14	18	134	105	7	2	2	6	122	256
Extractives	2,605	586	122	191	306	3,810	130	27	2	10	17	186	3,996
Fire & Rescue	1,629	207	32	88	146	2,102	112	29	3	9	6	159	2,261
Flooring	404	64	17	9	0	494	22	0	0	0	0	22	516
Forestry	4,681	3,687	481	415	1,299	10,563	427	311	53	54	151	996	11,559
Furniture	289	41	69	31	4	434	27	5	16	1	0	49	483
Hairdressing	55	22	3	5	1	86	1,129	181	30	64	19	1,423	1,509
Horticulture	934	187	43	63	45	1,272	327	72	12	17	12	440	1,712
Hospitality	1,647	443	278	1,240	240	3,848	2,478	1,117	607	1,169	285	5,656	9,504

Infratrain	1,309	501	66	93	56	2,025	50	16	0	1	2	69	2,094
Joinery	655	106	39	26	37	863	24	4	1	0	2	31	894
Local Government	183	21	61	0	42	307	79	23	17	0	24	143	450
Motor	3,429	382	96	141	0	4,048	87	2	3	3	0	95	4,143
NZITO	4,873	1,799	446	267	472	7,857	1,052	700	104	83	96	2,035	9,892
Painting	389	94	16	13	292	804	29	3	0	0	16	48	852
Pharmacy	0	0	0	4	0	4	78	5	1	8	1	93	97
Plastics	247	81	149	74	7	558	12	16	39	10	2	79	637
Plumbing & Gasfitting	1,216	227	28	66	143	1,680	5	0	0	0	0	5	1,685
Opportunity Training	513	166	50	22	26	777	9	1	0	1	0	11	788
Printing	324	71	67	38	0	500	34	7	2	2	0	45	545
Public Sector	825	207	77	75	92	1,276	1,098	460	162	115	81	1,916	3,192
Retail	422	63	51	82	6	624	423	71	21	44	9	568	1,192
Retail Meat	258	51	11	9	11	340	30	24	4	0	2	60	400
Road Transport	3,606	752	334	247	120	5,059	350	102	47	15	14	528	5,587
Seafood	1,604	618	145	129	70	2,566	603	336	65	82	22	1,108	3,674
Sport, Fitness & Recreation	777	205	48	169	32	1,231	839	237	50	171	33	1,330	2,561
Sports Turf	291	31	11	3	6	342	17	2	0	0	0	19	361
Te Kaiawhina Ahumahi	48	73	15	7	0	143	190	241	33	14	3	481	624
TOTAL	58,391	15,345	4,940	6,100	5,088	89,864	19,813	6,698	2,825	3,274	1,197	33,807	123,671

Note: trainee numbers from cancelled/expired ITOs have been added to the ITO that took over industry coverage.

Appendix 2: Modern Apprenticeship Programme by Industry, Gender and Ethnicity

	MALE						FEMALE						
Industry	European/Pakeha	Māori	Pasifika Peoples	Other	Not Stated	Total Males	European/Pakeha	Māori	Pasifika Peoples	Other	Not Stated	Total Females	Total
Aeronautical engineering Total	65	3	0	6	6	80	1	1	0	0	0	2	82
Agriculture Total	402	101	3	3	1	510	75	20	0	1	0	96	606
Aluminium joinery (architectural) Total	5	0	0	0	0	5	0	0	0	0	0	0	5
Baking Total	127	23	2	2	0	154	34	7	3	1	1	46	200
Boat building Total	260	13	5	9	3	290	0	1	0	0	0	1	291
Building & construction Total	1,101	180	27	15	23	1,346	3	0	0	0	0	3	1,349
Contracting Total	128	42	8	3	3	184	8	1	0	0	0	9	193
Dairy manufacturing Total	8	3	0	1	0	12	0	0	0	0	0	0	12
Electricity supply Total	267	77	20	13	10	387	11	4	0	2	1	18	405
Electro technology Total	561	35	9	66	1	672	9	0	0	0	0	9	681
Engineering Total	1,133	134	35	61	19	1,382	9	1	1	1	0	12	1,394
Extractives Total	24	8	0	0	0	32	0	0	0	0	0	0	32
Flooring Total	156	34	9	3	0	202	0	0	0	0	0	0	202
	MALE						FEMALE						
Industry	European/Pakeha	Māori	Pasifika Peoples	Other	Not Stated	Total Males	European/Pakeha	Māori	Pasifika Peoples	Other	Not Stated	Total Females	Total
Food processing Total	2	1	0	0	0	3	0	0	1	0	0	1	4

Forest industries Total	210	171	5	2	0	388	3	21	0	0	0	24	412
Furniture Total	57	9	2	2	2	72	4	1	0	0	0	5	77
Horticulture Total	392	71	13	10	9	495	107	23	2	2	2	136	631
Hospitality Total	139	37	4	5	36	221	76	20	8	5	19	128	349
Joinery Total	163	28	8	3	5	207	3	0	0	0	0	3	210
Motor engineering Total	940	115	15	25	1	1,096	26	2	0	0	0	28	1,124
Painting & decorating Total	102	42	2	1	3	150	8	3	0	1	0	12	162
Plastics Total	26	2	6	8	0	42	1	0	0	0	0	1	43
Plumbing Total	174	25	1	1	2	203	1	0	0	0	0	1	204
Printing Total	121	14	4	5	0	144	11	2	0	0	0	13	157
Public sector Total	19	4	10	3	3	39	54	27	18	4	14	117	156
Retail Total	33	7	0	3	0	43	27	6	0	1	0	34	77
Road transport Total	63	58	45	3	0	169	7	21	20	0	0	48	217
Seafood Total	4	2	0	0	0	6	2	2	0	0	0	4	10
Sports turf Total	84	8	2	0	0	94	1	0	0	0	0	1	95
Tourism Total	8	6	0	0	4	18	29	14	2	3	20	68	86
Total	6,774	1,253	235	253	131	8,646	510	177	55	21	57	820	9,466

Source: Tertiary Education Commission Year

Appendix 3: Government initiatives

Ka Hikitia – Managing for Success: Māori Education Strategy (Ministry of Education)

Ka Hikitia focuses on personalised learning with the overarching outcome being “Māori students enjoying education success as Māori.” It focuses on professional development and attitudinal change within the profession towards Māori students’ and their educational attainment. Professional learning and the capability of educators is seen as critical to educational success for Māori, through responsible and accountable professional leadership, organisational success, and Te Reo Māori. The role and engagement of the wider community and government agencies are also critical factors.

Ka Hikitia primarily focuses on education from early childhood to the early years in secondary school setting the stage for Māori to achieve at a post-compulsory education level.

Ka Hikitia is currently in its first full year of implementation. Nga Haeata Matauranga: the Annual Report on Māori Education monitors the Ministry’s progress implementing the strategy. A full evaluation Ka Hikitia is expected to be conducted in 2013 at the conclusion of the five year strategy

Pasifika Education Plan 2008 – 2012

The Pasifika Education Plan focuses on raising Pasifika student achievement across the four sectors of Early Childhood Education, Compulsory Education, Tertiary Education and Education Sector wide. It has goals and targets that focus on raising Pasifika presence within the education system, engaging Pasifika learners through quality teaching and learning with the outcome of having Pasifika students achieving at the same rate as other students. Transitions is one of four key themes that run across all strands. The responsibility for achieving the goals and targets have been shared across the; The Ministry of Education, Ministry of Pacific Island Affairs, Career Services, Education Review Office, New Zealand Qualifications Authority, New Zealand Teachers Council and Tertiary Education Commission. The Plan is reported on annually.

Tertiary Education Strategy 2007 – 12 (Tertiary Education Commission)

The Tertiary Education Strategy has a specific focus on tertiary education organisations meeting the aspirational needs of Māori and Pasifika. More specifically, institutions need to ensure they cater for Māori to the extent that Māori are able to express themselves as Māori and what it means to be Māori. The Strategy focuses on inclusiveness with tertiary education organisations having specific responsibilities around responsiveness to Māori and Pasifika determined in plans of action.

The Strategy also has an expectation that tertiary education organisations and schools will continue to develop connections to help students in the transition period. Ka Hikitia, the Māori Education Strategy and the Pasifika Education Plan are mentioned as critical to this success.

A priority outcome of the Strategy includes increasing the educational success for all young New Zealanders with more achieving qualifications at level four and above by age 25. This includes organisations having specific evidence of increased achievement by young Māori and Pasifika people at levels four and above.

Career Services Strategic Plan 2008 – 13

Career Services Strategic Plan aims to maximise New Zealand's potential through quality work in life decisions. Its outcomes include young people having the skills to self-manage their transition to work or further education, and New Zealand workplaces and places of learning providing a supportive environment in which well informed work in life decisions are encouraged. A key focus area of the strategy is to enhance people's capability to have better career conversations which, for Māori and Pasifika, will be done through engaging with iwi and Pasifika networks, contributing to the career development for Māori and Pasifika, and helping schools have sustainable school-wide career education plans in place.

Pasifika Women's Economic Development Plan (Ministry of Pacific Island Affairs)

The Pasifika Women's Economic Development Plan, developed to align with the Pasifika Economic Action Plan, focuses on four priority areas: education, workforce development, business development and leadership. Actions aimed at increasing women's achievement in education include using mechanisms for engaging stakeholders, accessibility to study programmes and course planning guidelines, and a focus on promoting top tertiary achievers to develop models of success. The Plan also focuses on raising awareness of the opportunities for Pasifika people in trades training especially women and youth. A Pasifika strategy in South Auckland aims to increase uptake of the Modern Apprenticeship Scheme, in particular, targeting young Pasifika women. The Plan will identify opportunities to increase the successful transition of Pasifika women from secondary to tertiary education or employment. Initiatives to increase the contribution of Pasifika women to business development and leadership roles are also identified.

New Zealand Skills Strategy⁴⁹

The New Zealand Skills Strategy takes a co-ordinated approach to connecting the supply and demand of skill needs for the New Zealand labour market and focuses on people already in the workforce. The Action Plan 2008 has a specific focus on young

⁴⁹ Also known as the Unified Skills Strategy

people in the workforce and respondents identified several priority areas. These include:

- The need for independent careers advice at school level and beyond, and access to career-related information.
- Stronger links between schools and industry to ensure young people are aware of the opportunities available to them.
- Better support and advice to employers and tertiary education providers on how best to support young people in the workplace.
- An investigation by TEC to ensure there are no systemic barriers to young people in the tertiary system, especially in Industry Training.
- The development of 12 regional youth labour market reports on, among other things, transition trends for young people in employment.

Of further interest, the Skills Strategy focuses on:

- Better integration between workplace skill needs and what is taught in the formal education and training system. Tertiary institutions will become more responsive to the changing needs in the workplace, and Industry Training Organisations' role as the interface between industries and tertiary education will strengthen.
- Greater access to careers and labour market information via Career Services.
- The development of a Māori Skills Action Plan in collaboration with Te Puni Kokiri and Māori stakeholders.
- A review of the qualifications system with greater input from industry employers. Initially, the Strategy will focus on diploma and certificate levels.
- An integrated skills database to collect current and future labour market information.

Youth Development Strategy Aotearoa 2002 (Ministry of Youth Development)

The Youth Development Strategy Aotearoa (YDSA) promotes the application of a youth development approach as a way of understanding what needs to happen for, around, and with young people in New Zealand. The strategy includes young people from ages 12 – 24, and acknowledges key issues for certain groups of young people including Māori, Pasifika, and young parents. For Māori, the focus is on understanding and recognising cultural values and practices for Māori, including providing opportunities for Māori to participate in their cultural development and connectedness to their whānau, hapu and iwi. The strategy also identifies using appropriate methods and learning styles for engaging with Pasifika young people, and ensuring there are culturally appropriate services in schools. The Strategy also identifies young mothers and ensuring opportunities are available for them to continue to develop their educational and career goals. The Strategy has been developed for government agencies to ensure a youth lens is applied in the development of strategies and initiatives that will impact on youth.

Youth Transitions Strategy (Ministry of Social Development)

As Boyd explains, the Strategy aimed to target youth unemployment and inconsistencies between youth transition policies and initiatives. In 2003, the government increased funding for youth transitions with the aim of having all 15 – 19 year olds in meaningful education, training or employment by 2007. Five national initiatives were outputs of this Strategy and aimed, in part, to raise the profile of transitions between school and tertiary education or employment. They included the Secondary Tertiary Alignment Resource (STAR), the Gateway programme, the Youth Training and Training Opportunities programmes, and the Modern Apprenticeships Scheme all of which are still functioning today.⁵⁰

⁵⁰ Boyd S., McDowall S. & Ferral H, *Innovative Pathways from School: Taking the first step: Final Report*, New Zealand Council for Educational Research, 2006.

Appendix 4: Overview of the New Zealand Education System

In New Zealand, education is compulsory from ages 6 to 16. The secondary education system has made some significant changes in the last 5-10 years, most notably the implementation of the National Certificate of Educational Achievement (NCEA). This is a national senior secondary school qualification offering three levels which include a range of options for study. Prior to gaining entrance to tertiary study, students must achieve a minimum of 42 credits at level 3 or higher of the National Qualifications Framework, in addition to fulfilling subject and level requirements, literacy and numeracy requirements. (Ministry of Education, 2008). More information can be found about NCEA at www.ncea.govt.nz.

Tertiary education includes all post-school education and training. Currently there are 36 tertiary institutions in New Zealand, including;

- 8 universities
- 21 institutions of technology and polytechnics,
- 4 colleges of education
- 3 whananga (Māori tertiary education institutions)

There are also 46 industry training organisations, and close to 900 private training establishments, such as private English language schools. The Ministry of Education distinguishes the types of education. Tertiary education providers meet the needs of learners of all ages, ethnicities, abilities and educational backgrounds. They offer courses at widely different levels, from transition programmes to postgraduate study and research. There are no fixed divisions between the types of courses offered by each classification of provider. The key focus is on their ability to offer programmes to the required quality standards, rather than on their organisational type.

Technical and Vocational Education is mainly offered at institutes of technology, polytechnics, private training establishments and in the workplace. However, some programmes are also available in secondary schools, wananga, government training establishments, one college of education and several universities.

Higher, or Degree-level Education is mainly offered at universities, but some degree programmes are also available at institutes of technology, polytechnics, wananga and colleges of education, and at some private training establishments.

Teacher Education is not only offered at specialist colleges of education, but also at some universities, institutes of technology, polytechnics, wananga and private training establishments.

Industry Training Organisations are bodies that represent particular industry sectors. Industry Training Organisations develop and maintain national unit (skill) standards and qualifications for their sector. They also facilitate on-job training and contract training providers to offer off-job training and courses. (Ministry of Education, 2008, pp. 4-5)