



Briefing to the Incoming Minister of Pacific Island Affairs

November 2008

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Your Sector – Pacific people

ASK the man or woman in the street about Pacific people in New Zealand and chances are they'll think sport. Each year's ceremonial naming of the All Blacks seems to feature an increasing number of Pacific names.

Ditto music, and music awards, where Pacific names are now entirely predictable.

But while most New Zealanders can identify and maybe even pronounce Muliaina, So'oiolo and Rokocoko, and perhaps know Nesian Mystic, Ardijah and Scribe as contemporary musicians who are proudly Pacific, they are less aware of the role and place of Pacific people in other areas of NZ life. And they've possibly not given much thought to the growing importance this group of New Zealanders will have in the future.

As a major metropolitan newspaper demonstrated six months ago (*P1, Dominion Post, 19 May 2008*) it's still entirely possible to posit that Pacific people are a drain on the New Zealand economy with those here a poorly skilled, low-paid underclass. Like all stereotypes this one has an element of truth - Pacific people generally earn less, have a lower standard of living, don't achieve as well educationally and too many have diabetes, are overweight and/or suffer other illnesses and conditions.

But such stereotyping fails to recognise a number of key facts and factors.

Some facts: We're talking about just under 266,000 people at the time of the 2006 census, nearly seven percent of the total population. That's an increase of 15 percent (34,173) since the 2001 census, and about 60,000 more than the total population of Auckland's North Shore.

Samoans (131,103) are the largest group, accounting for nearly every second Pacific person. The next largest group is Cook Islands Māori (58,011), then Tongan (50,478), Niuean (22,476), Fijian (9,864), Tokelauan (6,822) and Tuvaluan (2,625). Increasingly Pacific people identify with more than one ethnicity – the other not necessarily Pacific - adding another dimension to New Zealand's multi-culturalism.

Of the Pacific population in New Zealand, 60 percent are New Zealand born. Two in every five born overseas have been here more than 20 years. One in three of all Pacific people lives in Manukau City. The next largest population centre is Auckland City (50,166), followed by Waitakere City (26,823) and Porirua City (12,267).

And in contrast with ageing European New Zealanders the Pacific population is young. Thirty-eight percent of Pacific peoples (100,344 people) were under 15 in 2006. The comparable figure for the population overall is 22 percent.

Young also means fertile. With a birth-rate outstripping that of other groups, projections are that **in 2026 one in ten New Zealanders will be Pacific.**

Pacific people as future earners and taxpayers

This youthfulness suggests an important role for Pacific people in the future New Zealand economy. It also points to the importance of their taxes as a component of the tax revenue available to support ageing baby boomers. It's axiomatic then, that **it's in the national interest that Pacific people build on the economic gains made over the past few years**, that they continue to upskill, and move increasingly into the middle- to high-income earning brackets. Such a move will benefit the individual, the family and the community. It will help move some of the stubborn health and education statistics – which reflect socio-economic circumstances as much as ethnicity. And of course higher pay equals higher taxes – contributing to the national economy.

Economic participation has to be seen in the context of immigration. Forty percent of Pacific people are migrants, some of them recent, and internationally the evidence suggests that migrants take a generation or so to find their feet. The last 10 years have seen some convergence between the incomes of Pacific people and those of European New Zealanders. We want to build on that.

While it's top priority for the Ministry, it's also a tall order. Economically the Pacific population performs worse than the NZ population as a whole. They're over-represented in unemployment statistics, and under-represented in work. The unemployment rate in the June 2008 quarter was 6.5 percent, which compares with 7.1 percent for Māori and 2.8 percent for European. Workforce participation in September 2008 was 63.1 percent.

They earn less. The most recent data from Statistics New Zealand (*New Zealand Income Survey, June 2008 quarter*) showed average weekly income for Pacific people averaged \$482. Māori and European earned \$573 and \$741 respectively.

Earnings reflect population age - younger people tend to have lower incomes than older age groups - types of work, and lower educational attainment. Most Pacific people (68 percent) work in semi- or low-skilled jobs, with lower pay. Men are most likely to be employed as labourers (23 percent), machinery operators and drivers (21 percent) and technicians and trades workers (20 percent).

Women show greater diversity than men in types of work, being equally likely to be employed as clerical and administrative workers (19 percent) or labourers (19 percent), professionals (15 percent) or community and personal service workers (15 percent). However many women are at home, caring for children or sick relatives, or doing unpaid work in the community or for the church. Census 2006 showed 59 percent of Pacific women in the paid workforce, compared with 62 percent of all New Zealand women.

When the current economic turmoil starts to bite hard, Pacific peoples are among the most likely to be affected. There's a parallel here with the economic restructuring of the 1980s, which hit them disproportionately. The Ministry is currently developing a paper on the global financial crisis and the implications for Pacific peoples in New Zealand.

Many Pacific people do not at present have the skills, qualifications or education to be as economically productive and mobile as New Zealand needs them to be. **Facilitating the move from low-skilled, low-paid work is a critical issue for Pacific people, for the Ministry of Pacific Island Affairs and for the government, the Ministry of Pacific Island Affairs argues.**

Raising incomes enables people to meet their obligations to family and community, avoid debt, even to save and accumulate wealth, promotes higher living standards, makes healthier food and healthcare more affordable, and opens the door to greater choice in education.

In this regard it's useful to consider the upside of extended-family households: having several sources of income and support can be a significant strength which needs to be considered alongside some of the more negative connotations such as over-crowding. We are keen to pursue one aspect of this strength, by working with mainstream lenders to find ways for families to pool resources and enter the housing market.

Increases in income will not only improve the prosperity of Pacific families and communities but will contribute to overall economic prosperity. Improvements in skills and productivity enhance growth, and reduce the burden of welfare dependency.

A new piece of work, *An outcomes framework for Pacific peoples in New Zealand*, drafted October this year, provides a structure for helping think about what matters most to improve the wellbeing of Pacific peoples in New Zealand, and suggesting key points of leverage for broader government activity.

In the area of economic change it specifies 'Pacific peoples' incomes converge with overall New Zealand incomes' as a key area of movement. This picks up on a trend already becoming visible, the subject of work by the New Zealand Institute of Economic Research in 2005. And that's not just good for Pacific, but for all of us: **If Pacific peoples' incomes converge to 96 percent of those for non-Pacific by 2021 the NZ economy benefits by an extra \$4-5 billion.**

The importance of greater economic participation is underpinned in another foundation document for the Ministry, *The Pacific Economic Action Plan* (PEAP). Promulgated in August 2007 the plan, and its companion-piece, the *Pacific Women's Economic Development Plan* (PWEDP), set a series of goals in six key areas - education, leadership, workforce development, creative, emerging and growth industries, business development and entrepreneurial culture - to increase Pacific participation in economic development.

Pacific people have a much lower rate of business ownership and entrepreneurship - only three percent derive their income from self-employment. The reasons for this are complex and inter-related - few role models perpetuates the trend, lack of business, planning and governance skills and experience, and lower levels of educational attainment all play a part.

One approach the Ministry takes to this is through funding the Pacific Business Trust, charged with developing, mentoring and sustaining Pacific business. A crown entity established in 1985, the Trust is effectively the Ministry's business development arm.

The Trust offers business training, networking, coaching, advice and tools to support business development. More specifically it fosters business leadership and advocacy, encourages participation in relevant government-funded business assistance and development programmes, and has begun compiling data on the Pacific business sector.

Last financial year its objectives were rewritten to align them more closely with the Ministry's economic development focus. It's now more closely tied into specific business development milestones in the PEAP and PWEDP. We intend to continue reviewing the PBT's objectives, especially in light of the Outcomes Framework focus on lifting earnings.

The business development goal has also seen us working with iwi – specifically Ngai Tahu and Ngati Kahungunu – towards the establishment of relationship protocols and, later, possible business partnership opportunities between Maori and Pacific. Most recently we have worked to assist Ngati Kahungunu with the inaugural Takitimu Festival held in mid-November 2008.

Both plans were written as basic development strategies, and assume a 20-50 year timeframe for achieving positive economic development outcomes. We expect to rewrite them by June 2009 to reflect early achievements and the relationships we've developed. The plan is to retain the goals but rework the deliverables.

One of the key milestones in the plans is financial literacy. An important aspect of Pacific culture is the gifting of money. This can be positive, adding to family and community wealth, but also difficult for those on low incomes. At worst Pacific people go into debt to cover remittances and gifting.

We've made a start on addressing financial literacy through the New Zealand Pacific Remittances Project which aims to cut the middleman's take on the hundreds of millions of dollars which Pacific people in New Zealand send home to the Pacific. It's hard to put a precise figure on what this practice is worth - but World Bank figures show we're in the top ten donor countries for some \$US460 million each year being remitted to the Pacific. That's the official figure - the World Bank estimates remittances being sent unofficially could be half as much again.

Seventy five percent of Pacific people in New Zealand send money home to assist family, the community and the church in the Pacific. About half of them do this regularly, and the rest for special occasions. It's generally small sums sent often – say a few hundred dollars sent home each month. The average "cost" of sending this money home from New Zealand is 15-25 percent of the value of the transaction. Often the remitter doesn't see the real cost as it's a mix of exchange rates and upfront fees. Our objective is to lower that cost to 5-7 percent by next year.

We've approached it by working with the Reserve Bank, the Ministry of Justice, NZAID and other players to develop a new approach. This involves using an ATM card which can be loaded at the New Zealand end and downloaded in the Pacific. As well as reducing costs this approach is expected to induce competition between providers. NZAID and AusAID are at the same time collaborating on a website which will allow remitters to compare the actual costs of different providers. Pacific people can be easy targets for both mainstream and fringe financial institutions.

As new remittance products come onto the market we intend to use them to talk to Pacific people about broader financial literacy. This is just one aspect of the education and skills training necessary to realise the success of Pacific peoples and hence the country.

Focussing on our young Pacific people and equipping them with the skills for the future is also a priority. In this light our Christchurch office, which keeps a watching brief on the approximately 18,000 Pacific people in the South Island, is developing a proposal for a Pacific youth leadership programme to create a greater pool of leadership talent – both for young Pacific people now, and for the future.

This builds on earlier work – *Ala Fou – New Pathways: Strategic Directions for Pacific Youth in New Zealand* and *Pathways to Leadership: A report on Pacific Leadership in the Public Service* as well as fono and extensive consultation with other agencies. It complements our work on Spacifically Pacific, the biggest annual event for Pacific youth in the Canterbury region, and Refreshed, a local initiative in secondary schools with high Pacific enrolment to advise on subject choices and career paths.

Laying the foundations: education and skills

Overall **the greatest gains for Pacific people and hence New Zealand will come from education and skills training**. There are two issues here: education for younger people, and education and skills training for those already out of school and older people.

These are the critical first steps in greater economic participation for Pacific peoples. As well as the obvious advantages of increasing employment rates, raising wages and improving the level and relevance of skills, investment in and commitment to education can build new role models - exposing the next generation to a greater range of career and educational choices.

Pacific parents, in common with immigrants throughout history, place a high value on education and on life in a new country giving their children access to better education and hence greater opportunity than is possible in the country of origin.

Yet measures of educational achievement for Pacific students at all levels, while improving, aren't that flash. In the all important early childhood education (ECE) sector Ministry of Education data shows that 84 percent of Pacific kids take part - after a strong increase in enrolments in the past seven years – although they still trail behind the rest of New Zealanders who have enrolments of over 90 percent.

Having someone other than family look after young children is a relatively new concept for Pacific parents. This seems to lead to a preference for the language nest approach, often offered through church-based ECE centres.

There is little argument about the educational importance of the first few years of a child's life. We continue to work collaboratively with the Ministry of Education to build Pacific ECE participation, and on key projects to enable this. Attention to this area, so that we see **a high percentage of Pacific children taking part in quality ECE, will pay off later**.

While there have been some significant gains since 2000, in the compulsory education sector Pacific children generally lag behind their European counterparts. It seems that too many 5 – 16

year old Pacific children are either not engaged or at some point become disengaged from schooling. Figures for stand-downs, suspensions, exclusions, expulsions and early leaving exemptions for Pacific students are all higher than those for their NZ European counterparts. Suspensions have risen since 2003 – although in 2007 they had fallen to 2000 level. The majority are amongst 13-15 year olds. Students who fall behind at this age are more likely to be drop-outs at senior secondary school. Truancy is also an issue, with 2006 figures showing 2percent of Pacific students were frequent truants and 16.2percent infrequent truants.

For those who do stay on, too few leave with qualifications that enable them to go onto tertiary study. Trends are improving – data from NZQA earlier this year showed Pacific students closing the gap, with many more acquiring NCEA level 2 (the minimum requirement for university study) if they stay at college for a seventh form year.

But improvements are not enough, and not fast enough.

We want and need Pacific children turning up at school and staying, we want their families and communities feeling as if they have a say and an investment in their kids' schooling, we want numeracy and literacy which are just as good as those of other groups and we want more Pacific students leaving with higher qualifications.

We also want Pacific boys doing as well as Pacific girls - not currently the case.

We also need to be able to measure progress. To this end we hope to use the proposed Year Four tests, which will be standard to all schools, as a key indicator of improvement.

In the tertiary sector Pacific people are again not there in numbers relative to their population. In 2007 3.1percent were undertaking bachelors-level study, up from 2.5percent in 2001. Again there's a gender difference with women doing better. And Pacific students are more likely not to finish.

So given the fundamental importance of education, what else are we doing?

We're a small agency with a small budget (just under \$8 million in 2008/09). And there's an argument about how best we can be effective in education. Is this best framed as a Pacific issue, or as a mainstream issue? In line with the rationale outlined above - that New Zealand as a whole will benefit from a future Pacific workforce which is well-skilled and well-paid - **our view is that education is best approached as a whole-of-society issue.**

In this light we're planning to work with key agencies, with Pacific leaders and with other well-informed and thoughtful commentators on a two-part approach. Initially we want a discussion paper which dissects the issues and posits some fast-tracking approaches to lifting educational attainment for Pacific students. The next step is to take the thinking to what we're envisaging as a thought leaders dialogue, a high-level education summit. We hope you endorse our thinking, and look forward to further discussions on this all-important issue.

Meanwhile we've worked with the big education agencies - the Ministry, the Education Review Office, Career Services, New Zealand Qualifications Authority and the Tertiary Education Commission – to revitalise the Pasifika Education Plan. Launched in August this is designed to accelerate achievement. It sets a number and range of targets for Pacific students at all levels.

In the early years the plan stipulates 1000 extra Pacific Early Childhood places by 1 July 2010. However we're concerned that this doesn't capture population growth – so the participation rate

may drop further.

At school it targets a reduction in the number of Pacific school leavers with little or no formal attainment. In 2007 this was six percent of leavers – compared with 12 percent in 2006. Continuing to improve this means ensuring Pacific students spend more time at school, ie reducing stand-downs, suspensions, exclusions, expulsions, early leaving exemptions and truancy.

We also want more school leavers with tertiary entrance qualifications. One approach which we believe could be effective is increasing the number of Pacific teachers - providing more role models for Pacific students while also increasing schools' ability to understand the Pacific context of their pupils. We believe that recruiting, training and keeping more Pacific teachers will make a significant contribution to increasing Pacific achievement at school.

Beyond school the plan envisages increasing the percentage of Pacific peoples working for tertiary qualifications and reducing the number who drop out.

Outside the education sector our focus is on skills training and retraining for Pacific people.

We are under-represented in the trades sector - which reflects, at least in part, the desire of many immigrant parents to see their children become professionals. But clearly not every Pacific child can be a lawyer or a doctor so this year the Ministry initiated a Pacific component of the Modern Apprenticeship scheme. This is one of the key milestones in the PEAP.

Working with Industry Training Organisations, other government agencies, education providers, Pacific communities and Modern Apprentice Co-ordinators we are spending \$200,000 promoting the career opportunities arising from the Modern Apprenticeship scheme to Pacific students and their parents. Launched in October the scheme aims at a Pacific uptake of six percent.

Outside the education sector Pacific people are also the focus of some specific actions in the Unified New Zealand Skills Strategy, launched July 2008. A more detailed action plan to underpin the strategy, due next year, will include more specifics for Pacific workers.

We've already mentioned the benefit to the country of income convergence. We intend to monitor Pacific peoples' progress towards this using the age-adjusted national median wage as our measure.

Health, housing and wellbeing

Discrepancies between the health status of Pacific people and European New Zealanders are the basis of another interagency plan, the Joint Pacific Health Action Plan between our Ministry and the Ministry of Health. Again **the stats make it clear that action is vital.**

Pacific children are admitted to hospital more often. Rates are three times higher for asthma, 80 times higher for rheumatic fever, and three times higher for things that go wrong with teeth. They're more likely to be overweight and obese – which puts them at greater risk of chronic disease later – and twice as likely to have hearing problems.

Adults don't live as long as European New Zealanders, die more often from avoidable causes and have high and increasing rates of some chronic diseases, especially cardiovascular conditions, diabetes, stroke and respiratory diseases. For example three times as many Pacific people are diagnosed with diabetes (12.6 percent) as non-Pacific people (3.9 percent). Proportionately fewer get cancer, but those who do are more likely to die especially from lung, breast and cervical cancer. High blood pressure, high cholesterol and obesity are more common than for non-Pacific. And high and rising rates of smoking, poor diet and physical inactivity underpin many of the statistics.

Pacific people are also more likely to be admitted to hospital for conditions which could have been more easily treated had they seen a doctor earlier.

The joint health plan has several discrete areas of focus: for Pacific children fewer hospitalisations, less obesity, less respiratory disease. For adults the plan targets reductions in chronic diseases and deaths from cancers. We will be reporting progress against the current (2008) plan in December this year, and provide the next iteration, the 2009-2010 Joint Health Action Plan, to you and the Minister of Health in February 2009.

In time **we want to see Pacific people living as long as other New Zealanders, and having a comparable quality of life with less chronic disease and illness, fewer obese Pacific people, a steady reduction in smoking and greater use of quality healthcare when it's needed.**

We also want to see them living in good quality, healthy housing - arguably important for educational achievement as well as health status. There are benefits to having several generations living together, but they are offset when overcrowded and damp houses contribute to the spread of infectious diseases and the prevalence of respiratory conditions. And they can make homework tricky.

In 2006 Pacific people were the most likely of any group in the population to live in crowded houses - defined as those requiring at least one additional bedroom. The 2008 Social Report shows 42.6 percent of Pacific people likely to be living this way - but in Auckland and Manukau Cities it's round 50 percent. Overall it's improved since 1986 when the figure was more than 50 percent overall.

Housing affordability increased for Pacific people in the early part of this century, but has worsened since 2004. Nearly one in three Pacific households is spending 30 percent or more of income on housing.

Most (67 percent) rent rather than own - with ownership less than half that of the rest of the population. Of these 37 percent are in Housing New Zealand Corporation homes, and many more are waiting for one - 21 percent of those on waiting lists are Pacific. Again a young, low-income population explains much about the low rate of home ownership.

What are we doing?

As noted earlier we are looking at ways for families to pool resources so they can afford to buy a home.

As for other big social issues facing us we've joined forces with the big player, and are developing a Pacific Housing Strategy in conjunction with the Housing Corporation. A

discussion document developed in the first phase of this work captures the issues, and summarises initiatives to help and support New Zealanders into housing. Right now the Corporation is consulting on the next phase of the work, and aims to present a draft Strategy and Action Plan to key stakeholders in the first quarter of 2009. There's also a home ownership milestone in the Pacific Economic Action Plan - again the subject of work with the Corporation.

We're also involved in Auckland's Tamaki Transformation project, a community redesign which, as well as revitalising an area housing many Pacific families, may provide a model for other parts of the country.

Speaking the language and knowing who you are

Our Statement of Intent commits us to support, develop and value Pacific peoples' cultures and heritage. We believe Pacific art, music, languages and cultures help shape New Zealand as a strong Pacific nation and are valued by, and shared with, the nation as a whole.

We've recently launched Pacific Starmap, a role-modelling and mentoring website for aspiring Pacific dancers, musicians, writers, visual and other artists.

While this might seem like the soft stuff it has a harder economic edge. **We believe the Pacific "brand" is one which can help add value to New Zealand as a unique destination**, and look forward to incorporating this element in future events such as the 2011 Rugby World Cup.

We're also keen to ensure a Pacific presence in the Auckland waterfront redevelopment. We're mindful of Hawaii's Polynesian Cultural Centre, with discrete Pacific cultures featured in seven "villages", as one of the top-earning tourist attractions in that country.

Right now we're concentrating on one aspect of culture, and that's Pacific languages. As well as preserving Pacific culture, speaking the language is essential to take part in cultural practice, and to feel secure in cultural identity. **Strong cultural identity is important to strong families and communities** – one of the key outcomes we have identified for our work. Language is also important for promoting social connections and participation in social and economic life more generally. But many Pacific New Zealanders can't speak the first language of their ethnic group fluently.

There's plenty of evidence on the value of bilingualism. Close to 150 studies now confirm what was posited in the first, and still most important, work which showed bilingual children (in Montreal, Canada), performed better on both verbal and non-verbal tests of intelligence. But at worst some children fail to be fluent in either language.

Working with communities whose language was most at risk, the Ministry has developed innovative web-based language teaching tools to complement earlier static resources like placemats and flash cards. Cook Island Māori and Tokelauan *Mind Your Language* websites were launched in the latter half of this year, and that for the Niuean community re-launched. Community feedback has so far been extremely positive. And usage is encouraging. The Niue site – the most recent – had 36,485 hits as at 28 October, the Tokelau site 88,327 and the Cook Island site 357,132. We're now hoping to look at ways of assisting older Pacific people -

perhaps original immigrants - to share their cultural knowledge and practices with younger people.

Our intention is that the Mind Your Language initiatives will be starter projects for a broader Pacific Languages Strategy. This in turn will feed into broadcasting, training and education, and sit alongside other work to preserve and protect languages and culture, to promote them and to monitor other relevant policies and programmes.

Connection with cultural identity - who you are and where you come from - is important for all migrant groups, particularly during transition into a new society, which can take several generations.

We are working with the Ministry for Culture and Heritage to develop a Pacific Languages Strategy. We will be keen to discuss with you further the development of and commitment to this work.

Justice

While many New Zealanders associate Pacific people with sport and culture, others make a different and much less flattering association - crime.

Generally speaking Pacific peoples don't offend any more than European New Zealanders. They accounted for eight percent of total sentences imposed by the courts in 2006. One in three of those was traffic-related. But at the hard end, violence, family violence and sexual offending, they do. Yet there's a dearth of research, and of programmes and resources for Pacific sexual violence.

Pacific peoples are 10.5 percent of the total prison muster. That compares to 48.8 percent for Māori and 37.3 percent for European. Within the Pacific prison population the breakdown by ethnicity roughly follows that for the population at large: Samoans account for almost half (47.2 percent), Cook Island Māori 21.6 percent, Tongan 16.2 percent, Niuean 8.3 percent and Fijian 2.9 percent.

Nearly every second Pacific person in prison (47.5 percent) is there for violent crime, 28.5 percent for sexual offences and 14.1 percent for dishonesty.

Again this is a bigger problem than we can tackle on our own. We're working with the Ministry of Justice and other key agencies on a Pacific component of the multi-faceted Effective Interventions programme.

This incorporates a Pacific Corrections Strategy, Pacific Community Safety patrols, and a Justice Pacific Reference Group to advise government. We're also working with Pacific churches to assess what more they can do. In December this year the Pacific Programme of Action for Effective Interventions will be reviewed and updated for 2009.

We're also co-leading some work for the Sexual Violence Taskforce. We've completed a scoping report which looks at the provision of sexual violence services, and the prevention of sexual violence to Pacific. And we're contributing a Pacific perspective to the Family Violence Taskforce.

What we want, of course, is less offending generally and less sexual offending in particular, lower imprisonment rates, and better programmes and services for Pacific peoples, ideally from Pacific providers.

We could do more. With greater resources we could evaluate promising programmes and roll them out more widely, expand those that have already demonstrated their effectiveness and fund a sexual violence programme specifically for Pacific communities.

More focus and impetus in education and skills training will inevitably have an impact in this area. Again the fundamental importance of this cannot be over-stated.

Auckland - showcasing Pacific

Greater Auckland is, of course, the most visible showcase for Pacific life and culture in New Zealand. It already hosts Pacific-themed music awards and fashion awards, vibrant Pacific markets and many other manifestations of a culture which gives us a unique national identity, and an edge. And it's expected to host 62 percent of New Zealand's population growth between 2006 and 2031, a sizeable chunk of which will be Pacific.

Because of its importance to so much of our work we are developing an Auckland Strategy. We're compiling a stocktake of all significant central and local government projects in the region over the next three to five years, talking to agencies, and looking for the key opportunities and points of leverage.

Its size, speed of growth and attractiveness as a place to live present a range of challenges and our Auckland office, based in Manukau City, has a focus on many of them. However the Auckland office's brief also takes in Northland, Waikato, Bay of Plenty and Gisborne.

In Auckland we're working closely with the government Urban Economic Development Office (GUEDO), territorial local authorities, district health boards, government and non-government organisations including churches on some flagship projects.

Among them is the Tamaki Transformation Project, a bold and innovative urban renewal project within Auckland City covering Glen Innes, Panmure and Point England. It's an area characterised by 55 percent state housing, much of which has reached its best-by date. This presents an opportunity for change. Pacific peoples are 45 percent of the local population so we're working with the community, with the Housing New Zealand Corporation and with other government and territorial agencies on a 20-year plan to realise a thriving mixed community which celebrates its cultural diversity. A business case is due to be presented to government early 2009.

Within Auckland city Pacific people are 36 percent of Housing New Zealand tenants. Yet by and large the city and its amenities are geared more to single and childless residents, and small families. Pacific people tend to travel in from other parts of Auckland for work, study and so on, rather than live there.

Manukau City, in contrast, is the Pacific home away from home. Slightly more than a quarter of its population is Pacific, Samoan is the second most spoken language, manufacturing industries provide work, churches abound and it is instantly identifiable as a Pacific city.

We're currently updating a Memorandum of Understanding with the Manukau City Council, with whom we have a close working relationship. This will help us to give you effective policy advice, develop responsive and effective services and support for Pacific people, and look at how best to evaluate policies and programmes which affect them.

We're also part of a steering group with the council, the Ministry of Education and others planning new ECE services in the area. We want to ensure that their situation, programmes, language choices and so on fit Pacific needs.

In North Shore City Pacific people make up three percent of the population. Many of these are white-collar workers, and a higher proportion of them than elsewhere in Auckland own their own homes.

It's an area which provides an interesting glimpse of the future: the North Shore has proportionately more retirees than elsewhere in the country. There are over 4000 people in this group – only 150 of them Pacific. The rest of the Pacific population, younger, are helping support them.

Waitakere City has some 27,000 Pacific people, and little in the way of manufacturing or industrial work. That means commuting for most of the working-age population. Getting people to and from their home in Waitakere and Auckland and Manukau cities is a subset of Auckland's transport and access issues.

We've also got a part to play in planning for the 2011 Rugby World Cup. Given Auckland's status as the region's largest Pacific city we want to identify and work the economic and social opportunities this provides. This is a prime opportunity for a strong Pacific brand to work to the nation's advantage.

Auckland staff monitor the work of the Pacific Business Trust, and are involved in many areas of social policy and planning, increasingly in partnerships between government agencies and the Pacific community. Facilitating these working relationships, and continuing a presence, is the basis of much of our regional work.

Given the demographics many of these relationships have a child and youth focus – such as Family Start, an intensive home-based support service for families with high needs to ensure the best possible start for their children. It's a subset of Strengthening Families, and our key role is on the funding panel which selects appropriate providers. We're also working on SKIP, a Ministry of Social Development initiative, the Auckland Pacific Youth Development Strategy and a raft of other programmes and policies.

We focus on youth violence through our membership of the Auckland Youth Support Network and we have contributed to piloting a Pacific Community Safety Patrol in central-west Auckland where youth gangs are an issue

We're also committed to a Pacific focus on healthy lifestyles, working in particular with the Counties Manukau District Health Board and with churches.

New Zealand as a Pacific nation: the future

It's undeniable that the New Zealand of the future will be more visibly Pacific. We believe that's a plus. Pacific people are already raising their game – economically, socially, culturally and politically. We can build on this.

Historically our focus has been on working to better the lot of Pacific peoples in New Zealand. In recent years we have been joined in this by many other agencies, signed up to reducing disparities between Pacific and Māori and “other” New Zealanders and hence lifting our national average.

It seems timely to consider the merits of a similar whole-of-government approach to our work with Pacific people in the Pacific region.

Pacific people in Samoa, Tonga, Niue, the Cook Islands, Tokelau and elsewhere are not only important trading and strategic partners, but our neighbours and kin. With Niue, the Cook Islands and Tokelau we have special constitutional arrangements, and with Samoa a Treaty of Friendship. Overall New Zealand and Pacific countries have a unique mix of history, proximity, constitutional ties, community ties and longstanding diplomatic and defence links underpinning what is generally recognised as a special relationship.

This Ministry is well-placed to play a pivotal part in building on that relationship, using our unique Pacific relationships, knowledge and perspective, to bring to the table some broader, people-centred perspectives on some of the challenges confronting the region.

The challenges are myriad, ranging from the difficulties of building a cohesive regional voice to issues of governance, education, health and economic development in specific countries. Our view, as argued in a submission to the Foreign Affairs, Defence and Trade Select Committee in April this year, is that we can build on cultural and identity links to recognise, extend and strengthen relationships and hence tackle some specifics.

We see a case for building on the small, essentially private trade between Pacific families and communities here and their Island families to benefit the economies of both. We see merit in considering the Pacific region in broader workforce development strategies. We believe we can apply some of our thinking to governance issues, and to education, youth development and leadership issues. We can add value to working with Pacific people on sustainable development. **Overall we believe that broadening our mandate so we are at the table on Pacific issues will enhance New Zealand's role in the region, and in particular our relationships with Pacific Forum countries.**

We believe Pacific people both in New Zealand and in the broader Pacific region aspire to success, just as we do on their behalf. With mutual goodwill and respect, the right policies and programmes and a shared belief in a promising future we can help build a more prosperous, dynamic and stable Pacific.

Your Ministry – the Ministry of Pacific Island Affairs

We are a small committed agency, focused on both our own work and, increasingly, that which we do with other government agencies to realize our vision of **successful Pacific peoples**. All of our work is designed to enable, foster and encourage this.

In the past year we've changed significantly, as we move from being generalists to a more focused organization. This was initiated by a State Services Commission review in 2006, which led to a Cabinet mandate for change.

Following his appointment as CEO in June 2007 Dr Colin Tukuitonga has overseen a restructure into two directorates - policy and monitoring, and communications and relationships; recruited new staff, built new capacity and instituted new ways of working. We've streamlined staffing, down from 57 to 47, and costs, selling our fleet of nine vehicles. Our new structure and focus reflects feedback in 2007/2008 from Pacific communities, State Sector chief executives, churches, academics, and our own staff, gathered as we reviewed our objectives, our composition, and our performance.

We also have a small Corporate Services directorate which houses our ministerial servicing functions as well as managing our financial, human resource and other infrastructure. We have an Auckland regional office (eight staff) and a Christchurch office (five staff) but most of us are Wellington-based. And we've built a modest, in-house research capability. We also maintain a nominations service, putting forward for relevant state sector boards appropriately qualified Pacific people.

To facilitate dialogue with Pacific people we have administered nine community reference groups, set up as part of a government commitment to Pacific capacity building. The groups were set up as a resource for all government agencies, many of which now have in-house Pacific expertise. Their role and function is currently under review. We also administer on your behalf a 13-member Ministerial Advisory Council.

Having restructured we are now consolidating.

Overall we believe that we can best add value for Pacific people by positioning ourselves as a knowledge organization. Building first our knowledge and next the reputation for having it up-to-date, relevant and easily accessible will enhance our policy advice to you. It will also strengthen our working relationships with other government agencies with the overall mandate for key sectors, a directive to take account of Pacific people, and greater resources to apply to the work.

As one small step in this direction we made a successful bid in 2007 to the Department of Labour-administered Migrant Levy and ESOL Contestable Fund. With the \$113,000 secured we have commissioned research into the way NZ Pacific communities assist new Pacific migrants. The study will contribute to improving government agencies' policies and practices for new migrants and hence lead to better settlement outcomes, and add to Pacific nations' understanding of support services to Pacific migrants in New Zealand.

We hope to commission and undertake more research. Cabinet has formerly invited us to apply for a baseline increase of \$600,000 in the 2009/2010 Budget to fund research. We hope to pursue this, and look forward to an early opportunity for discussion with you on this issue.

The greatest challenge for the new-look Ministry is that of narrowing in on the 'vital few' issues which will make the greatest difference. Critical to this is the recently-produced Outcomes Framework, (summary attached), a structure for helping think about what matters most to improve the wellbeing of Pacific peoples in New Zealand, how actions and outcomes are inter-linked, and suggesting key points of leverage for broader government activity.

The Outcomes Framework identifies two areas as fundamental to future success: Pacific families' and communities' strength, and improving the earning potential of Pacific individuals, households and communities.

Priority areas for us, to support these outcomes, are education and skills training, a Pacific language strategy, and building community participation. As we refine our focus and hence our work programme we will also be working with other government agencies to ensure they are positioned to brief you on the direction and implications of their work for Pacific people in New Zealand.

We are currently working on a range of policies and programmes in pursuit of Pacific peoples' success. Many of these are documented in two foundation documents: the 2007 *Pacific Economic Action Plan* and the companion *Pacific Women's Economic Development Plan*. These provide a framework, goals and specific actions (milestones) to facilitate economic development for Pacific people. Both are due to be reviewed over the next six months to align with the Outcomes Framework.

Important to our economic objectives is the stand-alone Pacific Business Trust, funded from our vote and effectively our business development arm. The current purchase agreement with the trust commits it to implementing specific business development milestones in the Ministry's two economic development plans.

In key social policy areas we are working collaboratively with other agencies. With the Ministry of Health we have a joint Health Action Plan, signed off July 2008. Work on the next two-year iteration is underway. We collaborated with the Ministry of Education on the accelerated Pasifika Education Plan for 2008-2012. We are closely involved in developing a Pacific Peoples' Housing Strategy with the Housing New Zealand Corporation. We co-lead the Pacific component of Effective Interventions, the Ministry of Justice-led strategy to slow the growth of

the prison population by addressing the precursors of crime. In particular we are working with the Ministry of Social Development and other agencies on family violence and sexual violence.

The Outcomes Framework may lead to some review of the priorities within all these plans.

In a separate piece of work we have identified the issues most likely to challenge the Ministry in the immediate future, done some thinking about how best to deal with them and are drafting a strategic plan. We expect to complete this in December.

A key piece of work in the past has been the Annual Aggregate Report which brings together information from key government agencies comparing outcomes for Pacific people and other New Zealanders. Following Cabinet approval to refocus this we are working on a paper outlining a new framework, to be known as the Pacific report.

We keep a watching brief on the Recognised Seasonal Employer (RSE) scheme, a Department of Labour programme which brings Pacific people to New Zealand to work in the horticulture and viticulture industries at harvest time

In-house our systems and processes are being updated as we embark on a business improvement programme. This will underpin our move to best practices, and provide the foundations for the professional knowledge-based organization we aspire to be. We are investing in our financial, human resource, information management and other necessary infrastructure.

Where possible and practicable we are pursuing with other agencies a shared services approach which will minimize our costs while giving us access to a wider range of expertise and backup.

Above all we intend to invest in our staff, through ongoing professional training and development. Our staff reflect the diversity of Pacific people in New Zealand. We are a mix of Māori, Niuean, Samoan, Tongan, Tokelauan, Fijian, Cook Island, Australian, and European New Zealanders.

Our vote from government for 2008/2009 is \$7.95 million. This includes funding for the Pacific Business Trust of \$1.4 million (GST inclusive) this financial year.

Entities for which you have Ministerial responsibility

The Minister's Advisory Council.

This was established in 1984 to advise the Minister of Pacific Island Affairs on matters and issues relating to the social, cultural and economic welfare of Pacific peoples in New Zealand; and to assist in the dissemination of information to and from Pacific communities.

There are 13 members, appointed for a three-year term. All terms expire in December 2010.

The Pacific Business Trust.

This is both a Crown Entity, administered by the Ministry of Pacific Island Affairs, and a Charitable Trust established in 1985 under the Charitable Trusts Act 1957. It is governed by a Board of Trustees, appointed by the Minister, responsible for governance and strategic direction, the determination of business objectives, funding and performance policies, and ensuring that management is accountable for implementing PBT mission and policies.

The current Board of the PBT comprises seven members. The term of six of these members will expire in December 2009. The remaining member will expire in December of 2010.

The Pacific Women's Economic Development Plan Board

The Pacific Women's Economic Development Plan is overseen by a Pacific Women's Economic Development Advisory Board and reports directly to the Minister of Pacific Island Affairs and the Minister of Economic Development. Four members were appointed in August 2007 for a three year term.

Appendix One – Suggested second tier briefings

We are preparing briefings for you on the following topics:

Outcomes and Monitoring

- The Pacific Outcomes Framework and the Pacific Report
- Research Capability for the Ministry

Social Policy

- Education
- Housing
- Immigration
- Financial Literacy (NZ-Pacific Financial Capability Programme)
- Justice

Economic Development

- Economic Development
- Regional overviews for Auckland, the South Island

Cultural Development

- Pacific Languages Strategy

Appendix Two – An outcomes Framework for Pacific People

Background

1. This document summarises the work the Ministry of Pacific Island Affairs has carried out to develop an outcomes framework relating to the wellbeing of Pacific peoples in New Zealand.
2. The Ministry is seeking to add more value to cross-government activities though playing a critical linking and strategic role. This means ensuring that strategy and policy in key areas are seen in the context of a broad framework that spans individual areas of focus, so that a holistic view is taken on points of influence and actions that will make a difference.
3. A range of detailed Pacific frameworks have been developed in discrete areas of government activity, including education and health. However, to date there has been no 'whole of system' framework to support thinking about priorities for Pacific peoples' development, and monitoring of progress.
4. Creating a more integrated view on outcomes will enable:
 - progress over time to be tracked consistently and coherently across the range of Pacific outcomes that government is invested in, and
 - more systematic analysis of findings from monitoring activities, and more transparent, whole-of-system discussion about the best points of leverage for government and other stakeholders. Ultimately we hope that this will lead to sharper strategy and policy development.
5. Within this context, the framework aims to serve three primary objectives:
 - Strategy and policy development
 - Monitoring and reporting progress on key indicators
 - Influencing and communicating with government and community stakeholders
6. The framework was developed in a collaborative process which included a series of workshops to identify key outcomes and indicators, and the connections between them. Outcomes and indicators in specific areas were also informed by discussions with individuals from key agencies, academics and experts.

The outcomes model

7. The framework describes two core outcome areas, and three enabling outcome areas, that are particularly important for the wellbeing of Pacific people in New Zealand:

Core outcome areas

- a) Income and living standards
- b) Family and community strength

Enabling outcome areas

- c) Health
 - d) Education and skills
 - e) Employment and business
8. We considered categorising outcomes into economic, social and cultural dimensions, but found these distinctions to be artificial in the sense that many of the outcomes are linked to each other in an interdependent and circular way. For example, higher income is a key factor in economic and social outcome areas; health and education drive outcomes in both areas, and so on. For this reason, we have chosen to focus on the five outcome areas above without pigeon-holing them into economic, social or cultural groupings.
 9. There are strong and important connections across all these outcome areas. This is reflected in the high level model below, and in the commentary throughout this document.
 10. The diagram below represents the high level model used in the framework to describe the key outcome areas that collectively influence wellbeing for Pacific peoples and how these areas influence each other. The model reflects a simplified version of a complex reality. The circularity of the model shows that there are no 'end outcomes' as such – instead there are strong feedback effects across the outcome areas that drive overall improvement (or decline).

