



An outcomes framework for Pacific peoples in New Zealand

20 November 2008

Report for the Ministry of Pacific Island Affairs

Richard Tait

MARTIN^IJENKINS

Preface

This report has been prepared for the Ministry of Pacific Island Affairs by Richard Tait from Martin, Jenkins & Associates Limited (MartinJenkins), with input from Natalie Froese, and in collaboration with a project team made up of senior staff from the Ministry of Pacific Island Affairs, and Alastair Bisley from the Institute of Policy Studies.

MartinJenkins is a New Zealand based consulting firm providing strategic management support to clients in the public, private and not-for-profit sectors.

Our over-riding goal is to build the management capability of the organisations we work with. We do this by providing strategic advice and practical support for implementation in the areas of:

- organisational strategy, design and change
- public policy and issues management
- evaluation and research
- financial and economic analysis
- human resource management

MartinJenkins was established in 1993, and is privately owned and directed by Doug Martin, Kevin Jenkins, Michael Mills and Nick Davis.

Contents

Introduction	3
Summary	6
Context	16
Outcome areas	24
Questions for further exploration	45
References	47

Introduction

Purpose

- 1 This document sets out an outcomes framework relating to the wellbeing of Pacific peoples in New Zealand.
- 2 The Ministry of Pacific Island Affairs (the Ministry) is seeking to add more value to cross-government activities through playing a critical linking and strategic role across the range of Pacific issues. This means providing a broader context for policy actions, in which they are more likely to be measured and to reinforce one another and less likely to have unintended consequences,
- 3 Other 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,
 - development of more focused research about Pacific issues; and
 - more systematic analysis of findings from research and monitoring activities, and more transparent, whole-of-system discussion about the best points of leverage for government and other stakeholders. We expect that this will lead to sharper strategy and policy development.

Objectives

- 5 Within this context, the framework aims to serve three primary objectives:

Strategy and policy development

- provide a whole-of-government view of outcomes for Pacific people
- provide a structure for the Ministry to sharpen judgements about its own priorities
- inform the Ministry's view on broader government strategy relating to Pacific peoples' development
- inform the Ministry's views about how it can most effectively add value to work by other agencies
- contribute to a sharper ongoing conversation across government about the best areas to focus effort (including knowledge building activities)

- inform areas of research and evaluation to improve focus and emphasis

Monitoring and reporting progress on key indicators

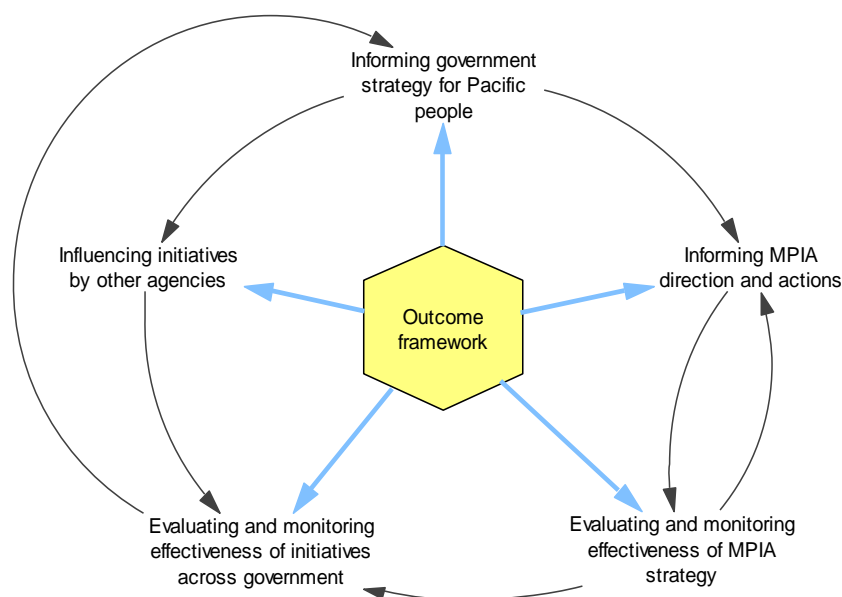
- provide a structure for testing initiatives carried out by different agencies against an evolving view on the best points of influence, and indicators of progress over time
- enable better analysis of monitoring findings, leading to more informed conversations and judgements about priorities for action, within the Ministry and across government

Key monitoring questions informed by the framework include:

- What are the goals that have been set in the key outcome areas?
- Do we have data that enables us to monitor progress towards our goals?
- Are we making progress towards our goals, and at what rate?
- What does this tell us about where we should be focusing our efforts, or about questions that we need to examine to better understand how to influence change?

Influencing and communicating with government and community stakeholders

- improve the Ministry's ability to work with other agencies to develop and implement initiatives that are focused in the most effective areas
- provide a vehicle for ongoing learning of individual agencies to be reflected in a 'whole of system' framework, and
- enable the Ministry, and government more generally, to communicate a more coherent and integrated strategy for cross-government efforts to staff, Ministers and community stakeholders.



Scope

- 6 Socio-economic systems are highly complex, and in many areas the causal connections between factors in the system are not well-understood. We have attempted to manage this by identifying key outcome areas and well-understood linkages, while recognising that the state of knowledge is still limited in some areas.
- 7 As a result, the framework is the first iteration of a tool to enhance learning and decision-making, not an attempt to perfectly capture the system in all its complexity. In some areas, suitable outcomes and indicators are still being developed. We are aiming to create an initial shared view that can be improved on over time, as the state of knowledge improves about Pacific issues and how best to influence them. This means that the framework will be dynamic.
- 8 The framework aims to:
- a) **concentrate on the outcomes that matter.** It focuses on the outcomes that government can have a reasonable degree of influence over, and raises awareness of factors that are important in shaping outcomes but are less able to be influenced directly.
 - b) **describe the connections between outcomes.** Complex systems do not behave in a neat, linear fashion. We have attempted to capture the key feedback loops and associations across outcomes, based on current understanding, to improve focus on which influences are most important.
 - c) **include tangible, measurable indicators of change over time** for the outcomes and factors that matter. Ideally, outcomes should be defined in terms that are easily understood and are capable of measurement. Current data may not yet support actual measurement in relation to some of these indicators.
 - d) **provide a better platform** for departmental contributions to be reported, assessed and influenced. The framework is not intended to supplant specific agency frameworks, but will fill a current gap by integrating and building on these different frameworks.

Approach

- 9 The framework was developed in a collaborative process led by MartinJenkins in collaboration with a team of advisors from the Ministry, and Alastair Bisley from Victoria University's Institute of Policy Studies. The team participated in 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 government agencies. Aspects of the framework were also informed by discussions with NZIER and the Institute of Policy Studies.

Summary

How is the framework set out?

- 10 The outcomes framework is a structure for helping people to think about what matters most to improve the wellbeing of Pacific people in New Zealand, the key points of leverage for government to pursue, and to assess progress more systematically.
- 11 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

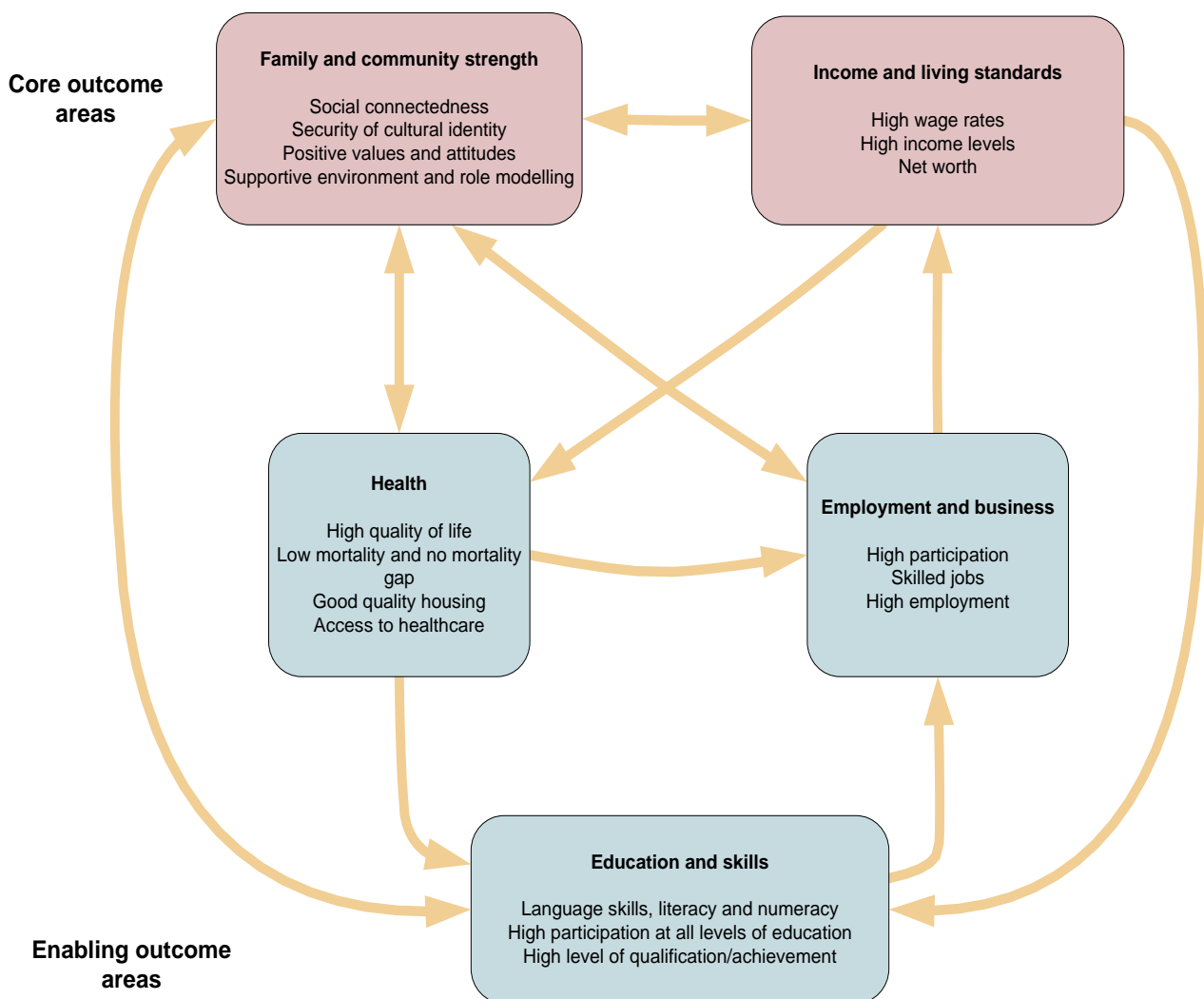
Enabling outcome areas

- c) Health
 - d) Education and skills
 - e) Employment and business
- 12 We began by 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 two core and three enabling outcome areas above without pigeon-holing them into economic, social or cultural groupings.
- 13 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.

The outcomes model

- 14 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).

- 15 The model does not show the specific outcomes that will be measured – these are described later in this summary section along with indicator measures. More detailed causal loop diagrams for each outcome area are also set out later in this report. These provide a more in-depth view of the important influencing factors within each outcome area, and should be read alongside the accompanying commentary.
- 16 In setting out the high level model, and the more detailed models later in the report, we have aimed to create a platform for conversation and ongoing learning about:
- the different points in the system at which government and communities can potentially intervene to improve outcomes
 - how the different activities of government come together across agencies to improve high level outcomes.



Core outcome areas

Income and living standards

- 17 The Ministry's Statement of Intent for 2008-2011 describes the overarching economic outcome for Pacific peoples as "Pacific peoples participate fully in New Zealand's economy."
- 18 Strong participation of Pacific peoples in New Zealand's economy not only improves the prosperity of individual Pacific families and communities, but contributes to the country's overall economic prosperity. Improvements in the skills and productivity of Pacific people enhance New Zealand's growth, and reduce the fiscal burden of welfare dependency.
- 19 The Social Report 2007 defines the desired outcomes in relation to economic standards of living as
- "New Zealand is a prosperous society, reflecting the value of both paid and unpaid work. Everybody has access to an adequate income and decent, affordable housing that meets their needs. With an adequate standard of living, people are well-placed to participate fully in society and exercise choice about how to live their lives."¹
- 20 Higher incomes and earning potential for Pacific peoples are critical economic and social enablers, including through supporting:
- greater choice about the use of income, including improving a household's ability to contribute to community social priorities, and/or increasing individual/community net worth
 - a better standard of living, including housing that is of a higher quality
 - better access to healthcare and education, including a better standard of education.
- 21 In the project team's discussion of this outcome area, it was noted that for many Pacific people high individual net worth may not be an end in itself. Financial priorities for many Pacific people centre around maintaining relationships, meeting immediate family needs, donations to the church, and contributions to immediate and extended family. Having a higher income may be seen as a way of improving the ability to distribute more wealth through the family and community. These actions may be regarded as a form of savings and investment – for the community good, and for the individual (through reciprocity later in life).

¹ Social Report, p 54.

Outcomes	Possible indicators ²
<i>Pacific peoples have higher economic living standards</i>	<ul style="list-style-type: none"> • Degree of hardship and severe hardship • Poverty measures • Number of people living in more deprived localities
<i>Net worth for Pacific people converges with net worth for other New Zealanders</i>	<ul style="list-style-type: none"> • Savings rates (if suitable data available) • Debt levels (if suitable data available) • Home ownership levels • Numbers receiving incomes from investment
<i>Pacific peoples' incomes converge with overall NZ incomes after adjusting for age differences</i>	<ul style="list-style-type: none"> • Annual median income (total and age-specific rates) • Income distribution (age-specific rates) • Median household income
<i>Pacific peoples' median wages converge with the national median after adjusting for age differences</i>	<ul style="list-style-type: none"> • Median annual per capita income from wages • Median hourly rates
<i>Pacific people live in good quality, healthy housing</i>	<ul style="list-style-type: none"> • Level of home ownership • Proportion of state housing tenants who are Pacific, and distribution of 'needs' assessment (e.g. medium to moderate) • Number needing an extra room • Proportion of income spent on housing • Take up of accommodation supplement

² Indicators referred to in this part of the document are still under development by Ministry staff in conjunction with Statistics New Zealand. Accordingly, some of the possible indicators referred to may not end up being used in practice. Most indicators will be used to compare trends over time against the national population. Some indicators will be disaggregated into gender, age, or ethnicity where this is material for understanding outcomes for different population sub-groups.

Family and community strength

- 22 The Ministry's SOI notes that healthy, strong families are the basis for successful Pacific communities where individuals can grow and develop. The project team considered that there is an important outcome area reflected in the notion of 'Pacific family and community strength'. This outcome area incorporates the different factors that contribute to a strong foundation for Pacific people, in which the family and community norms, institutions and practices provide a supportive setting for developing and maintaining these foundations. Factors that embody family and community strength include social connectedness, positive values and behaviours ('positive' life skills), positive role modelling, security of cultural identity.
- 23 Opportunities were identified for a stronger focus on community development, both as an enabler of stronger families and communities, but also as a specific lever in certain areas such as engagement with the education system (e.g. participation on boards of trustees).

Outcomes	Possible indicators
<i>Pacific families and communities are well connected</i>	<ul style="list-style-type: none"> • Telephone and internet access in the home (access to telecommunications systems) • Regular contact with family/friends • Trust in others • Loneliness • Contact between young people and their parents
<i>Pacific peoples are secure in their identity and are able to participate fully within New Zealand society</i>	<ul style="list-style-type: none"> • Migrant settlement outcome indicators • Participation in leadership (business, public sector etc), and community (including schools) • Voting in national and local body elections • Ethnic mobility
<i>Pacific peoples are proud of their cultures and are able to practice their culture freely</i>	<ul style="list-style-type: none"> • Proportion of Pacific people who speak their native Pacific language • Religious affiliation
<i>A significant reduction in violent offending including domestic violence</i>	<ul style="list-style-type: none"> • Convictions (by type) • Proportion of prison population that are Pacific, including by type of offence, length of sentence
<i>Pacific families are a supportive environment for raising children</i>	<ul style="list-style-type: none"> • Age specific birth rates • Youth suicide rates

Enabling outcome areas

Education and skills

- 24 Education and skills development are arguably the most important enablers of better self-sustaining economic outcomes for Pacific peoples. They support higher levels of literacy, raise skill levels, lead to higher qualifications that are focused in the right areas, and support career progression. All of these factors lead to higher incomes, through effective participation in the labour market and business enterprises. At this point, the virtuous cycle can accelerate over time.
- 25 NZIER (2007) notes the connection between net worth and education: “Increases in net worth enable larger investments in education (such as private schooling, after-school tutoring, and tertiary education). Hence, some of the poorer educational achievement of Pacific children might be linked back to both the low starting level of wealth assumed for overseas born Pacific people in New Zealand, and its slow build-up due the relatively low incomes and savings. The student loan scheme should help to overcome such disadvantages post-school. While state schooling is ‘free’ in New Zealand, having equity would give parents greater opportunity to improve educational outcomes of their children (by paying for tutoring or renting or buying homes closer to better quality schools).”
- 26 NZIER also note that the gap in wages and net worth between Pacific people and other New Zealanders may be eliminated over time, as a natural result of:
- the integration of migrants into the New Zealand economy
 - a demographic transition of the Pacific population
 - the growing size of New Zealand born and educated Pacific people relative to migrant flows from the Pacific.
- 27 English language proficiency is a foundation for good education and employment outcomes. It is particularly important for migrants from non-English speaking backgrounds, and the subsequent generation who are brought up and schooled in New Zealand (NZIER, 2007). Together with improved migrant settlement, improving language skills presents a valuable way to accelerate the convergence of Pacific economic outcomes with the general population. In this connection, proficiency in Pacific languages is also important: there is now general acceptance that fluency in one language assists with the learning of another, and that bilingualism is associated with improved cognitive skills.

Outcomes	Possible indicators
<p>Early childhood <i>High level of Pacific children's participation in quality ECE</i></p>	<ul style="list-style-type: none"> • Pacific participation rate for ECE • Quality measure?
<p>Compulsory <i>Literacy and numeracy achievement for Pacific children mirrors the national patterns of achievement</i></p>	<ul style="list-style-type: none"> • Literacy and numeracy indicators, including English and Pacific language skills
<p><i>Pacific students have high levels of participation in schooling</i></p>	<ul style="list-style-type: none"> • Truancy rates • Participation rates at different years
<p><i>Pacific students are leaving school with higher qualifications</i></p>	<ul style="list-style-type: none"> • Level of attainment compared to national distribution of results • Highest secondary school qualification
<p><i>Pacific families and communities are influencing the direction and quality of local schools</i></p>	<ul style="list-style-type: none"> • Level of participation in school governance
<p>Tertiary <i>More Pacific people participating in tertiary education and training</i></p>	<ul style="list-style-type: none"> • Pacific tertiary and post-school training enrolments as percentage of Pacific population, compared to other population groups • Pacific students as a percentage of the total student population
<p><i>More Pacific people achieving higher level tertiary qualifications</i></p>	<ul style="list-style-type: none"> • Levels of qualification received • Highest qualification received
<p><i>More Pacific people acquiring specialist skills that are key to NZ's economic growth</i></p>	<ul style="list-style-type: none"> • Breakdown of graduations by high level subject area • Participation in technical programmes (e.g. Modern Apprenticeships), including by industry • Field of tertiary study
<p>Upskilling and reskilling <i>Pacific people can access opportunities to upskill themselves throughout their careers</i></p>	<ul style="list-style-type: none"> • Participation in tertiary study by age
<p><i>Pacific people can access opportunities to re-skill themselves in new areas of importance to the New Zealand economy</i></p>	<ul style="list-style-type: none"> • Field of tertiary study by age

Employment and business ownership

- 28 Employment outcomes are important because employment is the primary driver of income levels for Pacific people in New Zealand. Around 80% of their income is derived from wages and salaries, 17% from government transfers, and only 3% from self-employment.
- 29 Pacific incomes lag behind the rest of New Zealand. Convergence is occurring but it is too slow. The focus should be on increasing the speed of this convergence, including through both employment-based outcomes and through increasing levels of successful entrepreneurship.

Outcomes	Possible indicators
<i>Pacific peoples have workforce participation rates that equal national rates</i>	<ul style="list-style-type: none"> • Participation rates • Level of unpaid work and type
<i>Pacific peoples' employment rates converge with the national rate</i>	<ul style="list-style-type: none"> • Unemployment rate for Pacific people • Benefit receipts over time, including short vs long term unemployment rates, DPB and health benefits
<i>Higher proportion of Pacific people in highly skilled jobs</i>	<ul style="list-style-type: none"> • Employment by industry (Pacific vs total population) and occupation
<i>Pacific people earn the same wages as non-Pacific people with the same qualifications and experience</i>	<ul style="list-style-type: none"> • Highest qualification by income
<i>More Pacific people develop successful business enterprises</i>	<ul style="list-style-type: none"> • Sources of income by ethnicity • Proportion of Pacific people receiving incomes from self-employment • Success of Pacific business may not be measurable due to definitional issues and/or lack of data

Health

- 30 Good health has two core dimensions: how long people live and the quality of their lives. As well as living long lives, people want to be free from the pain, suffering and disability that result from injury or illness.³ Beyond the desire for good health as an end in itself, adverse health outcomes impact on social and economic outcomes.
- 31 The Ministry of Health’s Pacific website notes that Pacific peoples experience poorer health outcomes than other New Zealanders across a number of health and disability indicators. They exhibit a lower life expectancy than other ethnic groups excluding Maori, and social and economic factors are known to contribute significantly to their relatively poorer health status. In short, Pacific people die younger and have higher rates of chronic diseases.
- 32 Adverse health outcomes impact on income and living standards in four main ways:
- lower participation in employment and education by the person suffering from illness
 - lower participation in employment and education by family members who are caring for the sick (in the family or community)
 - lower participation in ongoing education and upskilling by those who need to to work to meet direct and indirect health costs of family or community members
 - increased direct expenditure on health-related costs.

Outcomes	Possible indicators
<i>There are no disparities in mortality between Pacific people and the general population</i>	<ul style="list-style-type: none"> • Life expectancy • Age specific mortality rates • Infant mortality
<i>There are no disparities in quality of life as a result of illness between Pacific people and the general population</i>	<ul style="list-style-type: none"> • Sickness and invalids benefit receipts • Hospitalisation rates for children • Immunisation take up
<i>Pacific people have a low prevalence of chronic disease and illness</i>	<ul style="list-style-type: none"> • Prevalence of chronic disease and illness (and compared to other population groups), including diabetes, cardiovascular, cancer, respiratory (by age), infectious diseases • Risk factors for cardiovascular disease
<i>Prevalence of smoking amongst Pacific people converges with the national level and reduces steadily over time</i>	<ul style="list-style-type: none"> • Smoking prevalence

³ Social Report 2007.

<i>The prevalence of obesity amongst Pacific people converges with the national level and reduces steadily over time</i>	<ul style="list-style-type: none"> • Obesity prevalence • Diagnosed diabetes • Rates of cardiovascular disease
<i>Pacific people are able to, and choose to, access quality healthcare</i>	<ul style="list-style-type: none"> • PHO registrations by ethnicity • Consultation rates by ethnicity

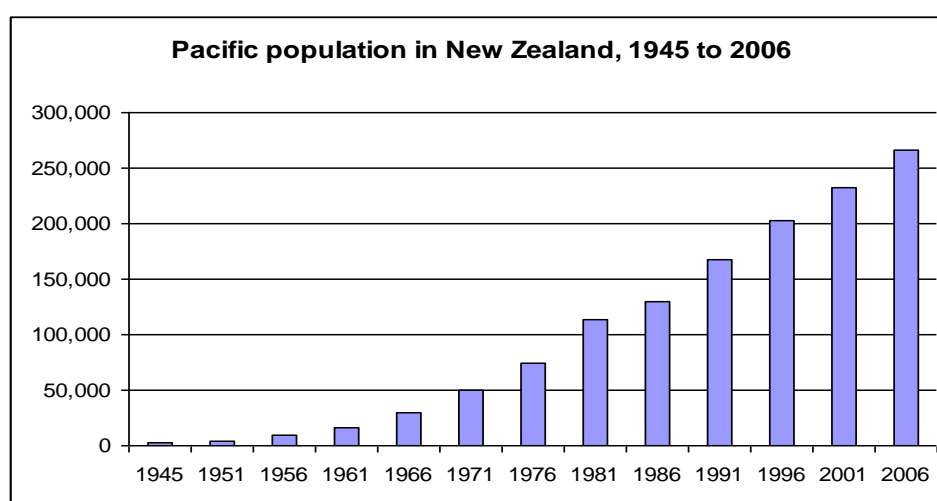
A note about cultural outcomes

- 33 The Ministry’s Statement of intent describes the desired overarching cultural outcome as “Pacific peoples’ cultures and heritage are supported, developed and valued.”
- 34 The SOI also notes that “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.”
- 35 The project team considered the extent to which cultural outcomes could realistically be considered independently of the other outcome areas described above. Several outcomes, such as Pacific language retention, practice of culture, and security of identity, were considered to be strong enablers of other outcome areas. An example is the benefit of bilingualism in improving educational outcomes.
- 36 The particular aspect of cultural outcomes that was seen to be an ‘end in itself’, was in the contribution of Pacific culture – language, practices, arts, music – to a richer, more diverse New Zealand society.
- 37 This diversity may have several advantages:
- strengthening of the Pacific identity adds to New Zealand’s unique points of difference, and can become a source of competitive advantage in tourism, and the production of goods and services that are valued overseas
 - understanding of Pacific cultures and practices strengthens New Zealand’s ability to engage in the Asia-Pacific region at economic and political levels.
- 38 The group also noted that culture is a highly dynamic concept which is the ongoing product of complex social factors. Defining (and measuring) cultural ‘outcomes’ in any normative sense is therefore difficult..
- 39 Specific ‘cultural outcomes’ are built into the outcome areas described above.

Context

New Zealand's Pacific people: a dynamic and diverse group⁴

- 40 The Pacific population in New Zealand will produce an increasing portion of the nation's births, its student body, workforce, taxpayer base, political electorate and consumers of both public and private goods and services. It will also form an increasingly significant element of urban New Zealand. By 2026, it is projected that Pacific peoples will be 10% (480,000) of the population, compared to 6.5% in 2001.⁵



Source: Statistics New Zealand

- 41 The Pacific community in New Zealand has diverse origins. Its representatives here come directly or indirectly from a wide range of Pacific countries.
- 42 Migration to New Zealand from the Pacific has been significant since the 1950s, when New Zealand governments began to seek migrants to meet the needs of import substitution and service industries. The flow of people has not always been constant, and the significance of different source countries has changed from time to time. But over the five years to 2006, permanent and long-term arrivals from the Pacific were at record levels.
- 43 More than 60% of New Zealanders who define themselves as part of the Pacific community were born in New Zealand and are growing up here. Pacific people here have high rates of intermarriage with other New Zealanders – including Pakeha and Maori – bringing together genes, cultures and resources. There is nothing static about these groups; Pacific communities are changing, redefining themselves and being renewed through inward migration. Moreover, Pacific populations are 'transnational',

⁴ For a more detailed discussion of Pacific demographics, see Callister and Didham (2008)

⁵ National Ethnic Population Projections, 2006 (base) – 2026. Statistics New Zealand 2008.

in the sense that they allocate their resources not just in New Zealand, but also offshore in the form of remittances.

- 44 The Pacific community in New Zealand, in other words, is diverse both in respect of its countries of origin, and in the ways its members have interacted with other New Zealanders and with each other. National trends, while they cannot be ignored, tend to mask differences between New Zealand born and migrant populations and between different Pacific ethnic groups. Further work is needed to explore these differences and their materiality from a policy perspective. Therefore, while this framework generalises the outcomes for Pacific peoples, it will be important to recognise diversity and maintain a view on outcomes where there are material differences between Pacific populations, insofar as these differences might affect development or delivery of policy interventions.
- 45 The following data were drawn from Statistics New Zealand's *Quickstats about Pacific Peoples*, published in May 2008. This provides a brief, static summary of 2006 Census data relating to all Pacific peoples in New Zealand.

Population

- From 2001-2006, the number of Pacific peoples grew by 34,173 people to a total of 265,974.
- Samoans make up nearly half of all Pacific peoples in New Zealand (131,103). The next largest groups are Cook Islands Maori (58,011), Tongan (50,478), Niuean (22,476), Fijian (9,864), Tokelauan (6,822) and Tuvaluan (2,625).

Location

- Pacific peoples are predominantly based in urban centres, in the North Island. Two-thirds of Pacific peoples live in the Auckland region (67%). The Wellington region is the next most common region (13%). One in three live in Manukau City (86,616). The next highest counts are in Auckland (50,166), Waitakere (26,823) and Porirua (12,267).

A youthful population

- Pacific peoples are a youthful population group. The median age is 21.1 years compared to 35.9 years for the New Zealand population overall. 38% (100,344 people) are aged under 15 years.
- Furthermore, there is a large difference in age structure between Pacific and New Zealand born Pacific people (the latter have a much younger age profile).

Birthplace

- Over half of Pacific peoples (six in 10) were born in New Zealand. Two in five overseas-born Pacific peoples arrived in New Zealand 20 or more years ago.

Language

- Around half of Pacific peoples in the seven largest groups speak the language of their ethnic group.

Religion

- Catholic is now the most common religious affiliation for Pacific peoples (49,143), followed by Presbyterian, Congregational and Reformed (48,321) and Methodist (32,271). In the 2006 Census, 83% of Pacific peoples stated that they have a religion compared to 61% of the population as a whole.

Education

- 22% of Pacific peoples aged 15 years and over had a post-school qualification, up 5 percentage points from 2001.
- The proportion of Pacific peoples aged 15 and over without a formal qualification remained stable at 36% in 2001 and 35% in 2006.
- In 2006, 6,507 had bachelor degrees or level 7 qualifications, 783 had postgraduate or honour degrees, 753 had masters degrees and 96 had doctorate degrees.

Work

- 65% of adults were in the labour force in 2006, comprising 71% of men and 59% of women.
- The percentage of those in the labour force who were unemployed fell from 16% to 11% from 2001 to 2006.
- The percentage of people aged 15-64 years who were in the labour force rose from 84% to 89% from 2001 to 2006.
- Most employed people aged 15 to 64 years were in full time employment (81%).
- Men were most likely to be employed as labourers (23%), machinery operators and drivers (21%) and technicians and trade workers (20%). Women were most likely to be employed as clerical and administrative workers (19%), labourers (19%), professionals (15%) or community and personal service workers (15%).

Income

- The median annual income for adults rose from \$14,800 in 2001 to \$20,500 in 2006. This was lower than the median annual income for New Zealand overall (\$24,400).
- Income levels are related to age. The Pacific group has higher proportions in the younger age groups than the overall New Zealand population and people in the younger age group tend to have lower incomes than people in the older age groups.
- Men have higher median income levels than women (\$24,500 compared to \$17,400).

- The most common source of income was wages and salaries. 6% of men and 3% of women received income from self-employment or a business. 18% of men and 32% of women received income support.

Areas for improvement

- 46 A recent report by the New Zealand Institute of Economic Research⁶ highlights trends in relation to important economic and social indicators, reinforcing recognised areas of focus for government. The report includes the following observations in relation to Pacific peoples (explanatory variables are explored in the report). These have been supplemented with additional comment where indicated:
- lower living standards:** The 2004 New Zealand Living Standards Survey found that Pacific people on average had the lowest living standards of all New Zealanders. The majority of Pacific people indicated some degree of hardship in 2004. While the proportion was similar to that in 2000 (58% compared to 56%), within that group there has a sharp shift in the proportion of Pacific people in severe hardship (from 15% in 2000 to 27% in 2004).
 - net worth as a fraction of the national average:** The 2001 Household Survey indicates that the mean net worth of individual Pacific people is \$35,800,. This compares to a mean net worth of \$163,700 for all individuals.
 - incomes well below the national average:** In June 2006, the average weekly income of Pacific people aged 15+ was \$434, 29% less than the average for all ethnic groups. Eighty percent of that income was derived from wages and salaries, 17% from government transfers, and 3% from self-employment and investments. By comparison, income from self-employment and investments was 21 percent for all ethnic groups combined. Part of the Pacific income gap can be explained by the fact that the Pacific community is younger, and by the fact that Pacific peoples' educational attainment is still lower than that of all New Zealanders.
 - sustained higher unemployment rates:** In the late 1980s and early 1990s, Pacific unemployment rose faster than that of the rest of the labour force, caused in large part by the structural economic reforms. These reforms led to substantial job losses in sectors where many Pacific people were employed. The male unemployment rate exceeded 30 percent. There has been a progressive recovery in Pacific unemployment rates since their peak in the early 90s, but even in the last three years, Pacific unemployment rates have been 75 percent higher than those for the total population.
 - poor but improving education outcomes:** In 2005, 42% of Pacific people had no qualifications, compared to 25% of the total population. This is an improvement from 1986 when 56% of Pacific people had no qualifications, compared to 40% for the total population. Growth in educational participation and qualification levels by Pacific people has been fast since 1991.

⁶ NZIER, *Pacific People in the New Zealand Economy: understanding trends and linkages*, November 2007.

- f) **poor health:** The Ministry of Health's Pacific website⁷ notes that Pacific peoples experience poorer health outcomes than other New Zealanders across a number of health and disability indicators. They exhibit a lower life expectancy than other ethnic groups excluding Maori, and social and economic factors are known to contribute significantly to their relatively poorer health status. In short, Pacific people die younger and have higher rates of chronic diseases, which are recognised as leading causes of this premature mortality and disability.
- g) **Higher rates of offending:** Pacific people are also over-represented in justice statistics, with higher rates of conviction and prosecution than the total population, particularly for violent offences.

The impact of migrant flows on outcomes

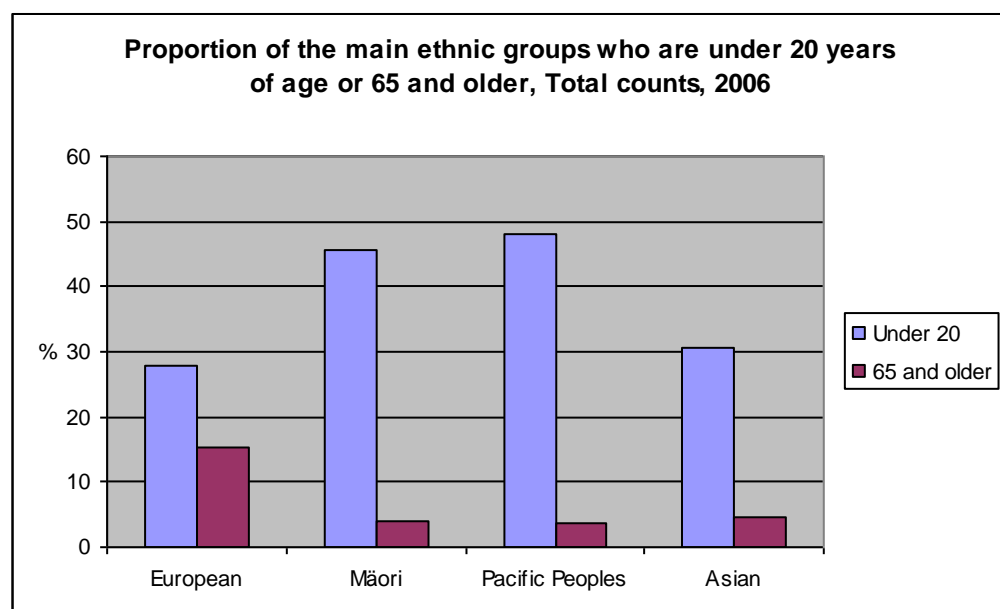
- 47 Up to the mid-1970s, growth of the Pacific population in New Zealand was driven by immigration. There was a period of outflow in the early 1980s due to return migration and chain migration to Australia. Over the last decade, net annual migration from the Pacific averaged over 3,000 people. (NZIER, 2007)
- 48 Data shows that place of birth makes a difference for Pacific peoples' outcomes in New Zealand. For example (NZIER, 2007):
- differences in educational attainment are far greater for overseas-born than New Zealand-born Pacific people.
 - overseas-born Pacific people experience significantly higher age-specific unemployment rates than those born in New Zealand – almost twice as high as for those aged 40-59. For young people aged 15-24, however, the rates are similar for overseas and New Zealand-born.
 - unemployment rates of overseas-born Pacific people are linked to their duration of residence in New Zealand. In 2001, the unemployment rate of very recent migrants was 31.5%, but it was 20% for those in New Zealand for 1-4 years, and 13% for those in New Zealand for more than 10 years.
 - Pacific people born in New Zealand had higher median annual incomes (\$15,600) than those born overseas (\$14,400). The proportion of New Zealand-born Pacific people also exceeds the overseas-born in the higher income bands.
- 49 The NZIER report notes that the income of new migrants and new ethnic groups tends to take time to converge to the national mean. This is thought to be related to the time it takes to acquire new skills and qualifications and become familiar with the new social, economic, and cultural environment. It notes the possibility that discrimination forces may slow down the convergence pressure. The report also observes that higher unemployment among migrants may reflect a lack of English literacy and numeracy skills, both for the migrants themselves and the next generation.

⁷ <http://www.moh.govt.nz/pacific>.

- 50 The scope of this exercise has not enabled us to examine differences in outcomes between recent migrants and established New Zealand-born Pacific people in terms of other outcome areas such as health, and family and community strength. This would warrant exploration in future.
- 51 Ongoing immigration means that the Pacific population in New Zealand is constantly being renewed from other countries. The potential for divergent outcomes between New Zealand-born and overseas-born Pacific people means that it is desirable to track performance of both groups independently. This will enable policymakers to observe the impacts of targeted migrant settlement policy, and certain aspects of education policy, such as English language skills, and target these interventions more effectively.

Impact of demographics on outcomes

- 52 The Pacific population living in New Zealand is young compared to other ethnic groups. The relative youth is primarily driven by the New Zealand-born Pacific population. There are some small differences in age structures between Pacific groups. For example, 53% of the Tokelauan population was under 20 years of age in 2006, compared to only 42% of Fijians.⁸
- 53 The younger age structure of the Pacific population in New Zealand is one of the reasons why average income levels are lower than for other population groups with a different age structure, because incomes typically increase with age during working life, particularly in the first 10 or so years of employment.



Source: Statistics New Zealand

⁸ Callister and Didham (2008)

Unique Pacific factors

- 54 Choices and behaviours are conditioned by cultural and social norms. There are several important ways in which Pacific cultural norms are likely to affect outcomes described in this framework. While there is diversity among the Pacific population, these factors apply to a number of Pacific peoples to an extent that does not appear to apply to the rest of the New Zealand population.
- 55 For the purpose of this framework, the existence of these factors is taken as a given, without any value judgement. The strength of their influence may change over time as cultural norms and priorities evolve. It is already apparent that amongst Pacific peoples there are emerging differences within New Zealand in the approach to some traditional cultural 'obligations', such as remittance and gifting (NZIER, 2007).
- 56 For policymakers, these factors are important considerations, as their existence may help or hinder the achievement of different outcomes. They may present a source of opportunity to accelerate positive outcomes, or a source of 'systemic resistance' to otherwise well-designed policy initiatives that would work for other parts of the population.
- 57 Key cultural norms that are likely to affect outcomes in this framework are described below.

Remittance and gifting

- 58 Many Pacific peoples allocate a portion of their income to remittances and gifting both in New Zealand and back to the Pacific country of origin (including church donations, and large family events). NZIER (2007) observes the following in its report:
- about 85% of Pacific people send remittances overseas
 - remittances are in the order of 5-13% of disposable income (Connell & Brown 2005)
 - two thirds of Pacific women interviewed made donations to the church through tithing 10% of their income or an annual offering (Koloto & Sharma 2005)
 - gifting and other forms of assistance can be extensive, and for a range of anticipated and unanticipated life events
 - there is some evidence that remittances increase with income, with an income elasticity of 0.6 (Simati & Gibson 2001).

Remittances (and gifting) may decay or take another form as the bonds with the Pacific islands and the church loosen, and consecutive Pacific cohorts brought up in New Zealand are exposed to different practices and social support systems. Affiliation with a religion is high among Pacific people, but the affiliation increases with age, and is also higher among overseas-born Pacific than New Zealand-born Pacific, hinting at remittance decay.”

- 59 Remittance and gifting practices have several possible impacts on outcomes in this framework:
- use of income for remittance and gifting reduces individual net worth (in conventional terms, and in the short term), and may impact on house ownership levels and individual savings, particularly if incomes are already low.
 - remittance and gifting can be seen as a form of ‘savings’ through investment in communal wealth and assets. An example is the accumulation of community wealth in social institutions such as churches. These practices also secure future benefits (including right to return, status in the home village and the right to share in the ownership of land or resources).
 - remittance and gifting are also a manifestation of reciprocity principles, by which individuals give during their working lives, but can expect to be looked after later in life. This reciprocity principle underpins social connectedness - across generations, across communities, and between the place of origin and New Zealand - in a way that arguably increases resilience.
 - the expectation of intergenerational reciprocity increases the likelihood that members of the younger generations caring for elderly will be less able to participate in education and employment. This impact may be felt acutely by the so-called ‘sandwich generation’.

Social obligations and unpaid work

- 60 Pacific people, particularly women, tend to play a more active role in unpaid work than other cultural groups in New Zealand and have lower rates of participation in employment. This role includes the raising of children, care of elderly, care of sick and disabled and unpaid community work.⁹
- 61 Strong cultural ties to family and community through these roles are likely to increase social connectedness and strengthen Pacific families and communities. Conversely, high participation in unpaid work is likely to reduce opportunities for participation in education and paid employment. This is a variable that partially explains the comparatively low participation of Pacific women in the paid workforce, including at the highly skilled end of the workforce. It also underscores the potential importance of policies that encourage labour force participation and reduce unemployment, but in a way that is conscious of cultural norms and preferences.

⁹ *Pacific Womens’ Economic Wellbeing Project Summary Report*, Ministry of Womens’ Affairs, February 2006.

Outcome areas

This section sets out more detailed outcomes models and commentary for the five outcome areas in the framework:

Core outcome areas

- 1 Income and living standards
- 2 Family and community strength

Enabling outcome areas

- 3 Education and skills
- 4 Employment and business
- 5 Health

Core outcome areas

Income and living standards

Overview

- 62 The Ministry's Statement of Intent for 2008-2011 describes the overarching economic outcome for Pacific peoples as "Pacific peoples participate fully in New Zealand's economy."
- 63 Strong participation of Pacific peoples in New Zealand's economy not only improves the prosperity of individual Pacific families and communities, but contributes to the country's overall economic prosperity. Improvements in the skills and productivity of Pacific people enhance New Zealand's growth, and reduce the fiscal burden of welfare dependency.
- 64 The Social Report 2007 defines the desired outcomes in relation to economic standards of living as
- "New Zealand is a prosperous society, reflecting the value of both paid and unpaid work. Everybody has access to an adequate income and decent, affordable housing that meets their needs. With an adequate standard of living, people are well-placed to participate fully in society and exercise choice about how to live their lives."¹⁰
- 65 Higher incomes and earning potential for Pacific peoples are critical economic and social enablers, including through supporting:
- greater choice about the use of income, including improving a household's ability to contribute to community social priorities, and/or increasing individual/community net worth
 - a better standard of living, including housing that is of a higher quality
 - better access to healthcare and education, including a better standard of education.
- 66 In the project team's discussion of this outcome area, it was noted that for many Pacific people high individual net worth may not be an end in itself. Financial priorities for many Pacific people centre around maintaining relationships, meeting immediate family needs, donations to the church, and contributions to immediate and extended family. Having a higher income may be seen as a way of improving the ability to distribute more wealth through the family and community. These actions may be regarded as a form of savings and investment – for the community good, and for the individual (through reciprocity later in life).

Outcomes and indicators¹¹

Outcomes	Possible indicators ¹²
<i>Pacific peoples have higher economic living standards</i>	<ul style="list-style-type: none"> Degree of hardship and severe hardship Poverty measures Number of people living in more deprived localities
<i>Net worth for Pacific people converges with net worth for other New Zealanders</i>	<ul style="list-style-type: none"> Savings rates (if suitable data available) Debt levels (if suitable data available) Home ownership levels Numbers receiving incomes from investment
<i>Pacific peoples' incomes converge with overall NZ incomes after adjusting for age differences</i>	<ul style="list-style-type: none"> Annual median income (total and age-specific rates) Income distribution (age-specific rates) Median household income
<i>Pacific peoples' median wages converge with the national median after adjusting for age differences</i>	<ul style="list-style-type: none"> Median annual per capita income from wages Median hourly rates
<i>Pacific people live in good quality, healthy housing</i>	<ul style="list-style-type: none"> Level of home ownership Proportion of state housing tenants who are Pacific, and distribution of 'needs' assessment (e.g. medium to moderate) Number needing an extra room Proportion of income spent on housing Take up of accommodation supplement

Living standards

67 Pacific people on average have the lowest economic living standards of all New Zealanders, with 58% indicating some degree of hardship in 2004.¹³ Living standards are affected by income and net worth.

¹⁰ Social Report, p 54.

¹¹ Indicators referred to in this part of the document are still under development by Ministry staff. Accordingly, some of the possible indicators referred to may not end up being used in practice. Most indicators will be used to compare trends over time against the national population. Some indicators will be disaggregated into gender, age, or ethnicity where this is material for understanding outcomes for different population sub-groups.

¹² Indicators referred to in this part of the document are still under development by Ministry staff in conjunction with Statistics New Zealand. Accordingly, some of the possible indicators referred to may not end up being used in practice. Most indicators will be used to compare trends over time against the national population. Some indicators will be disaggregated into gender, age, or ethnicity where this is material for understanding outcomes for different population sub-groups.

¹³ New Zealand Living Standards Survey 2004.

Net worth

- 68 Net worth is defined as the accumulation of income (assets held) minus liabilities (debt). Individual net worth for Pacific peoples is low compared to other New Zealanders.
- 69 Net worth is built over time from income, including from wages, investment and savings, and returns on business ownership. Low individual/household net worth amongst Pacific peoples is partly due to low levels of disposable income available for savings and investment after expenditure on necessities. Net worth for Pacific peoples is also influenced by remittance and gifting practices. As noted earlier, these practices may lower individual net worth, but may represent a form of savings and increase communal wealth. Further work is required in this area, as this presents both challenges and opportunities for policy. For example, does the existence of communal wealth held by community institutions such as churches create new potential for the provision of social services such as housing, and health services, organised by a community to serve its members?
- 70 The low level of house ownership (and/or low quality housing) amongst Pacific people is one manifestation of low net worth, which has implications for other outcomes including health, and access to finance for business enterprises.
- 71 An important observation during the development of this framework was that high individual net worth is not necessarily seen by Pacific people as an outcome in itself (although as with most cultural norms, this may change over time). Rather the value of individual net worth was in the potential it had to increase community wealth. Because of this cultural dimension, it is difficult to define a desired net worth outcome in a conventional sense. What is valued by many Pacific people in terms of net worth appears (for now, at least) to be different to other New Zealanders, although the diversity in what is valued must be emphasised.
- 72 Patterns of behaviour over time in relation to individual/household net worth remain very important for monitoring purposes. Patterns in net worth amongst Pacific households (including indicators such as home ownership and savings rates) will signal convergence or divergence from broader patterns within the total New Zealand population.
- 73 Seen together with changes in income levels over time, net worth indicators will reveal patterns around how Pacific peoples are choosing to use their income. This will have implications for the design and delivery of national savings and retirement strategies, for example.
- 74 The framework does not define a normative net worth outcome for Pacific peoples, although we do recommend that key indicators be monitored.

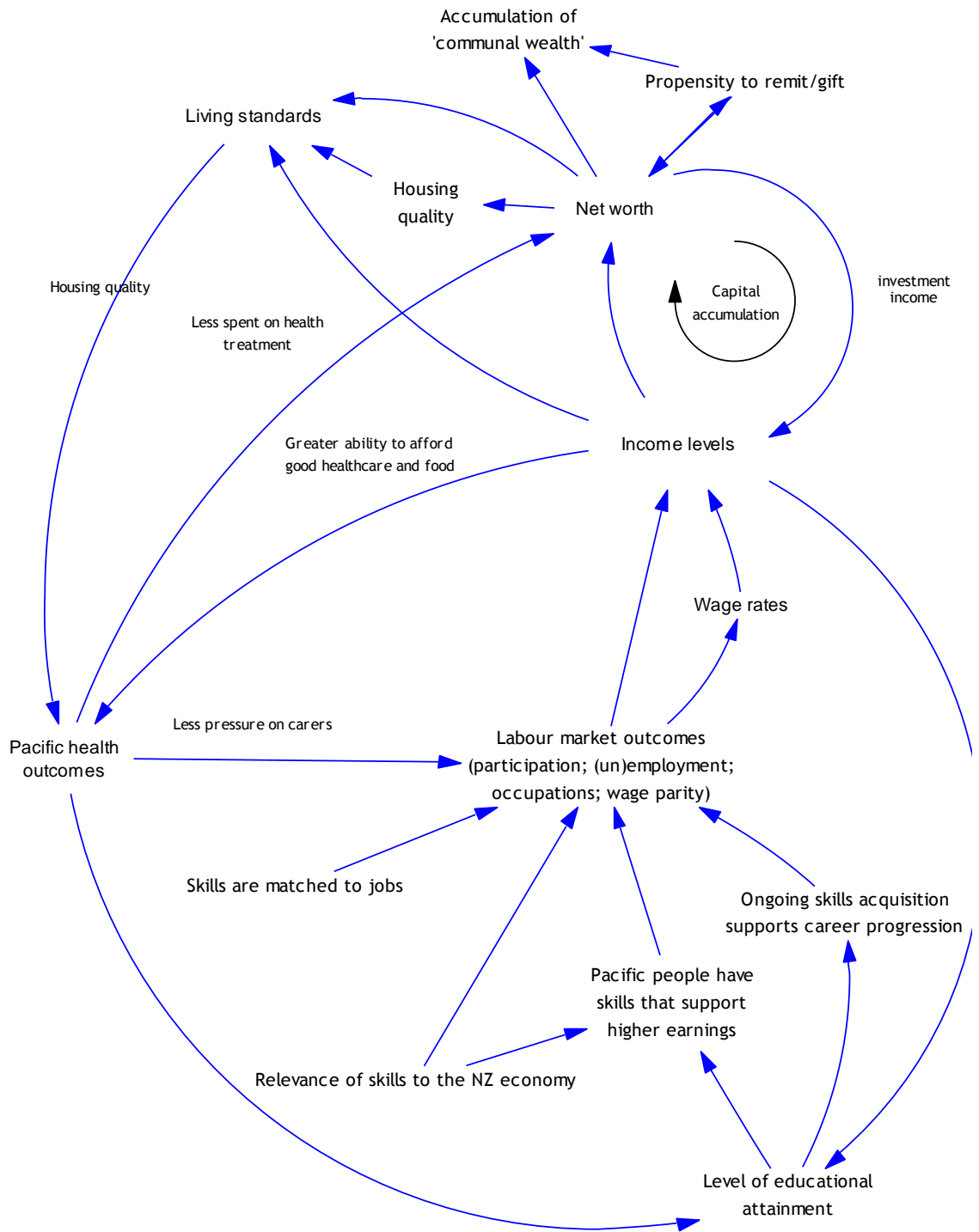
Income

- 75 Raising income levels will be a critical driver of positive outcomes for Pacific people because higher incomes make a wider range of economic and social choices more affordable, including:
- enabling savings and accumulation of wealth that can translate into higher net worth, depending on choices about expenditure
 - higher living standards, including making higher quality housing more affordable
 - greater ability to afford healthier food
 - improved access to healthcare
 - participation in better education, higher education and ongoing professional development that will positively reinforce higher incomes.
- 76 The most significant immediate driver of incomes in the model is the set of employment and labour market outcomes.
- 77 As noted in the context section, the average weekly income of Pacific people aged 15 years and over was 29% less than the average for all ethnic groups in 2006 (although part of the Pacific income gap can be explained by the fact that the Pacific population is younger).
- 78 The ratio of Pacific to national real median income has not returned to 1986 levels following the recession of the late 1980s and early 1990s, although the convergence is positive. In 2006, Pacific people had broadly similar income distribution to the national population, but were more highly represented in lower income brackets. There was a more significant difference when it came to the \$50000+ income bracket.

Housing

- 79 Home ownership and housing affordability are useful measures of living standards and net worth. Quality of housing also has an important impact on health, as overcrowding and damp housing are likely to contribute to the spread of infectious diseases and prevalence of respiratory conditions.
- 80 At the end of December 2007, 21% of those on the waiting list for a Housing New Zealand house identified themselves primarily as Samoan, Tongan, Cook Islands Māori or Niuean. Pacific Island tenancy in Housing New Zealand homes is proportionately higher than for other ethnic groups.
- 81 The Social Report also notes that in 2006, 43% of Pacific peoples are recorded as living in households requiring extra bedrooms. Factors that account for overcrowding include economic conditions, cultural attitudes, multiple family households, and the low age structure of the population.

Outcomes model



Family and community strength

Overview

- 82 The Ministry's SOI notes that healthy, strong families are the basis for successful Pacific communities where individuals can grow and develop. The project team considered that there is an important outcome area reflected in the notion of 'Pacific family and community strength'. This kind of outcome is somewhat intangible, but has at its root the different factors within the family and community that contribute to a strong foundation for Pacific people, and promote resilience. Factors that embody family and community strength include social connectedness, positive values and behaviours ('positive' life skills), positive role modelling, the strength of cultural identity, and a supportive family environment.
- 83 This outcome area was seen as being an important aspect of wellbeing, and a foundation for other vital enablers such as health, education and employment.

Outcomes and indicators

Outcomes	Possible indicators
<i>Pacific families and communities are well connected</i>	<ul style="list-style-type: none"> • Telephone and internet access in the home (access to telecommunications systems) • Regular contact with family/friends • Trust in others • Loneliness • Contact between young people and their parents
<i>Pacific peoples are secure in their identify and are able to participate fully within New Zealand society</i>	<ul style="list-style-type: none"> • Migrant settlement outcome indicators • Participation in leadership (business, public sector etc), and community (including schools) • Voting in national and local body elections • Ethnic mobility
<i>Pacific peoples are proud of their cultures and are able to practice their culture freely</i>	<ul style="list-style-type: none"> • Proportion of Pacific people who speak their native Pacific language • Religious affiliation
<i>A significant reduction in violent offending including domestic violence</i>	<ul style="list-style-type: none"> • Convictions (by type) • Proportion of prison population that are Pacific, including by type of offence, length of sentence
<i>Pacific families are a supportive environment for raising children</i>	<ul style="list-style-type: none"> • Age specific birth rates • Youth suicide rates

Social connectedness

- 84 Social connectedness refers to the relationships people have with others. As the Social Report notes, “social connectedness is integral to wellbeing...Relationships give people support, happiness, contentment and a sense they belong and have a role to play in society. Social connectedness also refers to people joining together to achieve shared goals that benefit each other and society as a whole – this may range from working together as part of a business to contributing to their communities through volunteer groups.”
- 85 Social connectedness is fostered when family relationships are positive, and when people have the skills and opportunities to make friends and to interact constructively with others. Social connectedness is influenced by good health, employment and feeling safe and secure. It underpins individual, family and community health and wellbeing, and improves the resilience of families and communities during hard times.
- 86 Pacific families and communities appear in some ways to be better connected socially than many other population groups in New Zealand. Pacific families are strong participants in church¹⁴ and community activities, which create and reinforce strong social connections across Pacific communities. These links may create some resilience for Pacific peoples in New Zealand against the negative long-term social effects of persistent income disparities. However, this is a topic requiring further examination as findings from the New Zealand mental health survey show similar rates of mental disorders in Pacific people as in other ethnic groups.
- 87 One measure of social connectedness in the Social Report is the proportion of the population who had family or friends over for a meal at least once a month. On this indicator, Pacific families had average levels in 2004 (70%) compared to 66% for European New Zealanders, but notably this had decreased by almost 10% from 2000. On other indicators of social connectedness in the Social Report,¹⁵ Pacific families actually scored lower than other parts of the population.
- 88 Given these apparently contrary indicators, it would be desirable to develop a clearer picture of social connectedness amongst Pacific families and communities, including the situation for migrants compared to New Zealand-born.

Cultural identity

- 89 Pacific cultures in New Zealand are strong and have evolved new ways of expressing themselves over time. Their connection with their home cultures is important for Pacific communities, particularly during their transition into a new society, which can take several generations. Security of cultural identity can help to strengthen families and communities, by promoting social connections and participation in social and economic life more generally. This is especially important for migrants facing the challenges of a new society and culture

¹⁴ 83% of the Pacific population, compared to 61% for the rest of the population.

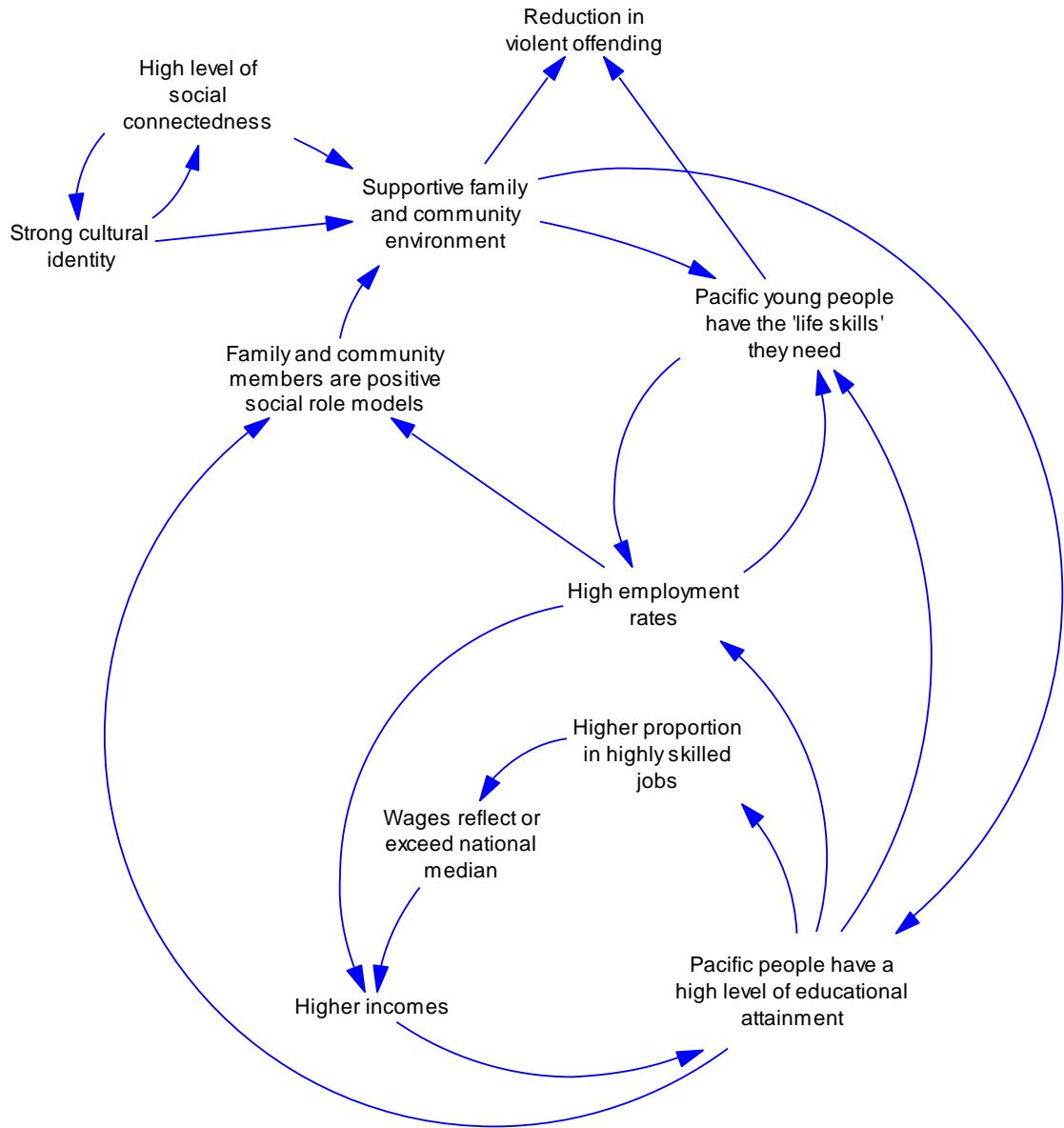
¹⁵ Other indicators included trust in others, loneliness, and levels of internet access.

- 90 Fluency in English and fluency in a Pacific language were both seen to be particularly important with respect to social and economic outcomes in New Zealand.
- 91 The project group noted the importance of Pacific language as a critical underpinning of cultural identity. Aside from preserving the richness of Pacific culture, the ability to be comfortable speaking Pacific languages goes hand in hand with being able to practice those cultures and feel secure in cultural identity. The speaking of Pacific languages is a practical way of connecting with Pacific cultures and re-affirming cultural identity. The speaking of Pacific languages is a visible way of increasing the perceived acceptability of different cultural practices in New Zealand, which in turn supports the evolution of a diverse and rich New Zealand society.
- 92 The Social Report shows that Pacific peoples are in general less likely than many other ethnic groups in New Zealand to be able to speak the first language of their ethnic group fluently. The exceptions are Samoans and Tongans, who were near the top and middle of the list respectively.

Criminal justice

- 93 On a population adjusted basis (denominator those aged 16 and older) in 2007, 0.4% of the Pacific population was in prison, compared with 0.1% for Europeans and 0.8% for Maori. While higher for Pacific people than Europeans (but lower than for Maori), the vast majority of Pacific people are hard working, law abiding citizens.
- 94 However, Pacific peoples are overrepresented in the statistics for committing violent offences, including family and sexual violence.
- 95 The drivers of offending behaviour are a complex combination of factors, over time, these drivers and resulting behaviours can create a negative cycle of family dysfunction, which impacts on the long-term health of Pacific families and communities.

Outcomes model



Enabling outcomes

Education and skills

Overview

- 96 Educational attainment and development of skills are central to the achievement of broader economic and social outcomes, including better employment prospects, higher incomes, and better health.
- 97 Research shows that private returns to education have been high over the last 20 years.¹⁶ Gibson (2000) estimated that postgraduate credentials raise annual earnings for a Pacific Island worker by 153% compared to workers with no qualifications (this rise is only 77% for Pakeha).¹⁷
- 98 A key question raised for further exploration is which level of educational attainment (e.g. early childhood, primary, secondary, tertiary) is the choke point for higher attainment at other levels of the education system, and for what reasons. This would inform a stronger focus on certain parts of the system as effective points of leverage. Foundational (ECE and primary) education are potentially valuable points of leverage because of their influence on language skills, learning skills and basic life skills that provide a platform for further educational (and broader) success.
- 99 Education and skills attainment support economic outcomes in the following ways:
- increasing employment rates
 - raising wages through higher educational attainment and skills (especially the level of qualifications). This is so for all people, but disproportionately so for Pacific peoples.¹⁸
 - improving the relevance and level of skills that are acquired in the education system
 - enabling ongoing upskilling that supports career progression
 - enabling people to re-skill themselves into new areas of opportunity, and
 - over the longer term, increasing exposure to positive role models and increasing the perceived range of career and educational choices available to Pacific youth.
- 100 Specific influencing factors affecting education outcomes that were identified by the project team included:

¹⁶ Maani 2004 in NZIER 2006, p 13.

¹⁷ Cited in NZIER 2006

¹⁸ Cited in NZIER (2007), Gibson (2000) estimated that postgraduate credentials raise annual earnings for a Maori or Pacific Island worker by 153% compared to workers with no qualifications (compared to 77% for Pakeha).

- *School and teacher quality*: the quality of schools and teachers have an important bearing on educational attainment for any population group.
- *Exposure to a broad range of career and educational choices*: the extent to which educational and career choices are apparent and seen as viable depends in part on the exposure of young people to these choices in their family and communities.
- *time taken to obtain qualifications*: it was noted that Pacific tertiary students often take longer to complete their qualifications than their non-Pacific counterparts. This may be due to a range of factors, including the level of preparatory work required (to compensate for lack of attainment at secondary school), and part-time work commitments
- *the importance of English literacy*: fluency in English is seen as critical to achievement at all levels of the education system. English language skills are critical to support effective participation in New Zealand society, particularly through improving education and employment outcomes. Lack of English language skills has been identified as a significant factor in the income disparities experienced by recent Pacific migrants and their families (including New Zealand-born children). There is now general acceptance that fluency in one language assists in learning another, and that bilingualism provides cognitive, social and educational advantages for students. (Franken, May and McComish (2008)
- *the influence of family and community*: family and community are seen to play a vital role in supporting and encouraging educational attainment at all levels, by signalling and modelling the importance of education, and engaging with the school itself to hold schools accountability for quality of teaching. The role of the family and community in education is viewed by some people as a critical factor in improving the performance of Pacific students, both directly and through the schools themselves.

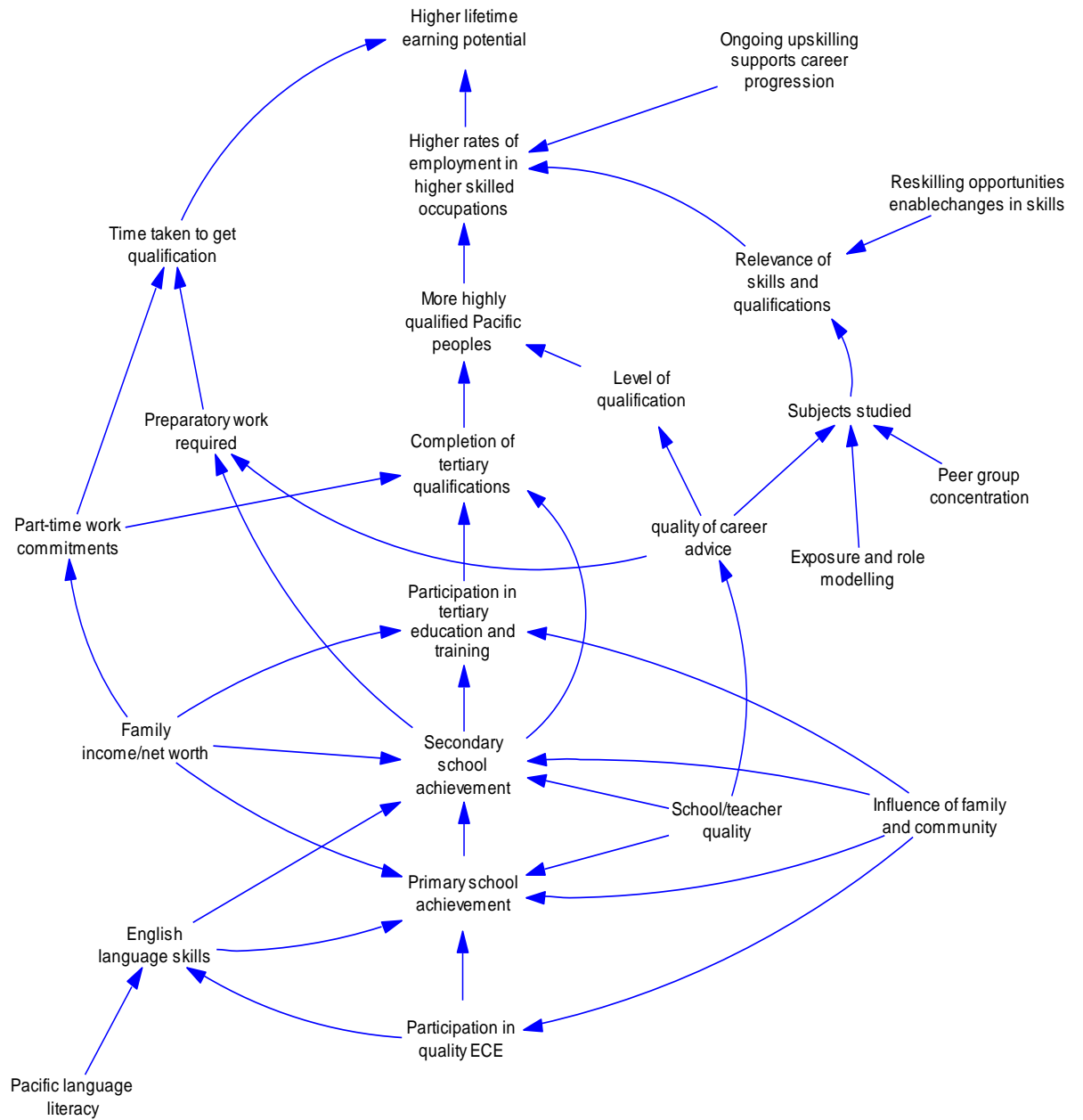
Outcomes and indicators¹⁹

Outcomes	Possible indicators
<p>Early childhood <i>High level of Pacific children's participation in quality ECE</i></p>	<ul style="list-style-type: none"> • Pacific participation rate for ECE • Quality measure?
<p>Compulsory <i>Literacy and numeracy achievement for Pacific children mirrors the national patterns of achievement</i></p>	<ul style="list-style-type: none"> • Literacy and numeracy indicators, including English and Pacific language skills

¹⁹ The Ministry of Education produces a broader range of Pacific education indicators, including in its *Pasifika Education Plan, Monitoring Report 2007*.

<i>Pacific students have high levels of participation in schooling</i>	<ul style="list-style-type: none"> • Truancy rates • Participation rates at different years
<i>Pacific students are leaving school with higher qualifications</i>	<ul style="list-style-type: none"> • Level of attainment compared to national distribution of results • Highest secondary school qualification
<i>Pacific families and communities are influencing the direction and quality of local schools</i>	<ul style="list-style-type: none"> • Level of participation in school governance
<p>Tertiary <i>More Pacific people participating in tertiary education and training</i></p>	<ul style="list-style-type: none"> • Pacific tertiary and post-school training enrolments as percentage of Pacific population, compared to other population groups • Pacific students as a percentage of the total student population
<i>More Pacific people achieving higher level tertiary qualifications</i>	<ul style="list-style-type: none"> • Levels of qualification received • Highest qualification received
<i>More Pacific people acquiring specialist skills that are key to NZ's economic growth</i>	<ul style="list-style-type: none"> • Breakdown of graduations by high level subject area • Participation in technical programmes (e.g. Modern Apprenticeships), including by industry • Field of tertiary study
<p>Upskilling and reskilling <i>Pacific people can access opportunities to upskill themselves throughout their careers</i></p>	<ul style="list-style-type: none"> • Participation in tertiary study by age
<i>Pacific people can access opportunities to re-skill themselves in new areas of importance to the New Zealand economy</i>	<ul style="list-style-type: none"> • Field of tertiary study by age

Outcomes model



Outcome area 4: Employment and business

Overview

101 Employment outcomes are the primary driver of income levels for Pacific people in New Zealand. Around 80% of their income is derived from wages and salaries, 17% from government transfers, and only 3% from self-employment.

Outcomes and indicators

Outcomes	Possible indicators
<i>Pacific peoples have workforce participation rates that equal national rates</i>	<ul style="list-style-type: none"> • Participation rates • Level of unpaid work and type
<i>Pacific peoples' employment rates converge with the national rate</i>	<ul style="list-style-type: none"> • Unemployment rate for Pacific people • Benefit receipts over time, including short vs long term unemployment rates, DPB and health benefits
<i>Higher proportion of Pacific people in highly skilled jobs</i>	<ul style="list-style-type: none"> • Employment by industry (Pacific vs total population) and occupation
<i>Pacific people earn the same wages as non-Pacific people with the same qualifications and experience</i>	<ul style="list-style-type: none"> • Highest qualification by income
<i>More Pacific people develop successful business enterprises</i>	<ul style="list-style-type: none"> • Sources of income by ethnicity • Proportion of Pacific people receiving incomes from self-employment • Success of Pacific business may not be measurable due to definitional issues and/or lack of data

Commentary on employment

102 Each of these outcomes is affected by a range of contributing factors.

Workforce participation

103 The labour force participation rate is the proportion of the working age population (15 – 64 years) either employed, or unemployed but actively seeking work. Participation rates reflect a complex set of choices about work versus other activities such as raising children, caring for the sick and elderly and other non-paid activities, or full-time study.

- 104 Participation rates for Pacific peoples are relatively low compared to other population groups. Sixty five percent of adults were in the labour force in the year to December 2007. This is an improvement compared to 62.3% for the previous year, but lower than the annual average rate for New Zealand of 68.6%.
- 105 For Pacific peoples, the tendency towards strong ties to caring for family and community (particularly for women), lower incomes, and poor health outcomes, all contribute to lower workforce participation rates.

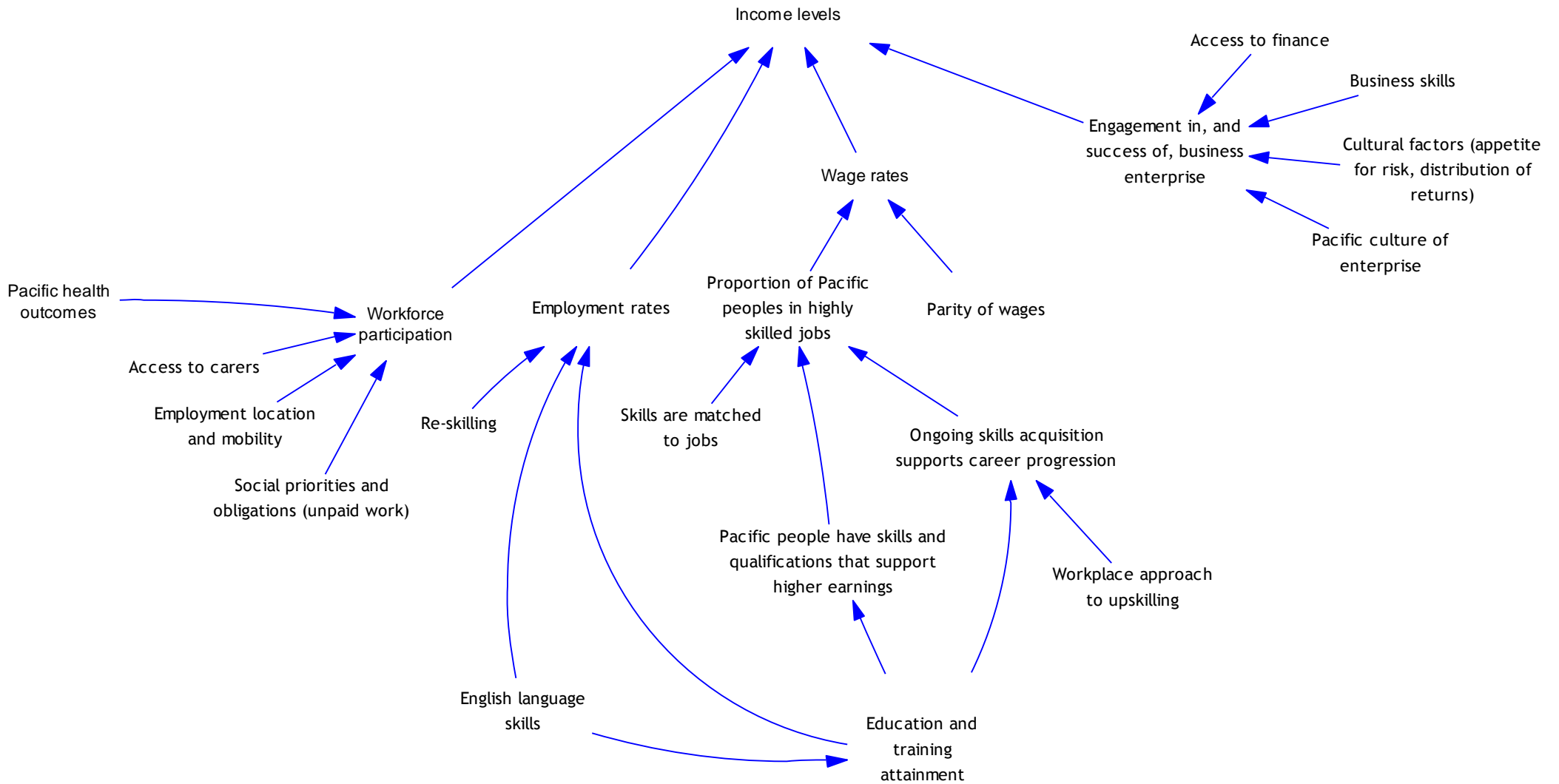
Employment rates

- 106 For any given economic environment, employment rates are affected by education levels (including English language ability), and the relevance of the skills that people have compared to what is demanded by the economy at any given point in time.
- 107 The restructuring that occurred with the economic reforms in the late 1980s and early 1990s caused a huge increase in the unemployment rates of Pacific peoples. These rates have been trending downwards steadily since the mid 1990s, and are gradually converging with the total New Zealand rates, but remain around 75% higher than those for the total population.

Proportion of Pacific people in highly skilled jobs

- 108 The industries that Pacific peoples are involved in, and more significantly the occupations within those industries, have a strong bearing on an individual's income earning capacity.
- 109 Higher education and skill levels raise earning potential significantly. This includes future earning potential, as low skilled occupations are more likely to have a lower ceiling for higher earnings through job promotion than highly skilled occupations, without further development of skills and education.

Outcomes model



Commentary on business ownership and entrepreneurship

- 110 Innovative firms are the primary engine of sustained growth for any economy. Business ownership is not necessarily of itself a guarantor of income and net worth, which of course depends upon the innovation levels, productivity and ultimately the success of each business. There appear, however, to be opportunities for Pacific peoples to participate more fully in initiating and growing successful, innovative business enterprises, should they choose to do so. Income data shows that a relatively low proportion of Pacific people derive income from self-employment or a business (6% of men and 3% of women), compared to the general population (around 21%).
- 111 A question for consideration is the relative level of attention that should go into promoting successful business enterprise amongst Pacific peoples, compared to the attention that should be given to more general areas for improvement of earning capacity, such as general education, skills and training which can be used either in employment or in growing business enterprises.
- 112 Factors currently affecting low levels of enterprise amongst Pacific peoples are not as well understood as they might be, but appear to include:
- the low number of Pacific role models who are successful in business
 - lower levels of educational attainment
 - lack of business skills
 - difficulties in accessing start-up finance (which may be linked to low levels of home ownership; personal homes are often used as security for business-related loans)
 - unsustainable business practices: some Pacific business owners tend towards giving product stock and/or profits to family and communities at the expense of sustainable growth. NZIER (2007) noted anecdotes about Pacific business-owners being expected to gift stock or services, and Pacific owners of rental property being expected to let at concessional rates to members of the family or community. These in-kind gift practices reduce profitability but also may put the whole asset at risk.

Health outcomes

Overview

- 113 Good health has two core dimensions: how long people live and the quality of their lives. As well as living long lives, people want to be free from the pain, suffering and disability that result from injury or illness.²⁰
- 114 Beyond the desire for good health as an end in itself, adverse health outcomes impact on social and economic outcomes. Adverse health outcomes impact on economic outcomes in four main ways:
- lower participation in employment and education by the person suffering from illness
 - lower participation in employment and education by family members who are caring for the sick (in the family or community)
 - lower participation in ongoing education and upskilling by those who need to work to meet direct and indirect health costs of family or community members
 - increased direct expenditure on health-related costs.
- 115 Poor health impacts on social outcomes through its impact on economic factors. Beyond this, the project team suggested that the desire to ‘be around for one’s family’ was possibly as strong a driver for many Pacific people as the desire for good health for its own sake.
- 116 The Ministry of Health’s Pacific website notes that Pacific peoples experience poorer health outcomes than other New Zealanders across a number of health and disability indicators. They exhibit a lower life expectancy than other ethnic groups excluding Maori, and social and economic factors are known to contribute significantly to their relatively poorer health status. In short, Pacific people die younger and have higher rates of chronic diseases, which are recognised as leading causes of this premature mortality and disability, for example:
- cardiovascular disease is the principal cause of death for Pacific peoples and cardiovascular mortality rates are consistently and significantly higher than for the general population
 - mortality rates for cerebrovascular disease (stroke) are higher for Pacific peoples than for any other ethnic group
 - ethnic disparities in cancer survival have increased in the past 25 years and are a major cause of premature mortality and disability

²⁰ Social Report 2007.

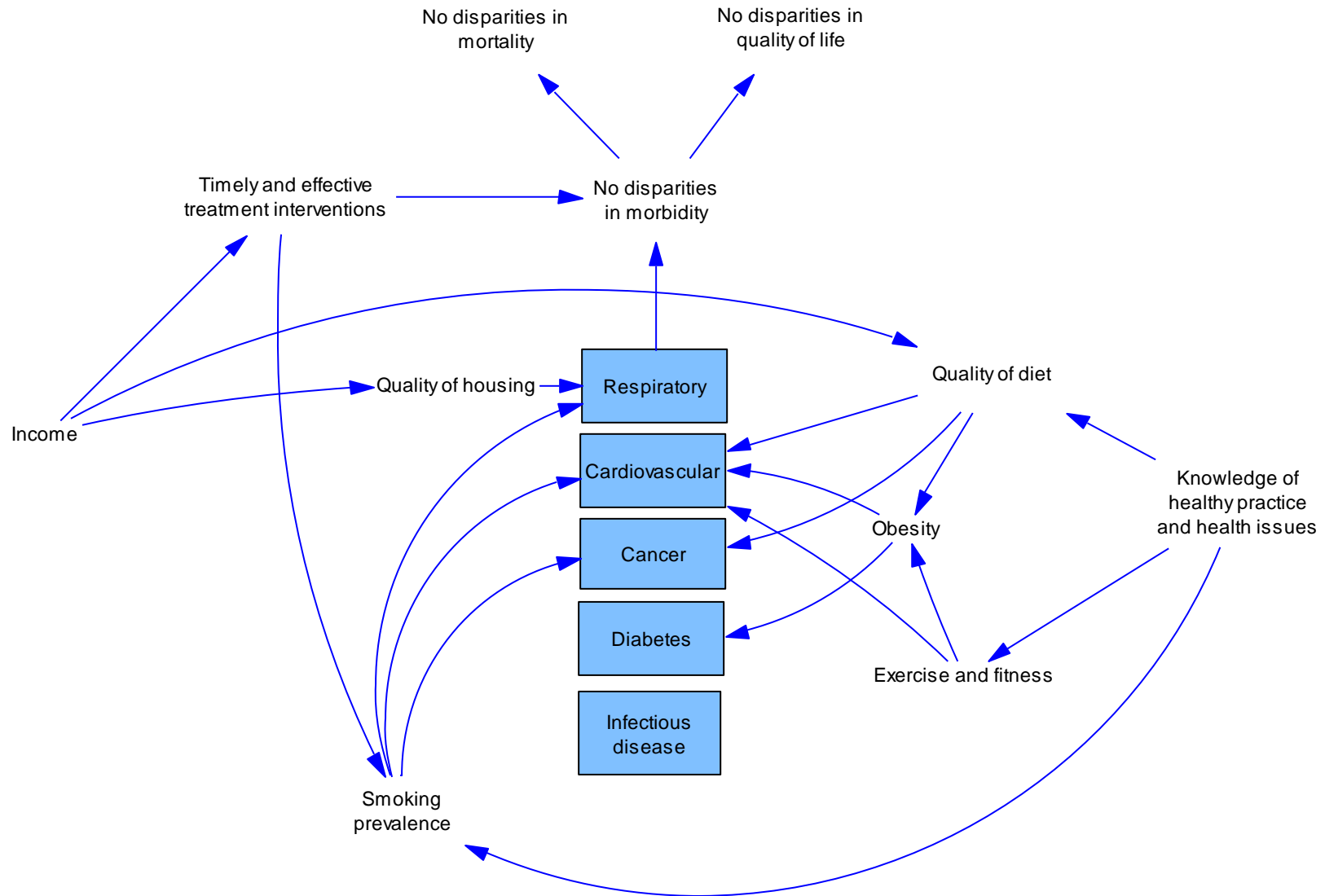
- the prevalence of diabetes in Pacific populations is approximately three times higher than among other New Zealanders.
- Pacific men have higher rates of lung cancer and primary liver cancer, and Pacific women have higher rates of breast and cervical cancer than other New Zealand women, and
- Pacific children have higher rates of hospitalisation for acute and chronic respiratory and infectious diseases than any other group in New Zealand.

117 Prevention of disease (through a reduction of the risk factors for disease, especially chronic diseases) and the provision of good quality healthcare and health information for those with diseases or illness are the key factors in improving the health of Pacific people. Improving the quality of housing, reducing smoking rates, increasing the quality of diet, increasing exercise rates, and improving accessibility/uptake of health services are recognised as important in this context.

Outcomes and indicators

Outcomes	Possible indicators
<i>There are no disparities in mortality between Pacific people and the general population</i>	<ul style="list-style-type: none"> • Life expectancy • Age specific mortality rates • Infant mortality
<i>There are no disparities in quality of life as a result of illness between Pacific people and the general population</i>	<ul style="list-style-type: none"> • Sickness and invalids benefit receipts • Hospitalisation rates for children • Immunisation take up
<i>Pacific people have a low prevalence of chronic disease and illness</i>	<ul style="list-style-type: none"> • Prevalence of chronic disease and illness (and compared to other population groups), including diabetes, cardiovascular, cancer, respiratory (by age), infectious diseases • Risk factors for cardiovascular disease
<i>Prevalence of smoking amongst Pacific people converges with the national level and reduces steadily over time</i>	<ul style="list-style-type: none"> • Smoking prevalence
<i>The prevalence of obesity amongst Pacific people converges with the national level and reduces steadily over time</i>	<ul style="list-style-type: none"> • Obesity prevalence • Diagnosed diabetes • Rates of cardiovascular disease
<i>Pacific people are able to, and choose to, access quality healthcare</i>	<ul style="list-style-type: none"> • PHO registrations by ethnicity • Consultation rates by ethnicity

Outcomes model



Questions for further exploration

Concepts of net worth

- What are the patterns around Pacific peoples' distribution of wealth, are these changing over time, and what do these patterns mean for individual stocks of wealth versus communal stocks of wealth?
- Are there particular ways in which the communal wealth of Pacific communities could be better mobilised to meet the objectives of those communities?
- What are the implications of wealth distribution patterns for retirement savings and policy, living standards, and accumulation and use of communal assets?

Business enterprise

- How much effort should go to promote business enterprise, compared to other points of leverage to increase incomes?
- What are Pacific attitudes to entrepreneurialism?
- Why is the 'pathway' to business for Pacific peoples not working? What are the barriers to greater Pacific entrepreneurialism and the relative impact of those barriers on outcomes?

Health

- What is the extent of the direct and indirect impact of adverse health outcomes on participation in education and employment?
- How important is health compared to other factors in this context?

Education

- Where does the focus currently lie in terms of improving Pacific educational outcomes? Where are the relative priorities and why?
- Where are the 'bottlenecks' in the Pacific educational outcomes that might be choking off higher level achievement?
- At what points in the education system can you make up for poorer outcomes at lower levels?
- What are the expectations of schools and families regarding roles of schools and family in providing education services and supporting educational outcomes respectively?

Skills

- What are the re-skilling issues for Pacific people?
- What is the best approach to providing successful workplace training for Pacific workers, including people who are not linked through big employers?

Employment

- Is employment an end in itself for Pacific peoples? What is the impact on levels of business ownership?
- What are the factors limiting Pacific participation in employment? What are the key worklife balance considerations for Pacific men and women?

References

Primary references for this work include:

Callister, P and Didham, R (2008) 'Some emerging demographic and socio-economic features of the Pacific population in New Zealand' in A Bisley (ed) *Pacific Interactions: Pasifika in New Zealand, New Zealand in Pasifika* [online]. Wellington: Institute of Policy Studies, Victoria University of Wellington. Available from <http://ips.ac.nz/publications/>

Franken, M., May, S. and McComish, J. (2005) Pasifika Languages Research and Guidelines Project: Literature Review, Wilf Malcolm Institute of Educational Research, University of Waikato. Available from http://leap.tki.org.nz/research_links

Ministry of Social Development, *Social Report 2007*.

Ministry of Education, *Pasifika Education Plan, Monitoring Report 2007*.

Ministry of Education, *Pasifika Education Plan 2008-2012*.

Ministry of Health, Pacific health publications - <http://www.moh.govt.nz/moh.nsf/indexmh/pacifichealth-publicationsandresources-publications>

NZIER, *Pacific Peoples' Economic Participation Report: implications for the New Zealand Economy*, 2006.

de Raad, J.P. and Walton, M. NZIER (2007) 'Pacific People in the New Zealand Economy: understanding linkages and trends' in A Bisley (ed) *Pacific Interactions: Pasifika in New Zealand, New Zealand in Pasifika* [online]. Wellington: Institute of Policy Studies, Victoria University of Wellington. Available from <http://ips.ac.nz/publications/>

Ministry of Pacific Island Affairs, *Pacific Analysis Framework*, 2006.

Ministry of Pacific Island Affairs, *Pacific Economic Action Plan*, 2006.

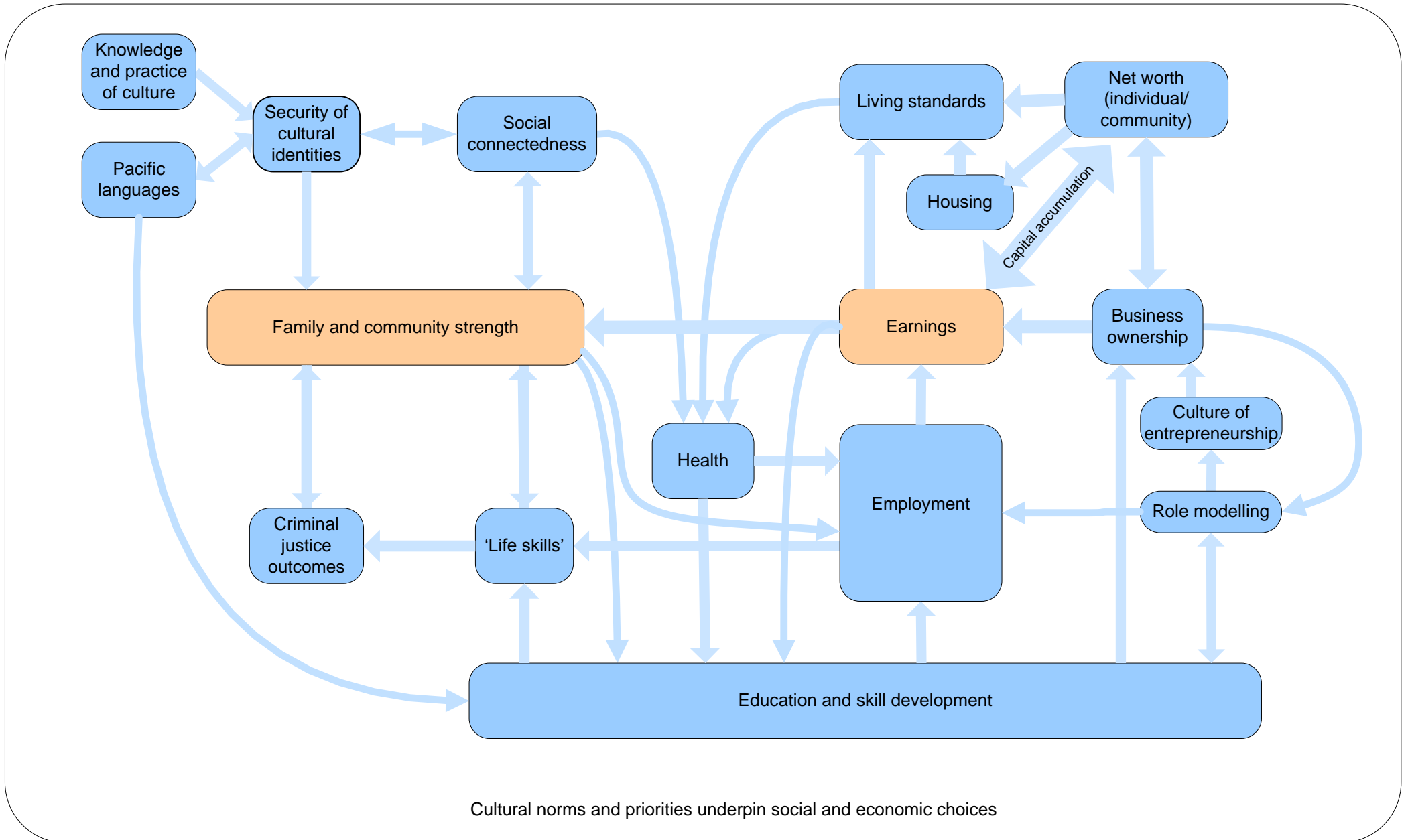
Ministry of Pacific Island Affairs, *Pacific Women's Economic Development Plan*, 2006.

Ministry of Pacific Island Affairs, *Statement of Intent*, 2008-2011.

Minister of Pacific Island Affairs, *Annual Aggregate Report on Effectiveness for Pacific Peoples*, reports to the Cabinet Social Development Committee, 2004-2007.

Ministry of Womens' Affairs Pacific Womens' Economic Wellbeing Project Summary Report, February 2006.

Connections between key social and economic outcome areas



Cultural norms and priorities underpin social and economic choices