

Briefing report

Education Review Office (ERO): Pacific Strategy Progress Report and Pacific Bilingual Education

Date	11 December 2020
Security Level	N/A
ERO Priority	Medium
ERO Reference	M20-52
Date requested	ERO initiated
Date due	ERO initiated
Proactive release	N/A

Addressee	Action sought	Deadline
Associate Minister of Education	<p>It is recommended that you:</p> <ul style="list-style-type: none"> a) note the attached progress report for ERO's Pacific Strategy b) note the attached slide pack on ERO's proposed work programme to support Pacific bilingual education c) agree to discuss the contents of this report with officials in the new year 	



Attachments:

***Education Review Office (ERO):
Pacific Strategy Progress Report
Education Review Office (ERO):
Slide pack on Pacific Bilingual
Education***



Comments:

Minister's Office to complete

Noted	<input type="checkbox"/>
Seen	<input type="checkbox"/>
Approved	<input type="checkbox"/>
Referred to:	
Date signed by Minister:	



Our Ref: M20-52

11 December 2020

Hon Aupito William Sio
Associate Minister of Education

Pacific Strategy Progress Report and Pacific Bilingual Education

Purpose

1. This briefing updates you on the progress in implementing ERO's Pacific Strategy *Driving Success for Pacific Learners 2019-2022*. It also provides you with additional detail on ERO's proposed work programme for evaluating the provision of Pacific bilingual education across the system in New Zealand.

Context

2. At your meeting with ERO officials you requested further information on elements of ERO's Pacific work programme.
3. We have previously provided your office with material on our work with Pacific early learning services. This meets your request for information on ERO's progress with implementing the Pacific Strategy *Driving Success for Pacific Learners 2019-2022* and developing a quality framework for Pacific bilingual education. We will provide you with a briefing and planned work programme to drive success for Pacific learners in the new year.

ERO has made progress with implementing the Pacific Strategy and has a programme work to deliver on the strategic actions by 2022

4. *Driving Success for Pacific Learners 2019-2022* has five goals to deliver success for Pacific learners. These are:
 - a. Pacific children and young people are lifelong learners and succeeding as culturally located learners.
 - b. Pacific learners are confident in their languages, cultures, and identities.
 - c. Pacific early learning services provide high quality education that reflects the priorities and aspirations of Pacific learners, their parents, and communities.
 - d. ERO is a key partner in Pacific-focused education and social sector evaluations across Aotearoa and the Pacific region.
 - e. As an organisation, ERO is competent to deliver on each of the above goals.
5. To achieve these goals, ERO has nine actions. The progress report in Appendix One outlines, for each action, how we are and intend to deliver on the action, progress to date and the next steps.
6. Since the strategy was first in place, we have made progress across all nine strategic actions. Some activities have been deliberately delayed in 2020 to reduce the burden

What does this look like
to feel like

on schools and early learning services as they respond to the impacts of COVID-19, and as a consequence of the disruption that COVID-19 has had on our own work programme. However, we are confident that we will still be able to deliver on all actions in the strategy by 2022.

ERO expects to have a quality framework for evaluating the provision of Pacific Bilingual Education by the end of 2021

7. Developing a Quality Framework for evaluating the provision of Pacific bilingual education will support Pacific children and young people to succeed as culturally located learners and is an action in ERO's Pacific Strategy. This work programme has four proposed phases:

Phase 1:	Understanding the current provision of Pacific bilingual education	Completed
Phase 2:	Gathering evidence through literature review and case studies to identify effective practices of Pacific bilingual education	Planned for 2021
Phase 3	Developing a Quality Framework	Planned for 2021
Phase 4	Implementing the Quality Framework in ERO's evaluation	Planned for 2022

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8. We see the development of such a framework as a core guide for schools and teachers hosting a language programme or designated class or unit. Such a framework would clearly articulate the elements of good teaching practice and the conditions which are required to support this. It will support schools in setting up new programmes and undertaking their own quality assessments. The quality framework will also be used by ERO to evaluate to report on the provision of Pacific bilingual education and support.
9. ERO reviews would also lean on this work in our external evaluation work in these schools.
10. The attached slide pack contains further details on our work to date and the next steps.
11. ERO intends to continue with the second phase of the programme, starting early in 2021. This will involve undertaking a literature review and conducting case studies to understand in more detail about features of effective Pacific bilingual education. From this evidence base we will develop a Quality Framework for evaluating Pacific bilingual education.
12. By 2022, we intend to have a quality framework ready for use by leaders and teachers to design and deliver Pacific bilingual education across the system.
13. Pacific bilingual education providers and ERO will use the framework to work together to ensure that Pacific learners succeed as culturally located learners.

Next steps

14. We will provide you with a briefing and our planned work programme in the new year.

Recommendations

It is recommended that you:

- a) **note** the attached progress report for ERO's Pacific Strategy **noted**
- b) **note** the attached slide pack on ERO's proposed work programme to support Pacific bilingual education **noted**
- c) **agree** to discuss the contents of this report with officials in the new year **agreed**



Nicholas Pole
Chief Executive

NOTED/APPROVED



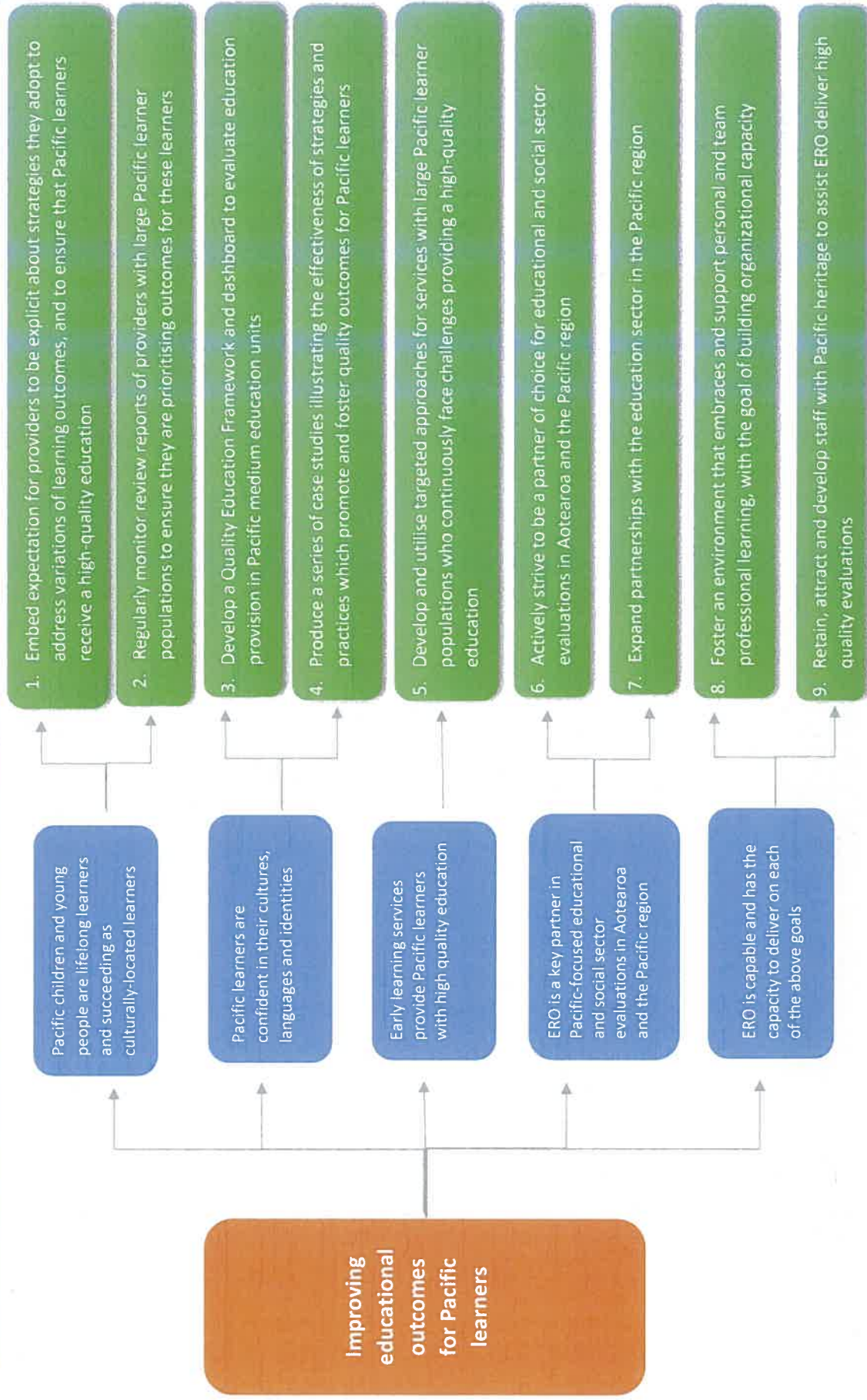
Hon Aupito William Sio
Associate Minister of Education

10/2/2021

Appendix One: Update on progress with Driving Success for Pacific Learners 2019-2022.

Summary Driving Success for Pacific Learners 2019-2022

Our evaluation insights are a catalyst for change so that every child achieves success as a life-long learner




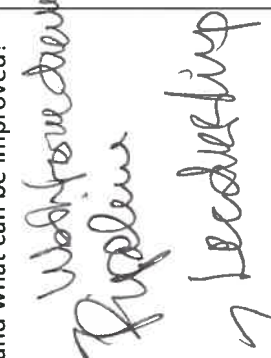
Driving Success for Pacific Learners 2019-2022: Progress report December 2020

Strategic action	How we will deliver	Progress (2019/2020)	Next steps
<p>1. Embed expectation for providers to be explicit about strategies they adopt to address variations of learning outcomes, and to ensure that Pacific learners receive a high-quality education</p>	<p>We will achieve this objective by holding a series of talanoa/fono to:</p> <ul style="list-style-type: none"> • identify systemic issues • set clear expectations of working with early learning services and schools • deliver through ERO's new operating model. 	<p>Talanoa with leaders of Pacific early learning services about systemic issues:</p> <ul style="list-style-type: none"> • Auckland - SAASIA Samoan, Cook Island and Tongan services • Central - Napier Pacific services • Southern - Invercargill & Christchurch Pacific services • Wellington-based Pacific services 	<p>a) Fono with Pacific Principals and leaders of schools with high Pacific student population about supporting Pacific learners to achieve, post COVID-19.</p> <p>b) ERO's New operating model embeds expectations across the sector in respect of high-quality education for Pacific Learners.</p>
<p>2. Regularly monitor review reports of providers with large Pacific learner populations to ensure they are prioritising outcomes for these learners</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> • including specific checkpoints in the review process, analyse judgements and use this information to adapt new practices for reviewing and reporting about outcomes for Pacific learners. 	<p>Appointed Pacific champions in ERO to support with monitoring and reporting about outcomes for Pacific learners.</p>	<p>Embed new ways of monitoring and reporting outcomes for Pacific learners.</p>
<p>3. Develop a Quality Education Framework and dashboard to evaluate education provision in Pacific medium education units.</p>	<p>We will achieve this objective in 4 distinct phases:</p> <ol style="list-style-type: none"> 1. Understand the current provision of Pacific bilingual education 2. Gather evidence through literature review and case studies to identify effective practices of Pacific bilingual education 3. Develop a Quality Framework 4. Implement the Quality Framework in ERO's evaluation of Pacific bilingual education 	<p>Published report: Current provision of Pacific bilingual education in NZ</p> <p>Talanoa with Pacific bilingual education providers about what quality provision looks like</p>	<p>Carry out evidence gathering phase and develop the quality framework. (See slide pack)</p>

Strategic action	How we will deliver	Progress (2019/2020)	Next steps
<p>4. Produce a series of case studies illustrating the effectiveness of strategies and practices which promote and foster quality outcomes for Pacific learners</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> using evidence about what ERO knows about effective strategies that support Pacific learners as 'Pacific' and sharing these strategies. 	<p>Completed literature review - What ERO knows about Pacific learners?</p> <p>Profile of Pacific learners' NCEA achievements in each ERO region.</p> <p>Focus groups with Pacific students and parents about effective strategies which supported them through COVID-19.</p>	<p>Completing and publishing effective strategies and practices for supporting Pacific learners.</p>
<p>5. Develop and utilise targeted approaches for services with large Pacific learner populations who continuously face challenges providing a high-quality education</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> trials a revised monitoring process and evaluating the impact of the process on the performance of these early learning services. 	<p>Trialled 3 and 6-month progress visits and reports with Pacific services judged as 'not well placed'. <i>Early indications are the increased contact with leaders and staff over the longitudinal period has enabled improvement for provision and positive relationships with ERO.</i></p>	<p>a) Fono with Pacific ECE services to increase understanding of ERO's new ECE methodology</p> <p>b) Embed the new ECE methodology in reviews of Pacific services.</p>
<p>6. Actively strive to be a partner of choice for educational and social sector evaluations in Aotearoa and the Pacific region</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> identifying potential partners for Pacific-focused evaluations in Aotearoa and the Pacific region, and initiatives where ERO can provide evaluative expertise. 	<p>Supported inter-agency partnerships and provided evaluation advice to Lalanga Fou and Action Plan for Pacific Education's Performance Measurement Framework.</p>	<p>Work with the education sector and others to identify opportunities for ERO to provide expertise for Pacific-focused evaluations.</p>

Jan 2020

ERO is a partner of choice for Pacific focused evaluations in Aotearoa and the Pacific region

Strategic action	How we will deliver	Progress (2019/2020)	Next steps
<p>7. Expand partnerships with the education sector in the Pacific region</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> developing a Pacific regional engagement plan and identifying potential partners for education-focused evaluations in the Pacific region. 	<p>Submitted a proposed Pacific regional engagement plan to MFAT in March 2020.</p> <p>Provided evaluation advice to inform Tokelau, Cook Island and Samoan government initiatives.</p>	<p>Work with MFAT, Ministries of Education in the Pacific region and Pacific regional organisations to identify opportunities for ERO to co-design and evaluate the quality of education provision.</p>
<p>8. Foster an environment that embraces and support personal and team professional learning, with the goal of building organizational capacity</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> providing professional learning and development (PLD), learning modules about Pacific research and evaluation methods, creating opportunities for ERO staff to improve their cultural awareness and responsiveness. 	<p>Conducted whole of staff PLD about ERO's Pacific Strategy and cultural concepts such as Talanoa and Tapasa.</p> <p>Practiced approaches like Talanoa in focus groups.</p>	<p>a) Conduct staff cultural responsiveness and engagement capability</p> <p>b) Continue to provide whole of staff PLD.</p>
<p>9. Retain, attract and develop staff with Pacific heritage to assist ERO deliver high quality evaluations</p>	<p>We will achieve this objective by:</p> <ul style="list-style-type: none"> having a targeted recruitment process and creating opportunities for Pacific staff to undertake leadership roles. 	<p>Recruited five new staff of Pacific heritage in the past 18 months - 10% of ERO's staff are of Pacific origin.</p> <p>We also established our Leadership Partner programme at the beginning of 2020, which seconds into ERO practicing principals to support our school review work. The intention of this programme is to tap into the diversity in the sector, grow the capability of these leaders.</p>	<p>Reviewing staff recruitment and staff advancement strategies – what worked and what can be improved?</p> 



TE IHUWAKA | Education
Evaluation Centre

Pacific Bilingual Education

11 December 2020

Growing number of Pacific language speakers and New Zealand-born Pacific children



- 101,937 speakers of Samoan (2018) up 18 percent from 86,403 (2013)
- 35,820 speakers of Tongan (2018) up 13 percent from 31,839 (2013)
- Smaller numbers of speakers of Cook Islands Māori, Fijian, Niue, Tuvalu, Tokelauan and I-Kiribati (26,658 combined in 2018)
- Population growth previously driven by migration but the Pacific population is increasingly New Zealand-born
- 65 percent of the Pacific population are New Zealand-born (2018)
- This could have implications for reduced inter-generational language transmission

Sources: Stats.nz, ERO

Benefits of Pacific bilingual education



- Language maintenance
- Cultural identity and self-esteem
- Recognising learners' existing knowledge
- Bilingualism has several benefits: creative thinking, synthesising ideas, using metaphors, greater sensitivity to the social nature of language, and stronger awareness of "how language works" which enhances mental functioning (May, 2019)
- Evidence of advantages to academic success from bilingual education for Pacific learners in English-medium programmes (Pacific Policy Research Centre, 2010; Hill, 2017)

If you know from where you come, there is no limit to where you can go. If learners can connect and know who they are, and celebrate those things that make them unique, then we have a better chance to raise their achievement levels

Bilingual teacher

Supporting Pacific bilingual education



We want to support Pacific bilingual education to support Pacific learners to achieve and succeed as culturally-located learners.

A Quality Framework will be developed to guide, support and evaluate quality practice.

- **Phase 1:** Understand current provision at a high level (published 2019)
- **Phase 2:**
 - Review literature and gather evidence about features of effective bilingual education
 - Understand more about *how* schools in New Zealand implement Pacific bilingual education. We propose a case study approach.
- **Phase 3:** Develop the Quality Framework.
- **Phase 4:**
 - Implement the Quality Framework in ERO's evaluations of Pacific bilingual education provision
 - Use the Quality Framework to support leaders and teachers in their design and delivery of Pacific bilingual education

Phase 1: Current provision of Pacific bilingual education (completed in 2019)



- Some difficulty in getting exact numbers of Pacific bilingual education units in New Zealand *Why?*
- ERO (2019) found 44 Pacific bilingual education units in total. Many of these units *taught in* or had classes in Samoan (37), Tongan (6), and Cook Islands Māori (1)
- At the time, around 1,800 learners were enrolled in these units
- Immersion, where more than 50 percent is taught in the Pacific language, was more common in earlier year levels
- Units for older learners were more likely to be bilingual 50/50 English/Pacific language.

Challenges to current provision



- Approach to and support for Pacific bilingual education is largely ad hoc with the following challenges:
 - Lack of clarity around philosophy and aims for Pacific bilingual education
 - Lack of appropriate resources, especially for assessment
 - Difficulty identifying and accessing meaningful bilingual pathways into senior secondary education and beyond
 - Lack of appropriate professional learning and development, especially around best practices in bilingual education.

Phase 2: Developing the evidence base



- ERO proposes to:
 - Review the literature and evidence base on effective bilingual practice (in New Zealand and internationally)
 - Undertake case studies to identify:
 - effective practices that contribute to improved outcomes for learners in Pacific bilingual education
 - the capacity of leaders and teachers to support learners in Pacific bilingual education to achieve and succeed as culturally-located learners.
 - ERO proposes to investigate:
 - How teachers know learners (their strengths, interests and priorities)
 - How teachers support learners (design curriculum, provide a rich learning environment)
 - How leaders ensure teachers have capacity to support learners (resourcing, professional learning and development)
 - How teachers monitor outcomes and review practices (internal evaluation and improvement)
 - How teachers link with communities to support learners.

Teachers know language + culture
UN of researches 2 years long immersion

Phase 3: Developing the Quality Framework



- ERO proposes to:
 - Use the Phase 2 research/literature review and case study findings to identify:
 - conditions that support learners in Pacific bilingual education to achieve and succeed as culturally-located learners
 - teaching practices that support learners in Pacific bilingual education.
 - Establish an external reference group of identified stakeholders to co-design a Quality Framework for evaluating the provision of Pacific bilingual education
 - Develop and trial the Quality Framework with selected Pacific bilingual education providers
 - Finalise and promote the Quality Framework to support improvements in Pacific bilingual education.

Phase 4: Implementing the Quality Framework



- ERO proposes to:
 - Incorporate the Quality Framework into ERO's evaluations of both Pacific bilingual education provision in schools and Pacific early learning services
 - Support application and use of the Quality Framework by leaders and teachers across Pacific bilingual education providers for programme design and internal evaluation
 - Develop a high-level dashboard of indicators to monitor progress at the system level.

Next steps:



- In 2021/2022, ERO will review the literature and evidence-base about effective bilingual education practice and undertake case studies (Phase 2)
- In 2021/2022, ERO will develop the Quality Framework (Phase 3)
- In 2022/23, ERO will implement the Quality Framework in our institutional evaluation of Pacific bilingual education provision and develop a high-level dashboard of indicators (Phase 4).