MINISTRY OF EDUCATION
TE TĀHUHU O TE MĀTAURANGA

Ministry for Pacific Peoples

Joint Report: Tulī Takes Flight Scholarships - Design Approval

To:	Hon Chris Hipkins, Minister of Education Hon Aupito William Sio, Minister for Pacific Peoples		
Cc:	Hon Jan Tinetti, Associate Minister of Education		
Date:	20 January 2022	**Priority:**	High
Security Level:	In Confidence- Budget Sensitive	**METIS No:**	1278500
Key Contact:	Fatulatetele Tolo Policy Director, Te Puna Kaupapahere	**DDI:**	04 463-8516 9(2)(a)
Messaging seen by Communications team:	No	**Round Robin:**	No

Purpose of Report

This joint paper from the Ministry of Education and the Ministry for Pacific Peoples seeks your agreement to approve the final design of the Tulī Takes Flight scholarships.

Summary

- In June 2021, Cabinet agreed to provide academic and vocational scholarships for eligible Pacific peoples as part of the Dawn Raids Apology goodwill package. Cabinet authorised the Minister of Education and the Minister for Pacific Peoples to approve the final design to the Tulī Takes Flight (Tulī) Scholarship, [SWC-21-MIN-0088 and CAB 21-MIN-0222.01 refer].

- The scholarships are administered by the Pacific Education Foundation with assistance from the Ministry of Education. The inaugural round of scholarships has been completed.

- This paper outlines what was learnt from that process and goes on to recommend the final design of the scholarships. The majority of the interim design will be retained. The key features of this are:

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- focussing on Aotearoa Pacific Peoples[1] already living and working or studying in New Zealand
- valuing both vocational training and academic study
- study must be undertaken at New Zealand tertiary education providers
- study must be undertaken in New Zealand
- study must be at levels 4-7 for vocational study and levels 7-10 for academic study
- the number and dollar value of the scholarships is split equally between academic and vocational study.

- The Pacific Education Foundation Board recommends not offering a scholarship category for first year students, instead focussing the scholarships on students in their second or subsequent year of study or training and on career changers. It recommends continuing both *Career Changer* and *Continuing Study or Training Scholarship* categories.

- 9(2)(f)(iv) [redacted]

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[1] The Ministry of Education term *Aotearoa Pacific Peoples* is the same as the Ministry for Pacific Peoples term *Pacific Peoples*

Recommended Actions

The Ministry of Education and Ministry for Pacific Peoples recommend that you:

a. **agree** to the design of the Tulī Takes Flight scholarships as set out in this briefing.

Agree / Disagree
Hon Chris Hipkins
Minister of Education

Agree / Disagree
Hon Aupito William Sio
Minister for Pacific Peoples

b. **agree** that the Ministry of Education release this briefing in full after Budget 2022 announcements, with the Budget references withheld as appropriate.

Agree / Disagree
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Minister of Education

Agree / Disagree
Hon Aupito William Sio
Minister for Pacific Peoples

Tipene Chrisp
Group Manager
Te Puna Kaupapahere
Ministry of Education
20/01/22

Leilani Unasa
Director of Policy
Ministry for Pacific Peoples

20/01/22

Hon Chris Hipkins
Minister of Education

10/2/2022
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Hon Aupito William Sio
Minister for Pacific Peoples

__/___/__

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Minister Sio signature

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Background

1. The Tulī Takes Flight (Tulī) scholarships are part of the goodwill gestures of reconciliation to accompany the New Zealand Government's apology to Pacific families and communities impacted by the Dawn Raids. The scholarships were announced at the Dawn Raids Apology ceremony on 1 August 2021. The scholarships are for both vocational and academic study or training.

2. Cabinet directed [SWC-21-MIN-0088 and CAB 21-MIN-0222.01 refer] that the Tulī scholarships be administered by the Pacific Education Foundation (PEF), a statutory body established by legislation in 1972. The Ministry of Education is providing operational support to the PEF to undertake this function. The Ministry of Education provided you both with initial advice on the PEF legislation and the Tulī Takes Flight scholarships in August 2021 [METIS 1267129 refers].

3. The intention is that the Tulī scholarships will be highly valued by Pacific communities as a prestigious scholarship. The scholarships also acknowledge the importance of education for Aotearoa Pacific families and the need to support and grow Pacific education capacity and capability through study and training opportunities. The scholarships are well-known already as is evidenced by the large number of applicants for the first round.

4. The inaugural round of scholarships opened for applications on Monday 13 September 2021 and closed on Monday 11 October 2021. This was two weeks later than originally planned, due to the Level 4 COVID-19 lockdown.

5. An online form was developed as part of the initial design to make the application process as easy as possible. To provide enough information to enable the PEF Board to make decisions, applicants answered a series of five questions rather than writing an essay or personal statement. A detailed online guidance document was also provided to support those wishing to apply for a scholarship.

6. Cabinet agreed that the Tulī scholarships should be both vocational and academic [SWC-21-MIN-0088]. By including vocational scholarships, the pool of potential recipients is much wider and not restricted only to people who want to undertake degree level study. Offering career changer scholarships also widened the pool of potential applicants from recent school leavers to adults of all ages, including those who have families to support.

7. A total of 1,860 people applied for the scholarships. Tables 1 and 2 overleaf show the number of applicants who applied for the scholarships and the final numbers after the shortlisting process. Due to the high number of academic applications, slightly more academic undergraduate scholarships were allocated than vocational scholarships. This freed up enough funding to offer one additional career changer scholarship, meaning 31 scholarships were offered in total.

Table 1: Tulī applicants

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	Number of scholarships available in each category	Vocational applicants	Academic applicants	Totals
New to Study/training	10	60	518	578
Continuing Study/ training	17	50	1,105	1,155
Career changer	3[2]	21	106	127
Totals	30	131	1,729	1,860

Table 2: Tulī shortlist[3]

	Vocational	Academic	Totals
New to Study/training	10	19	29
Continuing Study/ training	13	24	37
Career changer	4	7	11
Totals	27	50	77

8. There were considerably fewer vocational[4] applicants than academic applicants. Around 7% of the applications were classified as vocational[5] after the assessment process. The Targeted Training and Apprenticeship Fund (TTAF) is also covering fees for all apprenticeships and a high proportion of levels 3-7 non degree provision so this may have also influenced people's decision not to apply for a Tulī scholarship. In future years we expect the proportion of vocational applicants will increase, as it becomes more widely known that vocational training courses are eligible and after TTAF ends in 2022.

Pacific ethnicity and other demographic information

9. Data was collected on age, gender and Pacific ethnicity. Aotearoa Pacific applicants of Samoan heritage accounted for 45% of the applications and those of Tongan heritage 20% of the applications. Further detail is shown in Annex 1.

10. The data collected via the application process has provided a rich data set that we will continue to analyse over the next few months, to provide further insights to contribute to the work on careers advice in schools. It will also help us focus promotional activities for the scholarships in future.

Insights from the first round of Tulī applications

11. The design for the first round of Tulī scholarships was undertaken in a very short time frame, with the intention of refining it after the first round of applications. As a result of the significant number of applications for the scholarship, we have a much better understanding of the circumstances and needs of applicants. Our design has also been informed by a stocktake of targeted Pacific-specific scholarships and financial supports for tertiary education to identify the current landscape of supports available to Pacific people[6].

[2] The original intent was to have three career changer scholarships. one academic, one vocational and one that could be either.

[3] The table of offers is in Annex 2.

[4] For the purpose of round 1 applications to simplify categorisation for applicants, we defined vocational as levels 4 to 6 diplomas and certificates and academic as level 7 to 10 (i.e., degrees and higher). Level 7 can in fact be either vocational (non-degree level) or academic (degree level).

[5] This compares with approximately one third of students being enrolled in level 4-7 vocational studies (2020). However, the free training available to apprentices in 2021 and 2022 may have also reduced the number of vocational applications.

[6] Information was sought from tertiary education providers, and government agencies about the types of scholarships and supports available, the number, the uptake and barriers in accessing these supports. Many scholarship providers were unable to provide a comprehensive breakdown to respond to this request. Some providers identified significant barriers for Pacific people, including

- There are not enough scholarships available
- The uncertainty for young people to know how to apply for scholarship
- The lack of relevant and targeted communication about scholarships

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12. The Tulī scholarships can be used to cover course costs, including course materials, equipment and tuition fees (unless the successful applicant is eligible for fees-free support). The scholarships can also be used to help with living costs, such as accommodation, transport and childcare. The applications indicated that funding is needed for all these things, especially living costs. We recommend retaining this aspect of the design, rather than restricting the scholarship to fees only.

13. Many of the new to study applicants are unaware of career and financial supports available. There was also a mismatch between what recent school leavers wanted to study and what they had studied and achieved at school. e.g., wanting to enrol in Health Sciences and not studying any sciences at school. We will use this information to inform policy work about careers advice in schools.

14. In contrast, the career changer applicants (at least 12 years out of secondary school) were very clear on what they wanted to study and why. Their applications clearly explained the difference the scholarship would make to them, their families, and communities. The overall standard of career changer applications was extremely high. Applications covered a very wide-ranging group of qualifications.

15. Career changers can be first year students or could be returning to study or training. It is not the intention of the career changer category to provide for post-graduate study for people who have already undertaken multiple years of study or training.

16. The career changer category appears to have met an unsupported need and provides a second chance to those who were unable to undertake tertiary studies when they left school, or who undertook a lower-level qualification and now after working for a number of years (paid or unpaid) need or wish to undertake different or further tertiary studies to change or further their career. The higher value of the scholarship is intended to recognise that they are likely to have family responsibilities and other expenses.

17. The continuing study and continuing vocational training applicants had a clearer view than new to study applicants of why they were undertaking a particular course and what supports they needed.

Cost of undertaking a practicum

19. We identified that there are extra costs associated with students and apprentices undertaking a practicum and block courses. In particular there are extra costs associated with travel and potentially with living costs and accommodation if they need to leave their region. Part-time work cannot be undertaken during the practicum and in some cases, people needed to leave their part-time jobs. Students in this category include those studying nursing, midwifery, teaching and social work as well as those undertaking vocational training block courses.

Tulī Takes Flight scholarship final design

18. Cabinet directed that the Tulī scholarships be administered by the Pacific Education Foundation (PEF). Therefore, the scholarships are governed by the *Pacific Education Foundation Act 1972 (the Act)* and must comply with the requirements within the Act.

- Current landscape of scholarships does not reflect learner pathways.

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19. The Act requires any beneficiary of the PEF to be "a New Zealand citizen or a person who has been granted permanent residence or who has been permitted to enter New Zealand with the intention of permanent residence" and be one of eight indigenous Pacific heritages: Tokelau, Cook Islands, Niue, Sāmoa, Tonga, Fiji, Kiribati, or Tuvalu. Pacific people who do not belong to one of these ethnicities are not currently eligible for scholarships administered by the PEF including the Tulī scholarships. The current definition of Pacific peoples in the Act is attached at Annex 3.

20. The ongoing funding available for the Tulī scholarship will enable allocation of approximately 12[7] scholarships per year, for study from 2023 onwards.

Recommendations

21. The Pacific Education Foundation Board recommends:

    a) focussing only on continuing students and career changers in both the vocational and academic categories. This would remove the scholarship category for recent school-leavers in their first year of study or training. The Board define this group as people in their first year of study or training that have been enrolled in school in the current calendar year or the preceding calendar year, other than as an adult student.

        i. While living costs are a more significant barrier to accessing tertiary education, recent school-leavers in their first year of study or training and adult students who are new to tertiary studies are eligible for fees-free and Studylink will support the majority of those who need financial help.

        ii. The Board believe focusing on continuing study or training students will be a more effective use of the Tulī scholarship funding.

        iii. Continuing study or training scholarships will be for one or two years and aimed at certificate, diploma, undergraduate and post-graduate students in both vocational and academic categories.

        iv. Previous successful recipients can apply again in following years.

22. The Ministry of Education supports these recommendations and further recommends:

    a) focusing the scholarships on Aotearoa Pacific Peoples who are currently living, studying and working in Aotearoa New Zealand.

    b) the Tulī scholarship retains its purpose of meeting financial need, to cover course costs and fees, and can also be used towards living costs[8].

    c) using the eligibility criteria of the PEF legislation alongside the following additions:

        i. Study / training takes place in New Zealand

        ii. Study / training is at a New Zealand tertiary education provider[9]

[7] For 2022, no funding was pre-committed from prior year multi-year scholarships, so we were able to advertise 30 and offer 31.

[8] 9(2)(f)(iv)

[9] As defined in section 10(1) of the Education and Training Act 2020, this includes tertiary education institutions (universities, Te Pūkenga and wānanga), private training establishments and government training establishments.

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iii. Study / training is for an NZQA qualification at level 4 or above

iv. applicants have lived in New Zealand for three years immediately prior to the time of application

- The three years New Zealand residency requirement targets the scholarship to Pacific peoples who are currently working or studying in New Zealand. It keeps the focus on Aotearoa Pacific Peoples and aligns with the rules[10] of other tertiary study assistance available, including fees free, student loans and student allowances.

v. career changers need to have at least 12 years post school experience (including working either in paid or unpaid roles).

vi. doctoral scholarships are awarded for only one year

- The post graduate Pacific Education Foundation scholarships and Tagaloa scholarships already cater for doctoral studies.

d) maintaining a minimum of four career changer scholarships per year[11]. This increases the proportion of career changer scholarships awarded annually and reflects the number of highly motivated people applying in this category.

e) allocating half of the scholarships to vocational studies or training (NZQA levels 4 to 7 non-degree) and half to academic studies (NZQA levels 7- degree level and above).

i. This aligns with the intent to build the visibility, parity and prestige of vocational study and training.

f) requesting information about whether a block course or practicum is a course requirement. This will also be taken into account when assessing financial need.

g) acknowledging the current discretion of the PEF Board to make minor adjustments to the combination of scholarships each year in conjunction with advice from the Ministry of Education.

i. The PEF Board will annually allocate the number and category of scholarships on the basis of previous funding commitments.

ii. The PEF Board will also allocate the available Tulī scholarship funds. Allocation amounts will vary from year to year and each year there will normally be at least:

- Eight continuing study or training scholarships of $10,000 to $15,000 per annum for one or two years.

- Four career changer scholarships of $30,000 per annum awarded for two or three years.

[10] In order to access student support, including student loans, student allowances and fees-free tertiary education, students need to meet residency requirements. New Zealand resident visa holders (which includes Australian citizens and residents in New Zealand) are subject to a three-year stand-down period before they can access student support or first year Fees Free in New Zealand. The stand-down period increases our confidence that New Zealand residents, including Australian citizens and residents, will stay in New Zealand after study, and contribute to our economy and society.

[11] If the 2022 budget bid is successful the number of career changer scholarships can increase to seven.

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iii. if insufficient suitable applicants are shortlisted in a particular category, the Board may re-allocate scholarships between categories.

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Allocation for 2023 and next steps

9(2)(f)(iv)

30. The Ministry of Education will alter its existing contract with the Pacific Education Foundation to include the Tulī Takes Flight scholarships. The contract outlines the amounts paid to the PEF to administer the scholarships and the annual reporting requirements.

Risks

31. There is a risk that the small number of people who receive a scholarship in comparison to the large number of applicants will undermine the intent of the goodwill gesture. There are several ways of mitigating this:

    a. initial communications with unsuccessful applicants have included information about available scholarships offered by tertiary education providers and some general feedback to support future applications.

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b. a communications awareness campaign could be undertaken targeting Pacific people to highlight the availability of tertiary scholarships.

Financial Implications

32. The funding for the current Tulī Takes flight scholarships was provided from existing baselines. A Budget 2022 bid is underway for maintaining the value of the current scholarships over time as well as funding three more Career Changer scholarships, costs associated with the awards ceremony and administration of the scholarships.

Annexes

Annex 1: Scholarship offers for 2022

Annex 2: Legislative definitions

Annex 3: Statistics from 2021 applications

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Annex 1: Scholarship offers for 2022

Thirty-one scholarship offers are being made. This is one more than the thirty advertised. In the continuing study category, more $10,000 scholarships and fewer $15,000 scholarships were awarded than originally anticipated. This freed up enough funding to offer a fourth career changer scholarship. The scholarships are a mixture of new to study and training, continuing study and training and career changer scholarships. The applicants have been given until 28 January 2022 to accept their scholarship.

Table 4: Scholarship offers for study in 2022

	Academic (Bachelor degrees and above)	**Vocational (Level 4 to 6 Certificates and Diplomas)**	**Total**
Career changer $30,000 pa			
Three years	1	2	3
Two Years	1		1
Continuing study $10,000 pa			
One year	2	1	3
Two Years	2	2	4
Three years	4	2	6
Continuing study $15,000 pa			
One year	2	1	3
Two Years		1	1
New to tertiary, training, or study $10,000 pa			
One year	5	4	9
Three years		1	1
Totals	**17**	**14**	**31**

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Annex 2: Legislative definitions

Definition of Pacific person in Section 2 of the Pacific Education Foundation Act.
Pacific person means—

(a) a person living in New Zealand who is both—

(i) a native of the Cook Islands, Fiji, Kiribati, Niue, Sāmoa, Tokelau, Tonga, or Tuvalu; and

(ii) a New Zealand citizen or a person who has been granted permanent residence or who has been permitted to enter New Zealand with the intention of permanent residence; and

(b) a descendant of a person described in paragraph (a)

Definition of permanent resident status:

Permanent resident status means persons:

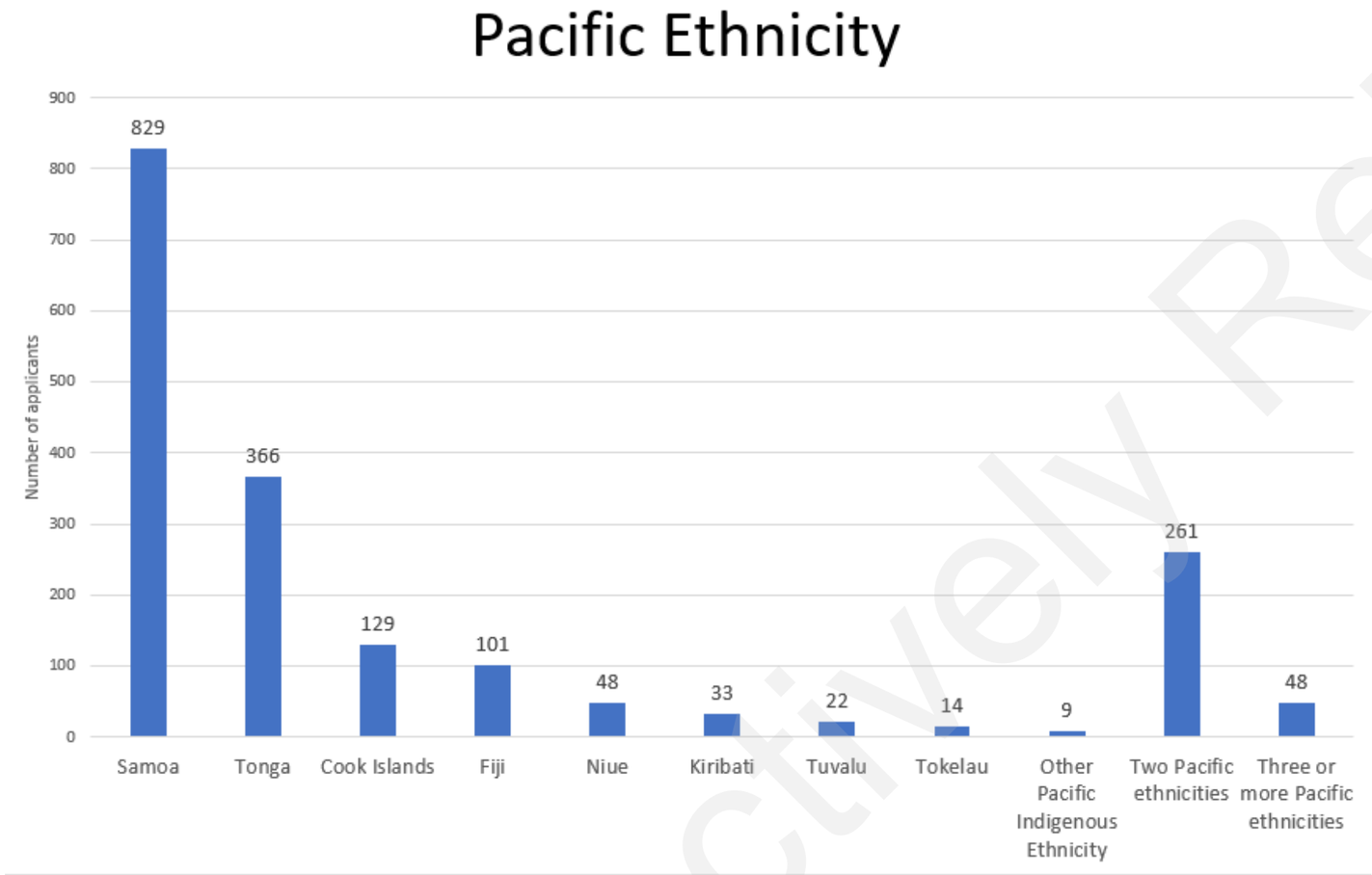
- granted permanent residence under the Immigration Act 2009

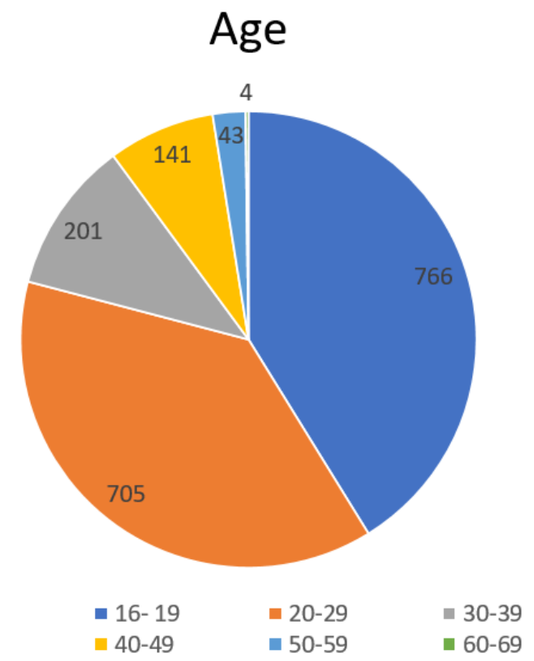
OR

- with a *returning resident's visa of indefinite duration* under the Immigration Act 1987.

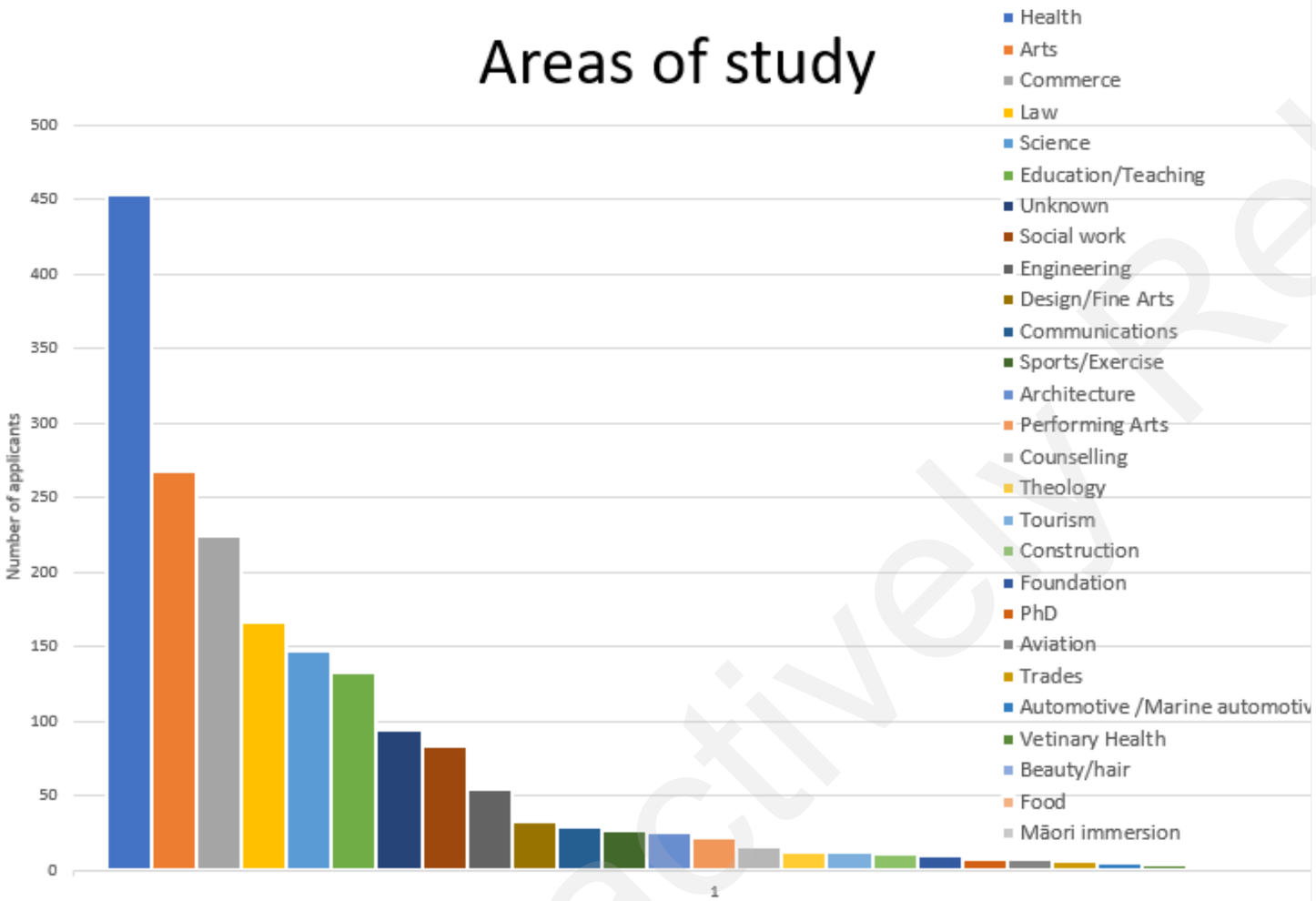
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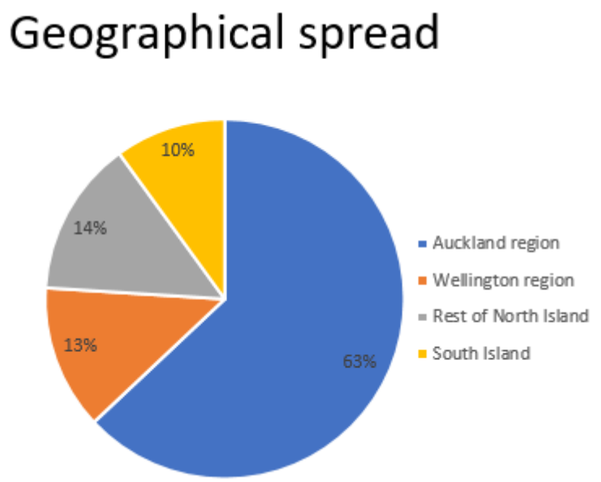
Annex 3: Statistics from 2021 applications.





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