

November 2023

# Briefing to the Incoming Minister for Pacific Peoples



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# Introduction

**Tālofa nī, Mālō nī,  
Kia orāna, Fakaalofa  
lahi atu, Mālō e lelei,  
Malo lava le soifua  
manuia, Ni sa bula vinaka,  
Fakatalofa atu, Noa'ia,  
Mauri, Halo olaketa,  
Tēnā koutou katoa.**

Congratulations and welcome to the Ministry for Pacific Peoples – Te Manatū mō ngā iwi ō te Moana-nui-ā-Kiwa (the Ministry). We are looking forward to supporting you as our new Minister.

This briefing describes the Pacific communities of New Zealand and the Ministry's role in lifting and sustaining their contribution to the prosperity of our country. It also introduces you to the Ministry and its leadership, and explains how we will support you in your role.

As your Ministry, we connect you to Pacific communities across the country. Their voices and perspectives are foundational to our work, and the advice we provide to you and the Government. The Ministry:

- provides expert advice on policies and interventions relating to Pacific peoples;
- co-designs and delivers targeted interventions to address drivers of Pacific progress and prosperity through business and social enterprise development, as well as education, skills training and housing support;
- supports Pacific communities to strengthen social cohesion through sustaining their languages, cultures and identities;
- provides system leadership to coordinate and leverage cross-government investment in Pacific priorities to ensure it delivers tangible results; and
- is building its data and insights capability to ensure that planning and decision making for Pacific communities are based on accurate data and insights.

Under the Ministry's new leadership, we have recently completed a change process to improve our efficiency and the way we work. We have adjusted our organisational structure, and we are refining our operational processes and procedures, strengthening our strategic and operational planning and reporting, and updating our programme management and delivery systems.

We look forward to working closely with you, understanding your vision and priorities for Pacific peoples, and delivering on these to improve outcomes for Pacific communities and New Zealand.

la Manuia



**Gerardine Clifford-Lidstone**  
Secretary for Pacific Peoples  
Chief Executive, Ministry for Pacific Peoples

# The Strategic Context

## The world's largest Pacific population<sup>1</sup>

In 2018, approximately **382,000** Pacific peoples in New Zealand accounted for around eight percent of our total population. Most Pacific peoples have links stretching back into the 1950s, when they moved here to meet New Zealand's post-war labour shortage. Formalised through early treaties and self-governing arrangements with several Pacific territories, this injection of human capital was critical to putting in place the economic foundations on which the country now stands.

The intervening years have seen Pacific communities take root in New Zealand, despite facing many societal and economic challenges. This is reflected in the population's profile; two thirds (66 percent) of our Pacific people are New Zealand-born.

Most of the Pacific population has traditionally resided in our urban centres, especially Auckland (63 percent of the Pacific population). In recent years, however, Pacific communities have formed in the regions as well; particularly in Hawke's Bay, the Bay of Plenty, Waikato, and Canterbury. There are also significant Pacific communities in Otago, Southland, and Manawatū-Whanganui.

The age of our Pacific population is the youngest in the country. In 2018 the median age was 23.4 years, compared to 37.4 years for the wider population. New Zealand's Pacific population is growing fast and is estimated to reach **650,000 by 2042.**<sup>2</sup>

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### As the Pacific population grows, so does its potential to make a material contribution to New Zealand's economy.

Our young Pacific population will be a cornerstone of New Zealand's future economy. The achievements of our Pacific communities will increasingly shape New Zealand's future, define what it means to be a New Zealander, and reinforce New Zealand's global identity as a uniquely Pacific nation. Fully realising the potential of our Pacific youth requires a dedicated focus on addressing the intersecting challenges faced by the broader community.

<sup>1</sup> All population statistics are from Census 2018 unless otherwise noted.  
<sup>2</sup> Statistics New Zealand, "Subnational ethnic population projections."



**In 2021, 21.4 percent of Pacific people reported not having enough money, or just enough money, to meet everyday needs; compared with 8.8 percent of the total population.**

In 2023, the median hourly income for Pacific people was lower than the rest of the population; \$28.34 compared to the national median of \$31.61.<sup>3</sup>

Gender also plays a role; Pacific women earn on average 25 percent less than New Zealand European/Pakeha men, equivalent to \$474 per week. Most of this pay gap is not explained by occupation and educational achievement.<sup>4</sup>

Pacific workers were also more underutilised; in 2023 12.8 percent of the Pacific workforce was underutilised versus 9.3 percent for all ethnicities.

This is despite Pacific people having broadly equivalent labour force participation rates when compared to all ethnicities; 69.6 percent compared with 72.2 percent respectively.<sup>5</sup>

There is also a significant proportion of Pacific young people who are not in education, employment, or training (NEET). In June 2023, 17.3 percent of Pacific 15- to 24-year-olds were identified as NEET compared to 11.8 percent of 15- to 24-year-olds from all ethnicities.<sup>6</sup>

This means that, on average, Pacific people have fewer opportunities to enter (or prepare for) employment, and those who do are paid less and have fewer opportunities for upward mobility. Moreover, wealth creation pathways are limited; **only 21% of Pacific people in New Zealand own the home they live in**<sup>7</sup>. Additionally, most rely on wages as their primary source of income.<sup>8</sup>

A much smaller proportion of the Pacific population is self-employed or owns the business that they work in. In 2018, approximately 5.5 percent of the Pacific working population (aged 15-64) were self-employed or owned a business they worked in, compared with 15.7 percent of the total working population (aged 15-64, all ethnicities).<sup>9</sup>

**If we are to effectively support Pacific communities to succeed, changing this picture is crucial.**

Pacific cultural values, language skills, and diverse experiences can be leveraged into significant competitive advantage in the workforce and business sector, if they are supported into pathways that nurture talent and support financial success.

However, Pacific attitudes to economic wellbeing go further than just access to wealth creation. Pacific conceptualisation of 'wealth' encompasses a much wider focus on wellbeing, including factors like family, faith, education, health, culture, being happy, and being safe.<sup>10</sup>

3 Statistics New Zealand, "Ngā Tūtohu Aotearoa – Indicators."

4 Cochrane and Pacheco, "Empirical analysis of Pacific."

5 Statistics New Zealand, "Labour market statistics: March."

6 Statistics New Zealand, "Ngā Tūtohu Aotearoa – Indicators."

7 Statistics New Zealand, "2018 Census."

8 Ministry of Business, Innovation and Employment, "MBIE's Pacific Economic Strategy."

9 Statistics New Zealand, "2018 Census."

10 The Treasury, "The New Zealand Pacific Economy."

# Realising the potential of Pacific communities

**Any framework for improving Pacific living standards needs to consider the cultural capital and transnational roots of our communities.**

While there is no one set of values that fully embodies the rich cultural tapestry of the Pacific, there are several enduring principles that are shared across the Pacific population. These include social expectations that are based on the primacy of families and communities, religion, and the centrality of mutually affirming relationships.

Many of these values have transnational roots, reflecting patterns of mobility and strong kinship. This includes socioeconomic ties between Pacific peoples who have settled in New Zealand, Pacific nations, and other large communities in Australia and the United States of America.<sup>11</sup>

These shared characteristics are a great source of resilience for New Zealand's Pacific communities, allowing them to adapt and overcome adversity in surprising and innovative ways. The response to COVID-19 is a prime example of this, where Pacific communities implemented models of care informed by the day-to-day lived experiences of their communities. Solutions like community based-assessment centres, health provider-led contact tracing and wraparound support, and ethnic-specific social marketing campaigns proved so successful that they have since been adopted and codified, in part, by the wider health system.

**Yet, many people are growing increasingly disconnected from the language(s) and culture that have been a key source of strength and resilience for decades.**

This was underscored by the findings of the Ministry's Leo Moana o Aotearoa research project, which showed communities are genuinely concerned that Pacific languages are at risk of disappearing over time. While 90 percent of respondents to the project's survey wanted their children to learn a Pacific language, only 18 percent reported they had access to Pacific bilingual or immersion programmes, and only 26 percent indicated they used Pacific languages with their school-aged children.<sup>12</sup>

The Leo Moana o Aotearoa project is the first of its kind, focusing specifically on the utilisation of and attitudes towards Pacific languages in the Pacific diaspora. While this project will be a useful tool for decision making, it also speaks to the dearth of robust research and insights into the perspectives and lived experiences of Pacific people in New Zealand.

This points to a deeper challenge; we know where Pacific communities want to go and what they want to achieve, but the path to get there is not clear. We lack the data and evidence required to chart a way forward.

<sup>11</sup> Health Quality & Safety Commission, "Bula Sautu: Pacific health."

<sup>12</sup> Ministry for Pacific Peoples, "Leo Moana o Aotearoa."

# Building a clearer picture of Pacific outcomes

**Effective decision making requires good advice, and that depends on the informed use of evidence in developing policy, monitoring implementation, and evaluating its impact.**

A broad, robust evidence base is critical for this; a body of data and insights from which unique perspectives on and innovative solutions to different topics and issues can be readily distilled.

However, government's mechanism for evidence gathering and sense-making on Pacific outcomes are often ad hoc and fail to capture the uniqueness of the Pacific diaspora in New Zealand. This extends from their cultural identity to their lived experiences, stretching back decades and across borders.

For example, the last macroeconomic assessment of the Pacific economy was undertaken in 2018. It put the total gross domestic product (or value added) of Pacific business and organisations in New Zealand at \$3.1 billion. This is further underpinned by a \$8.3 billion asset base.<sup>13</sup>

This figure is useful to estimate the economic contribution Pacific people make to New Zealand, but it is now over five years old. There are few, if any, alternatives that can be reliably used for decision making in the current post-COVID-19 – and post-cyclone Gabrielle – context.

**We do not have an evidence base that tells the full story of our diverse Pacific communities.**

Even where mechanisms for gathering this sort of data do exist, they can present an incomplete or one-dimensional picture of Pacific peoples' experiences, failing to capture the realities of families. This is demonstrated by government surveys where Pacific data is statistically unreliable and we cannot draw meaningful conclusions for the Pacific population – much less for the many distinct ethnic communities we serve.

**For example:** Stats NZ Census 2006, 2013, 2018 questions on volunteering assume all New Zealanders hold the same concepts around volunteering.

The terms 'unpaid work' and 'volunteering' are non-Pacific concepts, which do not reflect the nature of reciprocal relationships, cultural obligations, and other Pacific values that underpin Pacific contributions and participation in these activities.

**In 2018, this meant that far fewer Pacific peoples completed that question in the Census (65% Pacific response rate vs. 80% for the total population). For those Pacific people who did answer the question, subsequent research indicated they did not feel their contributions were accurately reflected in the Census data.<sup>14</sup>**

<sup>13</sup> The Treasury, "The New Zealand Pacific Economy."

<sup>14</sup> Ministry for Pacific Peoples, "Long-term Insights Briefing."

In the health sector, the share of investment of population-based funding is determined by local population rather than health care usage.

**In Counties Manukau, for example**, an undercount in population estimates has led to longstanding issues in public health investment. Specifically, in 2019 the Counties Manukau Health Service User population data had an undercount of approximately 12,000 people. A large proportion of these people were Pacific who have traditionally faced barriers to participating in local and national population counts.

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**The undercount is estimated to have amounted to approximately \$32m in underfunding for the Counties Manukau area. Additionally, this results in consistently overstating rates of health screening and access to services.<sup>15</sup>**

This fragmented approach to Pacific data and insights is echoed across most agencies, and is often due to a lack of long-term planning and sustained focus on generating a Pacific evidence base for decision making.



# A deliberate approach to lifting Pacific outcomes

**In recent years, there has been dedicated investment to address some of the challenges noted above.**

These efforts reflect the cross-agency consensus need for urgent and significant action. While this investment is timely and critical for generating positive outcomes for Pacific communities, it needs to be underpinned by robust evidence, research, and an understanding of Pacific values. Without these, the implementation options and implications of various initiatives, and the scale of the desired outcomes, will be difficult to measure.

The Ministry is ideally placed as both a coordinator for cross-agency action on strategic issues relating to Pacific peoples, and as a delivery arm for targeted interventions designed specifically for the Pacific context and to address Pacific wellbeing outcomes. We also hold a stewardship role across government for Pacific data and insights, to help develop a more coherent evidence base and ensure that decision makers access and use Pacific insights.

The following section expands on some of these areas in more detail. Additionally, there is more information on the Ministry's operating model, and service initiatives in **Appendices 2 and 3**.

# Supporting Government's vision for Pacific Peoples

**The Ministry for Pacific Peoples exists to give a voice to the Pacific communities of New Zealand, including in government decision making processes.**

## **Our leadership across Government**

We hold deep relationships with Pacific communities across the country and maintain collaborative, reliable pathways for drawing out and weaving their diverse views and perspectives into government decision making. This works in two ways:

- our focus on Pacific communities and position in government means communities can use the Ministry as a point of contact to help build trust, confidently navigate government spaces, and access the support they need across other agencies; and
- agencies and providers can access Pacific communities through us, ensuring they understand the people they serve and are better able to design and deliver policies and services

We are guided on this journey by our **All of Government Pacific Wellbeing Strategy**, approved by Cabinet in 2022. This document provides a framework for coordinating agency action and investment around Pacific wellbeing outcomes and measuring their impact in line with what Pacific communities have shared their needs and aspirations are.

The **Pacific Aotearoa Lalanga Fou** report was also developed in collaboration with our Pacific communities and provides four overarching goal areas for lifting Pacific outcomes.

### **The Ministry's cross-agency work includes:**

- supporting Immigration New Zealand and the Ministry of Business, Innovation and Employment (MBIE) in addressing immigration issues such as the recognised seasonal employment policy review, immigration rebalance proposals, and changes to the migrant settlement support system;
- development of the Kapasa Pacific policy analysis tool (in partnership with the Department of the Prime Minister and Cabinet) to help agencies better incorporate the perspectives of Pacific peoples in the policy development process;
- development of the first joint Pacific housing strategy and action plan in collaboration with the Ministry of Housing and Urban Development and Kāinga Ora Homes and Communities;
- development of the Treasury's Living Standards Framework and first report on wellbeing in New Zealand (Te Tai Waiora: Wellbeing in Aotearoa New Zealand 2022); and

- update of the Treasury Guidance and Budget bid templates, to provide system leadership by ensuring agencies are taking a more considered approach to analysing the impacts of their initiatives on Pacific communities. This ensures a collaborative Budget process, so that collectively, we can deliver on improving outcomes for Pacific communities.

s9(2)(f)(iv)

### **Economic development, housing, and employment for Pacific communities**

With New Zealand facing strong economic headwinds, there is an opportunity to leverage the strengths within our Pacific communities to contribute to national economic success. The Ministry's first lever to stimulate Pacific economic development is its ability to support Pacific business and labour market growth.

Key areas of focus for lifting Pacific peoples' economic prosperity include:

- regional economic development (particularly Auckland);
- labour market contributions;
- growing Pacific business; and
- promoting innovation.

Prioritising effort in these areas is most likely to influence outcomes that will be key to realising the economic potential of our Pacific communities.

### Supporting Pacific business and labour market growth

Government support plays a vital role in developing Pacific businesses and enterprises, especially as their scale and regional focus have often precluded them from accessing and benefitting from wider market opportunities.

To address this, the Ministry developed the first **Pacific Employment Action Plan (PEAP)** to diversify the Pacific workforce, address systemic barriers to employment and self-employment, and capitalise on the innovation of Pacific entrepreneurship.

The PEAP is implemented through several Ministry initiatives which are summarised below:

The **Pacific Aotearoa Regional Enterprise Fund (PAREF)**, which was implemented between 2021 and 2022 through an MoU with MBIE, allowed the Ministry to support 29 Pacific businesses in regional New Zealand to boost their productivity and create local jobs. Through PAREF, we learned that key challenges to Pacific business growth and resilience include:

- difficulty accessing and navigating available support services, particularly in regions where tangible support is limited or absent;
- a lack of capital funding to support Pacific businesses, networks, service providers, and social enterprises in growth and sustainability; and
- a lack of culturally appropriate capacity development services.

Using these insights, we established the Pacific Business Village in 2022.

This is an umbrella programme comprised of the following:

- coordination and networking of local Pacific businesses and social enterprises to improve synergy and identify mutual interest and growth areas;
- tailored capability development support for Pacific businesses and social enterprises; and
- capital investment to increase productivity, scale, and employment.

In 2022/23, we supported 47 Pacific businesses and 22 Pacific social enterprises, improving their financial sustainability and business processes and providing more opportunities for Pacific staff through apprenticeships and professional development.

We also continued to support the 29 regional Pacific businesses (from 2021/22) with capital investment, facilitating the creation of 173 new jobs across regional New Zealand.

**Pacific families often live as large, multi-generational households, in rented homes not designed for the socioeconomic needs of such family compositions.**

Through the **Tupu Aotearoa programme**, we work with 20 service providers across New Zealand to help Pacific people not in education, employment, or training (NEET) access opportunities and secure jobs. These service providers also deliver mentoring, pastoral care, and ongoing advice for participants to help sustain their employment, training, and/or study. During 2022/23, the programme helped 2,071 participants into employment, training, study, or work experience placements.<sup>16</sup>

The **Pacific Work Connect Service for Pacific migrants (PWCP)** is a specialised service to support Pacific migrants' journey towards employment by providing one on one coaching and workshops. Following a successful pilot phase in South and West Auckland in 2020 and 2021, and subsequent expansion to the broader Auckland region in 2021/22, PWCP will operate through to June 2024. During this time, PWCP will maintain its in-person services for clients throughout Auckland, as well as expand its online capabilities to assist eligible individuals residing outside of Auckland.

**Building intergenerational wealth and wellbeing through home ownership**

This is our second lever for economic development. Currently, Pacific households experience higher rates of persistent disadvantage when compared with peak working age households in New Zealand. Pacific peoples have lower incomes and lower net worth when compared with the other four main ethnic groups in New Zealand.

In 2021, Pacific people reported living in homes (e.g., houses or flats) that are:

- in need of major repairs – 10.2 percent compared with 4.7 percent of the total population; and
- unaffordable<sup>17</sup> – 12.9 percent compared with 9.5 percent of the total population.<sup>18</sup>

We partnered with the Ministry of Housing and Urban Development and Kāinga Ora Homes and Communities to develop **Fale mo Aiga: The Pacific Housing Strategy and Action Plan 2030 (Fale mo Aiga)**.

This plan leverages partnerships between the community, local, central government, and private sectors to deliver housing designed specifically for Pacific families.

<sup>16</sup> The result reported here reflects the combined number of employment and training/study placements achieved. The Budget funding received in 2021 required the placement of 7,500 people into education, training or employment over four years (by June 2025). By 30 June 2023, Tupu Aotearoa has placed approximately 5,500 people – about 70 percent of the four-year target over the first two funding years.

<sup>17</sup> Measured as zero-to-three on a 0-10 scale, with zero being very unaffordable and 10 being very affordable.

<sup>18</sup> Statistics New Zealand, "Wellbeing Statistics: 2021."



**The aim of this work has two components:**

- supporting Pacific families' ability to establish homeownership plans through financial literacy and financial management of their resources; and
- supporting Pacific social enterprises to develop new homes for Pacific families in Auckland, Wellington, Christchurch, and South Otago.

The first component of Fale mo Aiga is well underway, and in the two years leading up to 30 June 2023, 2,708 people enrolled in financial literacy programmes and 99 families purchased new homes.

Through the second component, the Ministry has supported the Central Pacific Collective's business case Our Whare Our Fale; a community initiative to develop up to 300 homes for Pacific families to purchase in Eastern Porirua. Construction of the first houses is expected to begin in mid-2024.

Further work is planned to develop the business capability of Pacific organisations and support them through the housing development process in partnership with the private sector.

Along with delivering housing for Pacific families, this approach will provide economic benefits by improving the sustainability of local Pacific businesses involved in the project.

# Revitalising Pacific languages

**Even as we make progress towards improving economic outcomes for Pacific communities, it is important to recognise that the social challenges faced by these communities are complex, inter-related across a variety of domains, and will take time (sometimes a generation or more) to see significant improvement.**

Alongside our dedicated focus on employment, housing and education outcomes noted above, the Ministry is committed to improving the cultural drivers for building resilience, social cohesion, and a sense of identity across our Pacific communities.

Research is clear that like other minority groups characterised by low income and poverty, investment in sustaining Pacific languages fosters strong wellbeing and can lift educational outcomes, enhance employment and earning potential, and increase the human capital and productivity of our Pacific population.<sup>19</sup>

**This means that for our Pacific population, deepening their connection to their culture and language is an important component for an enduring and holistic approach to improving their socioeconomic outcomes.**

The Ministry has developed New Zealand's first **Pacific Languages Strategy (2022 – 2023)** to recognise the value of Pacific languages, strengthen pathways and resources for learning these languages, and create opportunities for these languages to be used more often and in more spaces.

Two types of action plans are associated with the Pacific Languages Strategy: the Government Action Plan guides cross-agency investment and initiatives that support Pacific languages to thrive while, simultaneously, a number of Community Action Plans articulate the goals and aspirations different groups have for their languages, empowering grassroots language planning, maintenance, and revitalisation.

Over the past three years, 192 community groups have been supported to deliver activities and initiatives as part of the Ministry's Pacific Language Week series. Two new language weeks will be added to the Pacific Language Weeks series in 2024; Solomon Islands Pidgin and Papua New Guinea Tok Pisin. This reflects New Zealand's longstanding relationship with these nations, based on our shared geography, history, and common interests across the Pacific region. With this, we show our commitment to these important regional partners and support their diaspora in New Zealand to realise their aspirations and promote their languages and cultural identities at a national level.

<sup>19</sup> Royal Society of New Zealand, "Languages in Aotearoa"; TESOLANZ, "Parliamentary inquiry into Pacific Languages"; May, "Pasifika Languages Strategy: Key Issues."

# Your portfolio responsibilities

**In the following sections, we briefly outline our suggested mechanisms for supporting you in your role as Minister for Pacific Peoples.**

## Your role as Minister for Pacific Peoples

As the responsible portfolio Minister for the Ministry for Pacific Peoples, you are accountable to Parliament for the Ministry's overall efficiency, effectiveness, and performance.

### Your responsibilities in this role include:

- setting the policy direction and priorities for the portfolio;
- accountability to the House for the policies, public spending, and performance of the Ministry;
- strengthening the Government's relationship with Pacific communities;
- engaging with Ministerial colleagues to improve outcomes for Pacific peoples; and
- Board appointments.

## Appropriation: Vote Pacific Peoples

You will be responsible for all appropriations in Vote Pacific Peoples. This comprises annual and permanent appropriations totaling **\$43.428 million** in Departmental Expenditure and **\$53.229 million** in Non-Departmental Expenditure. Totalling to **\$96.657 million (in 2023/24)**.<sup>20</sup>

	23/24	24/25
<b>Departmental Expenditure</b>	\$41.300m	\$38.757m*
<b>Non-Departmental Expenditure</b>	\$53.229m	\$39.644m
<b>Non-Departmental Expenditure ending in 23/24</b>	\$13.585m	Nil
<b>Total</b>	\$96.657m	\$78.401m

\*The decrease between 23/24 and 24/25 is primarily due to time limited funding ending in 23/24, and multi-year Multi-Category Appropriation reforecast.

<sup>20</sup> Departmental Expenditure is when expenses are incurred by a department. Non-Departmental Expenditure is when expenses are incurred on behalf of the Crown, other than by a department."

## Appointments and nominations

### Board appointments

As the Minister for Pacific Peoples, you are responsible for appointing members to the following boards:

#### **Pacific Business Trust Board**

The Pacific Business Trust provides economic development services for Pacific businesses across New Zealand. The trust's strategic focus is working with Pacific businesses to grow their wealth, build social enterprise activity, and create jobs. The trust receives an annual grant from the Government that is managed by the Ministry. You are solely responsible for appointments to this board.

#### **Pasifika Education Centre Board (trading as Centre for Pacific Languages)**

The Centre for Pacific Languages provides courses in eight Pacific languages, training in Pacific cultural competency, and translation services in nine Pacific languages. The trust receives an annual grant from the Government that is managed by the Ministry. You are solely responsible for appointments to this board.

#### **National Pacific Radio Trust Board**

The National Pacific Radio Trust owns and operates the Pacific Media Network, a New Zealand radio network and pan-Pacific national broadcasting network. It runs the NiuFM and 531pi (based in Auckland) and Samoa Capital (based in Wellington) radio stations. The trust receives an annual grant from the Government that is managed by NZ on Air and overseen by the Ministry for Culture and Heritage. You jointly appoint to this board alongside the Minister for Broadcasting and Media.

#### **Pacific Education Foundation Board**

The Pacific Education Foundation Board administers a range of education scholarships. You jointly appoint to this board alongside the Minister of Education.

We will provide you with advice on appointments. An overview of relevant Board membership is attached in **Appendix one**.

### New Zealand Royal Honours awards

The Ministry and the Minister for Pacific Peoples' are involved in nominating Pacific individuals who have made substantial contributions to their community for the New Zealand Royal Honours awards.

The primary emphasis for determining the award of honours should be on service to the community or nation, and on merit and achievement, in any field, going beyond the normal requirements of duty or office.<sup>21</sup>

The Ministry will provide you with relevant advice on this process, as signalled in the next section – 'Matters requiring your early attention'.

21 The Department of Prime Minister and Cabinet, "Prime Minister's Honours Advisory."

## Matters that will require your early attention

**Over the next 100 days, we will work closely with you and your office to identify early priorities and how the Ministry is positioned to support you with these.**

In preparation for this, we have provided you with some supplementary information on two key areas:

- details of the Ministry's change process (**Appendix two**). This will give you a sense of how the Ministry has improved and consolidated its internal functions, to streamline what we do and better deliver outcomes for Pacific communities; and
- more detail on our service initiatives (**Appendix three**). This includes the outcomes we have achieved so far.

We will also brief you in detail in the coming weeks about the Ministry's recent Budget funding, and our suggested approach for achieving savings across our departmental and non-departmental expenditure (refer to page 18).



**In the following table, we have listed some key pieces of work that will require your decisions in the coming months.**

When	Title of Briefing/Topic
s9(2)(f)(iv)	
	<p><b>Briefing: Next steps for the Ministry's Annual Report 22/23</b></p> <p>We will invite you to present the Ministry's Annual Report and the Non-departmental Appropriations Report for Vote Pacific Peoples, to the House of Representatives.</p> <p>We will brief you on the process for presentation of these reports as a Parliamentary paper, following the publishing of both reports on the Ministry website.</p>
s9(2)(f)(iv)	

# How we will support you

## Regular briefings

We will work with your office to determine your preferred arrangements for in-person briefings. These meetings will supplement written briefings.

### We recommend weekly meetings of:

- one-on-one time with the Secretary for Pacific Peoples;
- time with Ministry officials to discuss our weekly report to you, matters of interest, policy priorities, and upcoming advice; and
- (if required) time for briefing on papers going to Cabinet and Cabinet committees for the week ahead.

We will also second experienced Ministry officials to your office as private secretaries.

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## Stakeholder engagement

Over the years, we have built strong working relationships with Pacific communities. Pacific stakeholders are primarily situated in urban hubs across the country, though they have a growing presence in regional and rural New Zealand as well.

These stakeholders are diverse, spanning faith-based organisations, youth, Pacific Rainbow+ communities, women, people with disabilities, non-government organisations, ethnic-specific organisations, and Realm communities.

We will support you in engaging with key Pacific stakeholders and communities, liaising with your office on the necessary arrangements and briefing material as appropriate.

# About the Ministry for Pacific Peoples

## You are the incoming Minister following a period of significant change at the Ministry.

In March 2023, our Chief Executive began to review the Ministry to ensure we are well-structured to deliver for government and Pacific communities. This process was informed by stakeholders, staff, and the early findings of our Agency Capability Review (ACR). The ACR was conducted by a team of independent experts who assessed our decision making systems and processes to identify areas to build on and improve to achieve greater efficiency and efficacy.

Our new structure, implemented in October 2023, recognises our unique role as both the voice of Pacific people in Government and the face of the Government and Public Service to communities. It reflects the Ministry's size and service delivery growth, and aims to improve efficiency, effectiveness, and cross-collaboration.

Over the years, we have built and strengthened key working relationships with a range of stakeholders with whom we actively engage to ensure that we are listening to the voice of Pacific communities and relaying into the government system, and vice versa.

Collaborating with other agencies to determine how we can, together, build on the strengths of Pacific peoples, address inequities and improve the wellbeing outcomes for Pacific peoples, is a critical part of our work. Improved outcomes for Pacific communities cannot be achieved by one agency; therefore, we maintain close working relationships with other government agencies that support and empower Pacific communities. These connections allow us to take a system view and approach, considering key interdependencies and efficiencies to ensure maximum impact.

### **Our people**

With the introduction of the new operating model, we have an establishment figure of 155 full time equivalent (FTE) and a current headcount of 119. Our people are located across Auckland, Hamilton, Wellington (national office), Porirua, and Christchurch. Most of our permanent FTE are based in Wellington and Auckland, although we have growing representation in the regions, to reflect the changing Pacific demographics noted earlier.

Our Executive Leadership Team is led by Gerardine Clifford-Lidstone (**Appendix four**).

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## Appendix 1 Board Members

### Pasifika Education Centre (trading as Centre for Pacific Languages)

Member	Term expiry	Member	Term expiry
Sina Wendt (Chair)	31 July 2026	Jean Mitaera	31 December 2025
Iani Nemani	30 September 2023 <sup>22</sup>	Dr Linita Manu'atu	30 June 2024
Dr Rae Si'ilata	31 July 2025	Analiese Robertson	31 October 2024
Eli Tagi	31 July 2025		

### Pacific Business Trust

Member	Term expiry	Member	Term expiry
Paul Retimanu (Chair)	31 July 2025	Luke Meredith	31 July 2026
Lloyd Maole	30 September 2025	Dain Guttenbeil	31 July 2026
Hana Halalele	30 September 2025	Dana Youngman	31 September 2026
Arti Chand	31 July 2026	Vacancy x2	

### National Pacific Media Trust

Member	Term expiry	Member	Term expiry
Sai Lealea (Chair)	30 October 2024	Teremoana Rapley	30 October 2024
Sholan Ivaiti (Treasurer)	30 October 2023 <sup>23</sup>	Jerome Mika	30 October 2024
Richard Broadbridge	30 October 2024	Vacancy	
Holona Lui	30 October 2024		

### Pacific Education Foundation Trust

Member	Term expiry	Member	Term expiry
Ioane Aleke Fa'avae	8 February 2026	John Pedro	8 February 2026
Fa'alogo Rosi Fitzpatrick	8 February 2026	Jodie Hunter	8 February 2026
Issac ('Aisake) Liava'a	8 February 2026		

<sup>22</sup> Position is maintained with the rollover provision during the transition to new government.

<sup>23</sup> Per previous footnote.



**Appendix 2**  
**Moving towards our future excellence horizon**  
**attached separately**

**Appendix 3**  
**Services and programmes we co-deliver**  
**attached separately**

## Appendix 4

### The Ministry's Executive Leadership Team

<b>Gerardine Clifford-Lidstone</b> <b>Secretary for Pacific Peoples</b>	Gerardine is the Secretary for Pacific Peoples and Chief Executive of the Ministry for Pacific Peoples, taking on this role in February 2023.
<b>s9(2)(a)</b>	
<b>Sachi Taulelei</b> <b>Acting Deputy Secretary</b> <b>Commissioning</b>	Commissioning leads national and regional functions relating to investment, procurement, probity, and contract administration processes. It leads all elements of the commissioning cycle; planning, design, monitoring, and review of services. It is responsible for strategic investment advice.
<b>s9(2)(a)</b>	
<b>Vaine Tuta'i (Ta'i) Richard</b> <b>Deputy Secretary</b> <b>Pacific Languages &amp; Identities</b>	Pacific Languages & entities promotes and advocates for Pacific languages, cultures, and identities. It recognises the importance of Pacific cultural diversity, inclusivity, equity, and respect. It leads targeted and intersectional approaches for priority population groups, Pacific disabled people, the Pacific Rainbow+ community, and Pacific youth.
<b>s9(2)(a)</b>	
<b>Ali Ajmal</b> <b>Deputy Secretary</b> <b>Office of the Secretary</b>	The Office of the Secretary is responsible for enabling the Ministry to communicate effectively with stakeholders, put its best foot forward with the Minister and Parliament, and work towards a shared set of priorities. It works with and supports every other area of the Ministry. Its teams use a business partnering approach, enabling different groups in the Ministry to tap into the vast expertise within the Office of the Secretary.
<b>s9(2)(a)</b>	
<b>John Tuamoheloa</b> <b>Deputy Secretary</b> <b>Partnerships</b>	Partnerships are responsible for building and maintaining relationships with Pacific communities. The insights they gather inform the Ministry's work programme and advice. They are our lead community relationship manager.
<b>s9(2)(a)</b>	
<b>Danilo Coelho de Almeida</b> <b>Acting Deputy Secretary</b> <b>Corporate Services</b>	Corporate Services ensure we have the right people, processes, technology, and funding to operate efficiently and effectively. It helps protect the organisation by ensuring we can manage risks and have the proper controls to operate within public sector legislation and expectations.
<b>s9(2)(a)</b>	
<b>Lucy Cassels</b> <b>Deputy Secretary, Policy &amp; Strategy</b>	Policy & Strategy is responsible for leading the Ministry's role as the Crown's principal advisor on policies to improve outcomes for Pacific peoples in New Zealand. They provide robust, strategic Pacific policy advice and analysis to Ministers and other agencies, supporting the development of effective strategies and programmes to improve short, medium, and long-term outcomes for Pacific communities.
<b>s9(2)(a)</b>	
<b>Dr Corina Grey</b> <b>Deputy Secretary, Data &amp; Insights</b>	Data & Insights is responsible for collecting and using high-quality Pacific data and insights to drive decision making on issues of importance to Pacific peoples. They ensure the Ministry is a data-driven organisation by effectively using digital platforms. It works alongside agencies to build and analyse Pacific data, as well as monitor and report on the system's performance.
<b>s9(2)(a)</b>	





# Moving towards our future excellence horizon

As a small population agency, our effectiveness is predicated on prioritising and focusing our scope, functions, and resources towards actions that create the greatest positive impact for Pacific people.

Between March and October 2023, we underwent an ambitious change process to improve our efficiency, effectiveness and delivery for communities and stakeholders.

We talked with a range of stakeholders, including staff, external partners and other agencies, and analysed findings from our Agency Capability Review and the Public Service Commission's review into the Ministry's sensitive expenditure.

## We found that across the Ministry:

- Roles, responsibilities and accountability lines needed greater clarity.
- Cumbersome processes, uneven resourcing and poor prioritisation was stretching capacity across multiple teams.
- Teams were operating in silos, and there were too many management layers which prevented effective oversight of staff and work programmes.

Based on these findings, we developed a tighter and more cohesive organisational structure and operating model. This went live on 16 October 2023.

With these changes realised, we will have a solid foundation for future improvement, as we look to continue delivering better outcomes for New Zealand's Pacific communities.

## With the new structure, we have:

- Reduced our management layers and consolidated functions where possible so that we are leaner, faster and more efficient.
- Refocused on leading Pacific policy and strategy, data and insights. These will become our primary mechanisms for enabling and leading cross-agency action on Pacific outcomes.
- Dedicated more resourcing to working in partnership with our communities to reflect their increasingly diverse makeup and dispersion across the regions.
- Started work on refining our commissioning approach, and introducing new systems that will help improve our effectiveness in this area.

## Our Ministry structure

Secretary



### 1 Policy and Strategy

- Policy
- Strategy

### 2 Data and Insights

- Evidence and Insights
- Other team scope TBC (incl. Chief Data Scientist)

### 3 Commissioning

- Northern region
- Central region
- Southern region

### 4 Partnerships

- Northern region
- Central region
- Southern region

### 5 Pacific Languages and Identities

- Languages Development
- Languages Implementation
- Inclusion and Cultural Practice

### 6 Corporate Services

- Finance
- Procurement
- People and Capability
- Information Technology

### 7 Office of the Secretary

- Performance
- Ministerial Services and Nominations
- Communications

Note: The Ministry structure comprises seven Directorates, and each is led by a Deputy Secretary who reports to the Secretary for Pacific Peoples.



# Services and programmes we co-deliver

Programme	Description	Themes
<p><b>Pacific Financial Capability Development programme</b> \$15.740m (FY 2020/21–2023/24)</p> <p>In the two years up to 30 June 2023:</p> <ul style="list-style-type: none"> <li>• 2,708 participants were enrolled</li> <li>• 99 families purchased new homes</li> <li>• 32 families avoided losing their homes</li> </ul>	<ul style="list-style-type: none"> <li>• The first step for many Pacific families' journey to home ownership is developing financial literacy skills.</li> <li>• Through this programme, participants are supported to create home ownership plans in preparation to purchase their first home.</li> </ul>	<ul style="list-style-type: none"> <li>✓ <b>BUILDING</b> Pacific peoples' intergenerational wealth</li> </ul>
<p><b>Pacific Building Affordable Homes Fund</b> \$14.251m (FY 2023/24)</p> <p>s9(2)(f)(iv)</p>	<ul style="list-style-type: none"> <li>• This Fund partners with local Pacific Social Enterprises (PSEs) on shovel ready projects. These include churches and community groups, who often hold capital assets on behalf of local communities.</li> <li>• This approach has multiple advantages; it leverages local assets and is a useful mechanism for reflecting genuine needs of Pacific communities.</li> <li>• Moreover, the PSEs selected for this initiative already have a proven delivery record. Partnering with them also helps grassroots economic sustainability in these communities and ensures the homes built reflect the unique needs of Pacific families.</li> </ul>	<ul style="list-style-type: none"> <li>✓ <b>BUILDING</b> Pacific peoples' intergenerational wealth</li> <li>✓ <b>INVESTING</b> in New Zealand's Pacific economy</li> </ul>
<p><b>Pacific Aotearoa Regional Enterprise Fund (PAREF)</b> \$2.000m (FY 2021/22)</p> <p>In the 2021/22 financial year through PAREF, we provided capital investment to:</p> <ul style="list-style-type: none"> <li>• 29 regional Pacific businesses</li> <li>• This created 173 new jobs</li> </ul>	<ul style="list-style-type: none"> <li>• Pacific businesses often struggle with start up and/or long-term sustainability due to a lack of capital assets.</li> <li>• This funding helped them to overcome that barrier, both for businesses already in operation and new startups.</li> <li>• The support provided through PAREF also provided a boost to the local economy through the creation of new jobs.</li> <li>• Insights from this project informed the development of the Ministry's Pacific Business Village initiative<sup>1</sup>.</li> </ul>	<ul style="list-style-type: none"> <li>✓ <b>BUILDING</b> Pacific peoples' intergenerational wealth</li> <li>✓ <b>INVESTING</b> in New Zealand's Pacific economy</li> </ul>
<p><b>Tauola Business Fund</b> \$2.808m (FY 2022/23)</p> <p>In the 2022/23 financial year, through Tauola, we provided capital investment to:</p> <ul style="list-style-type: none"> <li>• 47 Pacific businesses</li> <li>• 22 Pacific Social Enterprises</li> </ul>	<ul style="list-style-type: none"> <li>• Expanding funding to PSEs through Tauola leverages the opportunity for them to bridge the two concepts of generating profit and Pacific collective values for greater resource distribution in the wider community.</li> <li>• As part of the Pacific Business Village, organisations are supported through coordinated networks and providers, so they have access to tailored, culturally appropriate capability development services.</li> </ul>	<ul style="list-style-type: none"> <li>✓ <b>BUILDING</b> Pacific peoples' intergenerational wealth</li> <li>✓ <b>INVESTING</b> in New Zealand's Pacific economy</li> </ul>
<p><b>Tupu Aotearoa programme</b> \$70.883m (FY 2019/2020–2026/27)</p> <p>In the last financial year, the programme placed:</p> <ul style="list-style-type: none"> <li>• 2,071 Pacific NEET into employment, training or study.</li> </ul>	<ul style="list-style-type: none"> <li>• There are a growing number of Pacific families migrating to the regions. To support this, we partner with providers predominantly in the regions to provide employment, education and training opportunities to Pacific youth.</li> <li>• Participants are also supported with ongoing advice, mentoring and pastoral care that is not always readily available in these areas.</li> <li>• This support will lead to more sustainable outcomes, address long-term unemployment by intervening at an early stage, and contribute to stimulating regional economic development overall.</li> </ul>	<ul style="list-style-type: none"> <li>✓ <b>SUPPORTING</b> labour market growth and skills for Pacific</li> <li>✓ <b>INVESTING</b> in New Zealand's Pacific economy</li> </ul>

<sup>1</sup> The Pacific Business Village is the Ministry's strategic framework for long-term economic development of Pacific businesses. Refer to page 11 of the Briefing for the Incoming Minister for Pacific Peoples for more information.

## Programme

## Description

## Themes

### Toloa programme

\$23.126m (FY 2020/21–2026/27)

In the 2023 calendar year the programme invested in Pacific youth studying STEAM<sup>2</sup> subjects by awarding:

- 250 secondary scholarships
- 50 tertiary scholarships

- STEAM careers typically have higher rates of pay but an underrepresentation of Pacific people.
- The Toloa programme looks to the future and aims to create a pipeline of Pacific youth into STEAM industries. This approach aims to stimulate their interest, so they are encouraged to pursue STEAM careers.
- Encouraging Pacific youth into these fields will lead to increased wealth creation by equipping them with the skills to access these job opportunities.
- In future, the wider economy will benefit from a higher skilled Pacific workforce that can leverage their diverse and unique experiences into competitive advantage in the workforce.



**BUILDING**  
Pacific peoples'  
intergenerational wealth



**INVESTING**  
in New Zealand's  
Pacific economy

### Pacific Economic Development – Accelerating Pacific Businesses and Social Enterprise

#### — Pacific Business Networks<sup>3</sup>

(Pacific Business Village Initiative)

By 30 June 2023:

- We have funded (or are still funding) seven regional Pacific Business Networks across the regions to support Pacific businesses across Aotearoa.
- Two Pacific Business Networks from Auckland were added, as part of the expansion of the Village. These Networks will provide services and support to Pacific businesses in 2023/24.
- In total, nine Business Networks have been (or are being) funded.

- 370 business supported via seven regional Pacific Business Networks.
- 110 business are actively being supported by two Business Networks in Auckland.



**SUPPORTING**  
labour market growth  
and skills for Pacific

### Pacific Economic Development – Accelerating Pacific Businesses and Social Enterprise

#### — Pacific Service Providers<sup>4</sup>

(Pacific Business Village Initiative)

By 30 June 2023:

- We funded six regional Pacific Service Providers to provide support to Pacific business across Aotearoa.
- Three Auckland Pacific Service Providers were added from as part of the expansion of the Village to provide services in 2023/24.
- In total, nine Pacific Service Providers have been (or are being) funded.

- 360 business supported via six regional Pacific Service Providers.
- 150 business are actively being supported by the three Pacific Service Providers in Auckland.



**SUPPORTING**  
labour market growth  
and skills for Pacific

s9(2)(f)(iv)

<sup>2</sup> STEAM refers to Science, Technology, Engineering, Arts and Mathematics

<sup>3</sup> Pacific Business Networks and Pacific Service Providers share a budget of \$15.549m from FY 2022/23 – 2026/27, through Pacific Economic Development – Accelerating Pacific Businesses and Social Enterprise

<sup>4</sup> as above