

About this document

The Government has asked the Productivity Commission to carry out an inquiry into “new models of tertiary education”

The Commission has published an **issues paper** on its website to assist individuals and organisations to participate in the inquiry. The issues paper outlines the background to the inquiry, the Commission’s intended approach, and the matters about which the Commission is seeking comment and information. It also contains 78 specific questions to which responses are invited.

This document sets out **just the 78 questions from the issues paper**. Submitters are welcome to use this document as the basis of their submissions. Submissions are also welcome in many other forms, as outlined in the issues paper.

Making a submission via this document

All submissions should include the submitter’s name and contact details, and the details of any organisation represented. This information can be entered below.

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Submissions may be lodged at www.productivity.govt.nz or emailed to info@productivity.govt.nz. Word or searchable PDF format is preferred. Submissions may also be posted. Please email an electronic copy as well, if possible.

The Commission will not accept submissions that, in its opinion, contain inappropriate or defamatory content.

What the Commission will do with submissions

The Commission seeks to have as much information as possible on the public record. Submissions will become publicly available documents on the Commission’s website shortly after receipt unless accompanied by a request to delay release for a short period.

The Commission is subject to the Official Information Act 1982, and can accept material in confidence only under special circumstances. Please contact the Commission before submitting such material.

Key inquiry dates

Receipt of terms of reference:	3 November 2015
Due date for initial submissions:	4 May 2016
Release of draft report:	September 2016
Draft report submissions due:	November 2016
Final report to Government:	28 February 2017

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Questions

Below are the 78 questions contained in the issues paper. These questions are not intended to limit comment. The Commission welcomes information and comment on all issues that participants consider relevant to the inquiry's terms of reference.

Submitters should choose which (if any) questions are relevant to them, and leave or delete those they do not wish to answer. Many questions will not make sense without the accompanying discussion provided in the issues paper; submitters should refer to the issues paper to clarify the meaning of the question.

Question number	Question text	Where the question appears
Q1	What are the advantages and disadvantages of administering multiple types of post-compulsory education as a single system?	Page 3
Q2	Do prospective students have good enough information to enable them to make informed choices about providers and courses? What additional information should be provided? Who should provide it?	Page 8
Q3	Is the business model of universities published by Universities New Zealand a good characterisation? Are there aspects of the business model of universities that it does not explain?	Page 11
Q4	What is the business model of ITPs? Do the business models of ITPs vary significantly? In what ways?	Page 12
Q5	What are the business models of the three wānanga?	Page 12

Q6

Do the business models of PTEs have common characteristics? Page 12

Q7

What are the implications of economies of scale in teaching (and the government funding of student numbers) for the delivery of tertiary education in different types of providers and for different types of courses and subjects? Page 12

Q8

How does competition for student enrolments influence provider behaviour? Over what attributes do providers compete? Do New Zealand providers compete with one another more or less than in other countries? Page 12

Competition for student enrolments allows learners options and should positively influence quality of provision. However, in addition to quality, the attributes over which providers compete include cost to the learner, length of the course, and delivery model. Competing using these attributes does not necessarily result in the best outcome for the learner.

TEOs have different funding systems, and it is this that undermines the benefits of competition. Competition would drive the right behaviour if funding was based on the nature of the programme not the TEO.

Overlapping provision occurs when ITPs (and some private training establishments) manage industry training that is comparable to ITO-managed industry training, but funded from the Student Achievement Component (SAC) fund not the Industry Training Fund (ITF).

The ITF supports industry training which provides formal, structured employment-based training leading to qualifications, predominantly at levels 1 to 4 on the New Zealand Qualifications Framework (NZQF).

SAC3+ funding is available for courses that are part of a programme that leads to the award of a qualification at level 3 to 10 on the NZQF; if offered by a PTE has 40 credits or more; has been quality assured by either NZQA or Universities New Zealand, as appropriate. There is a classification in the SAC Course Classification Guide for 2016 defining:

#22.1: Vocational Training for Industry: All courses where delivery is comparable to industry training
Course classification

Registered New Zealand (or national) qualifications, including trade certificates, approved by NZQA. Qualifications are funded within the appropriate subject-related funding categories (A1, B1, C1, J1, L1, and P1).

Training is deemed to be comparable with industry training (as defined in the Industry Training and Apprenticeships Act 1992), and must be recorded under this classification, when all of the following conditions apply:

- *The trainee is employed in the industry to which the training relates. The training relates to skills used in the industry in which the trainee is employed.*

- *The workplace provides a significant part of the learning environment. The acquisition of much of the skills or knowledge occurs while working – learning while doing – whether or not the skills or knowledge are assessed in the workplace.*
- *The training involves a commitment to training from the employer as well as the trainee*

Therefore, ITPs, PTEs and ITOs can have student enrolments in industry training while in full-time employment, but using different funds; i.e. overlapping provision.

For example, a learner in full-time employment studying to become a qualified automotive technician would be enrolled in a programme leading towards the National Certificates in Motor Industry (Automotive Electrical and Mechanical Engineering) with a strand in Light Vehicle (Level 3 & 4) [NZQA Ref: 1421 & 1422]. The level 3 qualification is a pre-requisite for the level 4 qualification; together they are 398 credits.

One ITP advertises programmes leading to this qualification with the following information on its website:

Study whilst employed as an apprentice in the automotive industry. This is an [ITP "A"] managed apprenticeship programme. All students must have a third-party contract between themselves, [ITP "A"] and their employer. Apprentices are enrolled on the programme in consultation with their employer.

A second ITP advertises the following:

If you are already employed in the automotive industry we will manage your apprenticeship training. Entry criteria: Be employed within the automotive repair industry, where employer suitability has been assessed.

Comparative information tabled below shows these ITPs receive \$32,964 from the government for a "course where delivery is comparable to industry training" and the ITO receives up to \$17,248 from the government for the same training. Further, the ITP is able to compress the course duration as there is no cap on annual funding, and the students enrolled with the ITP are able to apply for a student loan; a benefit not available to an ITO apprentice. Student loans can be used to purchase tools needed for the on-the-job practical training; ITO apprentices have to fund these themselves.

	ITO	ITP "A"	ITP "B"
Fund	Industry Training Fund for provision of a New Zealand Apprenticeship programme.	Student Achievement Component (SAC) funding for provision at level 3 and above.	
Funding rate	New Zealand Apprenticeship Standard Training Measure (STM) rate: 1 STM = \$5,200.	Equivalent full-time student (EFTS) at the SAC rate for courses that fit within the course classification Vocational Training for Industry funding category P1 (trades): 1 EFTS = \$9,938.	
Total government contribution for programme	3.317 STMs = \$17,248.	3.317 EFTS = \$32,964.	
Duration	Funding from the ITF is limited for each apprentice up to a maximum 70 credits per year. For this programme this equates to a total duration of	Advertised as taking approximately 120 weeks part-time over 3 years.	Advertised as taking up to 4 years of part-time study.

	ITO	ITP "A"	ITP "B"
	5.75 years. In reality apprentices complete in less time than this, so the ITO receives less government funding (a maximum of \$3,000 per year the learner is enrolled).		
Annual government contribution, based on durations above	\$3,000	\$10,988	\$8,241
Employer cash contribution	Expected. A condition of the ITF is that the TEO must ensure that all employers of industry trainees or apprentices who are enrolled with the TEO make a financial contribution towards the cost of each industry trainee's or apprentice's training. For MITO this contribution takes the form of an annual training fee payable by the employer.	There is no requirement for the employer to contribute to the cost of training.	
Eligible for student allowances and Student Loan	No	If a course is approved as eligible for SAC funding, students enrolled in the course may be eligible for the Student Loan Scheme.	

If there was a common framework (i.e. a level playing field) for all industry training that covered training of learners in employment this would encourage enhanced strategic relations between sub-sectors, rather than competition based on differentiated funding rates and funding conditions.

Q9

What are the implications of fixed capital costs for the business of tertiary education? Do differences in the capital structure of different tertiary institutions have important implications for the delivery of tertiary education?

Page 13**Q10**

What are the implications of the multiple activities of tertiary education for its delivery? What outputs are best produced together? What outputs are best produced separately?

Page 13

Q11

What are the benefits and disadvantages, in terms of students' learning outcomes, of bundling together research and teaching at universities in New Zealand?

Page 14**Q12**

What value is attached to excellence in teaching compared to excellence in research when universities recruit or promote staff?

Page 14**Q13**

Do New Zealand TEIs cross-subsidise research with teaching income?

Page 14**Q14**

What other evidence is there about what makes for effective teaching in a tertiary environment? Is it different for different types of learning or student? How can teaching effectiveness be best measured and improved?

Page 17**Q15**

How do tertiary providers assess, recognise and reward teaching quality in recruitment and career progression? To what extent do tertiary providers support the professional learning of teachers?

Page 19**Q16**

How do New Zealand tertiary providers use student evaluations? How does this influence provider behaviour?

Page 19**Q17**

In what ways and to what extent do employers interact with tertiary providers in New Zealand? Are there practical ways to encourage employers to have greater or more productive involvement in the tertiary education system?

Page 21

From the perspective of industry training and the development and use of unit standards developed by ITOs, employers' interaction is extensive and is the premise by which industry training operates.

ITOs, while not "tertiary providers", are mandated under the Industry Training and Apprenticeships Act 1992 (section 1A (a)) to develop and maintain skill standards for, and administer the delivery of, industry training. Training agreements are part of the employment agreement between the

employee and employer, and the employer is involved in the training visits the ITO has with the learner.

All skill standards on the New Zealand Qualifications Framework (NZQF) are covered by Consent and Moderation Requirements (CMR) specific to the industry. The purpose of the Requirements for Consent to Assess (RCA) is to set out the nature of the process for granting consent to assess and involvement of the standard setting body (SSB) and others in the process, and to set out the SSB's industry or sector-specific requirements for a tertiary education organisation (TEO) or school's quality systems in relation to the gazetted "criteria for accreditation". Industry-specific requirements can include criteria on staff selection, appraisal and development which can include, for example, that teachers, trainers and assessors will maintain regular contact with industry and keep up-to-date with relevant technological advances, industry best practice, and legislative changes. This means that TEOs using skill standards on the NZQF must have processes to ensure staff are in regular contact with industry to comply with the SSB's requirements.

Technical experts drawn from industry are central to MITO's quality assurance function, both quality assurance of the training that the ITO arranges and quality assurance of all TEOs using unit standards covered by MITO's CMR.

For qualifications on the NZQF, qualification developers must involve industry in the pre-development stage of qualification development. Stakeholders are asked to attest that their involvement included being asked to confirm the need for the qualification, providing direct input into the needs analysis exercise, providing direct input into the development of the strategic purpose statement and/or outcome statement, providing comment on the strategic purpose statement and/or outcome statement and that they support the development of the proposed qualification. Industry stakeholders are also required to be involved in the development of the qualification, and are asked to attest to their support for the qualification in its full and final form. In addition, all qualifications on the NZQF must be reviewed regularly to ensure they remain relevant and continue to meet the needs of the learners, industry and stakeholders for which they were initially developed. The success of qualifications depends upon continuous and meaningful engagement with industry bodies and other representative groups, as well as with employers and learners.

The usefulness, relevance and value of a qualification on the NZQF are based on its relationship to the workforce and skill needs of learners, employers, industry and communities. Evidence is required to establish and demonstrate these workforce and skill needs.

The NZQA programme approval process does not include the SSB or employers. If there was a requirement for SSB support for programmes leading to qualifications they had developed then employers could be more confident of the value of the programme, and greater co-operation and collaboration encouraged.

Q18

What are the similarities and differences among ITOs, or between ITOs and other tertiary subsectors, in how they operate? **Page 21**

All ITOs are mandated to develop and maintain skill standards for, and administer the delivery of, industry training. In carrying out the standard-setting function (development and maintenance of skill standards/qualifications and quality assurance) the 11 ITOs would operate in a similar way; however, in administering the delivery of industry training the business models of the 11 ITOs are not comparable.

ITOs are funded via the Industry Training Fund, a condition of which is that all employers of industry trainees or apprentices who are enrolled with the ITO make a financial contribution towards the cost of each industry trainee's or apprentice's training. For MITO this financial contribution is via a training fee for each enrolment. The government funding together with the industry contribution is then used to fulfil our purpose.

MITO's purpose is to arrange training of the highest standards, consistently across New Zealand, for anyone who wants to advance their career in our industries; provide learners with pathways to qualifications and ongoing learning, empowering them to play a full and rewarding role in the industry; attract high-quality people to our industries; and develop a productive workforce skilled to accepted standards. These activities, together with our quality assurance activities, provide confidence that qualifications and learning gained in New Zealand are recognised as relevant, useful and of high quality.

Some of the things we do to fulfil our purpose are work with the industries we serve to make sure our qualifications, resources and programmes are up to date and relevant; work with employers to deliver practical training to ITO apprentices and trainee; contract polytechnics and private training establishments to deliver theory training to ITO apprentices and trainees; visit learners and employers regularly to review progress and offer assistance and advice; arrange all assessment of learners' achievements; arrange for learners' achievements to be recorded on their NZQA Record of Learning; administer the moderation process which makes sure assessments meet the required standards; promote both careers and training within the industries.

MITO's training models employ an appropriate combination of on-job training in workplaces with an approved training capacity recognising availability of appropriate plant and equipment as well as supervisory and mentoring ability; off-job training and distance learning via approved specialist training providers contracted by MITO to carry out training and assessment of our learners; and secondment opportunities for learners at workplaces with a limited training capacity. MITO provides an "all inclusive" training and assessment proposition which is facilitated, managed and monitored by MITO. Everything is agreed up front and everyone (literally) signs up to this. Accountabilities are clear; responsibilities are shared.

Other ITOs' training models may include a mix of employer-driven training with less direct ITO training support and engagement. The different models are in response to the nature of the industries each ITO supports.

Differences between ITOs and other tertiary subsectors include that ITOs have a national footprint and are industry owned, whereas ITPs are regionally-based and are crown owned, and PTEs are privately owned. Therefore, government owned organisations are competing with industry led organisations.

ITOs are not owned or governed by the Crown. Unlike universities, polytechnics and wānanga, the Crown does not appoint the Board or board members of ITOs. They are private industry-based organisations; the majority of ITOs are incorporated societies.

A recent change is the requirement for all level 1 - 6 qualifications to be New Zealand qualifications approved by NZQA, whereas in the past ITOs developed national qualifications for all TEOs to use, and ITPs and PTEs could develop and use local qualifications. This is a positive change that means that TEOs are all using qualifications that are relevant and fit-for-purpose and understood by learners and employers.

Q19**What makes for a successful ITO in terms of meeting the needs of firms for skilled staff? Page 21**

A successful ITO in terms of meeting the needs of firms for skilled staff understands the operational context of, and factors shaping, the industries for which they have gazetted coverage, and the corresponding implications for business development, succession planning and sustainability of the industry. The ITO works with industry and individual employers to guide their skill development priorities.

MITO is responsive to the needs of our various sectors, and works to develop and refine different training models accordingly. The needs of our key stakeholders are ascertained through consultation, commissioned research, and the use of statistical information about regional or national demographics and employment market demand. This information is obtained through data available from Statistics NZ, Education Counts, the TEC and the New Zealand Qualifications Authority, as well as Infometrics web-based sector profiles, including employment forecasts generated from the Infometrics Industry Model.

Q20**How effective is the ITO model in meeting the needs of learners and firms? Page 21**

The fact that ITOs would not exist if they didn't have the support of their industries is testament to the effectiveness of the model. Before an ITO is recognised under the Industry Training and Apprenticeships Act the Minister must take into account whether the organisation is, or will be, adequately funded by employers in the specified industry and whether the organisation has in place adequate arrangements for involving employers in the governance of the organisation. These matters ensure the ITO model is effective in meeting the needs of learners and employers.

Tertiary education seeks to benefit learners and wider communities. One indicator of success is that graduates gain employment; however, in the ITO model industry trainees and apprentices are employed while they are training, meaning the educational needs of learners and employers are being met.

MITO has carried out a Customer Satisfaction Survey annually since 2001, the purpose of which is to develop an understanding of our customers' opinions about MITO's services; track how changes in service delivery have influenced customer satisfaction; gain insight into customers' willingness or readiness to adapt to new service delivery models; gain insight into customers' opinions in the various sub-industries (for employers) and about respective training provision options (for learners). Results are used to monitor organisational performance, and help identify areas for organisational improvement to better help industries meet their current and future skill development needs.

For learners the advantages of the ITO model include that they are working in the industry they aim to further their career in, they are earning a wage while they are learning, they can see the relevance of the knowledge and skills they are gaining and apply this directly as they learn, and they can advance their career through relevant educational pathways without disrupting employment.

For employers the advantages of the ITO model include that they are influential in the development of the learner's skills and knowledge, they have an employee contributing to workplace productivity as they are learning, and they have a more stable workforce. They are also able to provide further

educational opportunities and professional development to provide succession planning options for the enterprise.

Q21

What arrangements for arranging workplace training and apprenticeships in other countries could New Zealand usefully learn from?

Page 21**Q22**

Is the current architecture a good fit for a tertiary education system? What are its advantages and disadvantages? Are there good alternatives?

Page 24**Q23**

How effective is the TES instrument at giving government education agencies direction about prioritising resources and making trade-offs in carrying out their roles? What are the benefits and risks, in terms of fostering an innovative system, of a more or less directive TES?

Page 24**Q24**

How do other instruments (eg, funding mechanisms, letters of expectation, budget initiatives) influence government agencies' behaviour? How do these align with the TES instrument?

Page 24**Q25**

When do the TEC's independent funding role and its Crown monitoring role align, and when are they in tension?

Page 25**Q26**

What are the pros and cons of different quality assurance arrangements for universities to those for ITPs, wānanga, and PTEs?

Page 26**Q27**

How do New Zealand's government institutional arrangements for tertiary education compare to those in other jurisdictions?

Page 27

Q28**In what ways does a focus on educating international students complement or undermine the other goals of tertiary education providers?****Page 31****Q29****What factors best explain the discrepancy between growing levels of tertiary education attainment without a significant productivity dividend?****Page 34****Q30****What are the best measures to determine whether the tertiary education system is working well?****Page 36****Q31****What other evidence is there about the influence of tertiary education system performance on graduate income premia in New Zealand?****Page 38****Q32****To what extent are graduates meeting employers' expectations with respect to hard or technical skills? What about soft skills and capabilities?****Page 47**

New Zealand qualifications on the NZQF are based on need, outcomes, flexibility and collaboration. Clear specification of outcomes makes the purpose of the qualification transparent, enables comparisons with other qualifications (both nationally and internationally) and increases portability of the qualification internationally. Clear outcomes make explicit what graduates can “do, be and know” on completion of the qualification. Clear outcomes also indicate pathways to further education, employment and/or a contribution to their community. These qualifications have been developed in consultation with industry so graduates will meet employers' expectations. Soft skills and capabilities are included in qualifications on the NZQF if they are outcomes that industry has deemed important for the graduate.

For graduates of industry training the employer is involved in the training process and has an employment relationship with the learner.

Q33**What are the significant trends in employer demand for tertiary-educated employees, and in student demand for tertiary education? How is the system responding?****Page 50**

Q34

What is being done to develop, assess and certify non-cognitive skills in tertiary education in New Zealand? Do approaches vary across provider types, or between higher, vocational, and foundation education?

Page 51**Q35**

What are the implications of new technologies that are predicted to make many currently valuable skills obsolete? Will this change the role of the tertiary education system?

Page 53

Technology and its adaptation are central to industry's sustainability and future success, and training needs to align to the technology being used in the workforce.

Workplace-based industry training has a major advantage over provider-based training in this regard, as learners have access to the plant, equipment and technology being used in the role for which they are training. Enterprises invest to remain competitive and productive.

Q36

What challenges and opportunities do demographic changes present for the tertiary education system?

Page 55**Q37**

What evidence is there on the effect of tuition fees on student access to, or the demand for, tertiary education in New Zealand?

Page 60**Q38**

What are the likely impacts of domestic student fees increasing faster than inflation?

Page 60**Q39**

What impact has the pattern of government spending on tertiary education had on the tertiary education provided?

Page 61**Q40**

How have providers' input costs and revenue changed over time? What are the implications of these changes?

Page 62

Q41

How might Baumol's cost disease or Bowen's law (discussion of which tends to focus on providers like universities) apply in other parts of the tertiary education system?

Page 64

Q42

What specific technologies should the inquiry investigate? Why?

Page 67

Q43

What parts of the tertiary education system are challenged by ongoing technological change? What parts can exploit the opportunities created?

Page 67

Q44

How has internationalisation affected New Zealand's tertiary education system? What are the ongoing challenges and opportunities from internationalisation of the tertiary education system?

Page 71

Q45

Is the "New Zealand" brand an important part of international competition for students, staff, and education products and services? What should providers and government do to manage or enhance this brand?

Page 71

Q46

What other trends provide challenges and opportunities for the tertiary education system?

Page 71

Q47

What trends are likely to be most influential for the tertiary education system over the next 20 years?

Page 71

Q48

Are there other important types of new model that should be included within the scope of this inquiry?

Page 74**Q49**

What new models of tertiary education are being implemented in universities, ITPs, PTEs and wānanga? How successful have they been?

Page 74**Q50**

Are current quality assurance and accountability arrangements robust enough to support a wide range of new models?

Page 75**Q51**

How might new models of tertiary education affect the New Zealand brand in the international market for tertiary educations, students, education products and services?

Q52

What can be learnt from the tertiary education systems of other countries? Are there models that could be usefully applied here?

Page 77**Q53**

What measures have been successful in improving access, participation, achievement and outcomes for Māori? What measures have been less successful? Why?

Page 78**Q54**

What measures have been successful in improving access, participation, achievement and outcomes for Pasifika? What measures have been less successful? Why?

Page 79**Q55**

What measures have been successful in improving access, participation, achievement and outcomes for at-risk youth? What measures have been less successful? Why?

Page 79

Q56

What measures have been successful in improving access, participation, achievement and outcomes for those with limited access to traditional campus-based provision? What measures have been less successful? Why?

Page 79**Q57**

What measures have been successful in improving access, participation, achievement and outcomes for people with disabilities? What measures have been less successful? Why?

Page 79**Q58**

What measures have been successful in improving access, participation, achievement and outcomes for adults with low levels of literacy or numeracy? What measures have been less successful? Why?

Page 79

A condition of funding via the Industry Training Fund is that industry trainees enrolled in a programme leading to the award of a qualification at levels 1 or 2 must be assessed using the Tertiary Education Commission's Literacy and Numeracy for Adults Assessment Tool (LNAAT); however, MITO does not limit this to levels 1 and 2 only: all MITO learners are assessed and the results are used to improve educational outcomes for learners.

All learners enrolled with MITO complete literacy and numeracy assessments through the LNAAT to help identify those who require additional support. Working alongside our partners Workbridge, Pathways Awarua, ESOL, and Literacy Aotearoa, we are then able to offer specialised assistance to learners requiring support, helping them to build a strong foundation for their ultimate success.

Q59

How innovative do you consider the New Zealand tertiary education system is? Do you agree that there is “considerable inertia” in the system compared to other countries? If so, in what way and why?

Page 81**Q60**

What are the factors associated with successful innovation in the tertiary education system?

Page 81**Q61**

What are the benefits to innovators in the tertiary education system? What challenges do they face in capturing these benefits?

Page 81

Q62

What are the barriers to innovation in the tertiary education system? What might happen if those barriers are lowered?

Page 81**Q63**

How well do innovations spread in the tertiary education system? What helps or hinders their diffusion?

Page 81**Q64**

How successful was the Encouraging and Supporting Innovation fund in promoting innovation in the tertiary sector? What evidence supports your view?

Page 83**Q65**

Are there examples where the New Zealand Government has directly purchased innovation or innovative capacity in tertiary education? If so, was it successful?

Page 83**Q66**

How easy or hard is it for a new provider or ITO to access TEC funding?

Page 84**Q67**

Does the programme or qualification approval process via NZQA or CUAP enable or hinder innovation? Why?

Page 85**Q68**

What impact has Performance-Linked Funding had on providers' incentives to innovate?

Page 86**Q69**

How much does funding shift between PTEs based on assessments of performance? Whose assessments are they, and what are they based on?

Page 88

Q70	How much does funding shift inside a TEI (eg, between courses, academics, or faculties) based on assessments of performance? Whose assessments are they, and what are they based on?	Page 89
Q71	What influences tertiary providers towards offering a broad or narrow range of course offerings? What are the advantages and disadvantages (for providers, students, and the sector as a whole) of a relatively homogenous system?	Page 89
Q72	Do New Zealand's tertiary policy and regulatory frameworks enable or hinder innovation? What might happen if existing constraints are loosened?	Page 90
Q73	How do intellectual property protections in tertiary education foster or hinder innovation? Are the effects different in different parts of the system or for different kinds of provider?	Page 91
Q74	How does the Crown's approach to its ownership role affect TEI behaviour? Is it conducive to innovation?	Page 92
Q75	Do regulatory or funding settings encourage or discourage providers from engaging in joint ventures? If so, how?	Page 93
Q76	How do regulatory or funding settings encourage or discourage providers from seeking external investment?	Page 93
Q77	How do tertiary providers create incentives for internal participants to innovate? What kinds of choices by providers have the biggest "downstream effects" on their level of innovation?	Page 93

Q78

What incentives do government education agencies have to innovate in the way they carry out their functions, both within and across agencies? What constraints do they face?

Page 94