

TERTIARY EDUCATION HUB PROPOSAL - SUBMISSION TO THE PRODUCTIVITY COMMISSION. 19 June 2016.

PREFACE.

The following outlines a personal submission for the concept of TERTIARY EDUCATION HUBS as well as the need for a review of Tertiary Education in New Zealand. Much of the content is based on a concept proposal for a Tertiary Education Centre (including Te Whare Waananga o Ngapuhi) in Kaikohe that suggests helping the economic and social development of the region and the individuals therein.

As the ideas expressed here are largely based on the personal experience and background of the author, the Appendix briefly outlines my biography. And the submission therefore, requests an opportunity to present and discuss the points made so as to elaborate and clarify the issues in a face to face forum.

TERTIARY EDUCATION IN NEW ZEALAND.

There are 418,000 students enrolled in Tertiary Education in NZ. Of these, some 48% (on an EFTS basis) are in universities, 27% in institutes of technology/polytechnics, 16% at private training establishments and 9% in Waananga.

Currently there are 8 universities in N.Z. ranging from some 4,000 EFTS (equivalent full time students) at Lincoln (Christchurch) to 12,000 EFTS at Waikato and over 40,000 at the University of Auckland. AUT University of Technology is now the third largest with some 20,000 EFTS. Interestingly, the original University of New Zealand based in Dunedin had regional "University Colleges" at Christchurch, Wellington and Auckland and later each was legislated as a university in their own right. All of the universities have a sub-titled name in Te Reo and each of these have used the term "WAANANGA". Massey University has labelled itself as the "University of New Zealand" whilst the University of Auckland advertises as "New Zealand's leading University" with an international ranking that is first in archaeology. The emphasis (TEC and funding) for university programs is for enrolments at degree and post-graduate levels. The low participation rate of young Maori in tertiary education may be due to non affordability (high fees) and lack of relevant meaning...

The QS World ranking of NZ universities had Auckland at 82nd, Otago 173rd, Canterbury 211th, Victoria 229th, Massey 337th, Waikato 338th, Lincoln 373rd and AUT 481st. Over recent years the NZ rankings have not improved and newer Asian Universities (such as Singapore) are rapidly doing better. At the same time expenditure on tertiary education in NZ is about 2.1% of GDP compared to an OECD average of 1.6%. There are 6 universities in Australia ranked above Auckland and the Australian Universities derive 17% of their revenue from overseas students compared to only 10% in NZ. Of the 55,000 overseas students in tertiary education in NZ, less than half are at universities and this number has stabilised but predicted to fall in the future.

There are numerous Private Training Establishments throughout N.Z. offering a wide range of programs including English language and vocationally specific courses including 244 in tertiary education that receive government assistance. Some NZ secondary schools also offer level 4 and 5 courses that can cross credit into Tertiary programs. Throughout N.Z. there are over 20 Nursing degrees and 100 Teacher Training programs but obviously there is little support for the idea for more institutions. In Southland the local Polytechnic offers student fee free programs (subsidised by the local licensing trust). In Australia, the polytechnic sector (or Trade Training) is named TAFE (Technical and Further Education) with centralised responsibility of the State governments (albeit with Federal funding). That arrangement allows for greater flexibility and assists with coordinated planning for community and employment changes.

There are between 17 and 20 at Institutes of Technology/ Polytechnics based in regional towns and cities. A number of these have relatively low numbers of enrolments and are not viable and often have extended their range of courses from trade training to certificate, diploma or degrees and many are multi-campus (often in Auckland so as to demonstrate viable enrolment numbers). Originally established to help with Trade Training, it can be argued that the Polytechnics have generally failed in this task in spite of the repetitive investment of millions of dollars in equipment. Over recent years this systemic failure was remedied by integrating some “theory” elements in Polytechnic classrooms supplemented by hands’ on work practice via apprenticeship schemes. Often the traditional apprenticeship scheme works much better with I tradesmen involved in face to face learning with more up to date practice in the real world. Obviously, some improvements including employment contracts, pay rates and tenure are needed for apprentices in the workplace but it is suggested here that the current use of Polytechnics for trade training could be phased out and the number of Polytechnics reduced or rationalised with one centralised administration to maintain quality management throughout the country. Degrees including post graduate programmes should become the responsibility of the universities albeit taught at regional centres (polytechnics or HUBS as recommended below).

The three main government agencies involved in education in N.Z. are the Ministry of Education (Primary and Secondary schools); the Tertiary Education Commission (TEC) (for funding of universities, polytechnics and Waananga); and the N.Z. Qualifications Authority (NZQA) (quality control of programs and qualifications). Whilst responsible for many billions of dollars of expenditure, there is in fact little planning or coordination at the tertiary or higher education level as illustrated by the dozens of tertiary institutions located in Queen Street, Auckland offering parallel and overlapping programs The Open Polytechnic promises free and open access to tertiary education whilst limited to only several courses such as Real Estate and Early Childhood Teaching.

As well as the universities and polytechnics, the Tertiary Education Commission is responsible for three “WAANANGA” defined as follows: (Wikipedia): “In the education system of [New Zealand](#), a **wānanga** is a [publicly owned tertiary institution](#) that provides education in a [Māori](#) cultural context. Section 162 of the *Education Act 1989*¹¹ (re-affirmed by the [Waitangi Tribunal](#) in 2005) specifies that wānanga resemble mainstream [universities](#) in many ways. As of 2009, wānanga offer certificates, diplomas, and [bachelor](#)-level degrees, with some wānanga providing programmes in specialized areas up to [doctorate](#) level.

Wānanga educational programmes are accredited through the [New Zealand Qualifications Authority](#) (NZQA) and the [Ministry of Education](#), and are partly governed by New Zealand's [Tertiary Education Commission](#) (TEC).

In traditional times the word *wānanga* conveyed meanings related to highly evolved knowledge, lore, occult arts, and also "forum" in the sense of a discussion to arrive at deeper understanding."

There are currently three government approved (and funded) Waananga located at Whakatane (Awanuiarangi); Te Awamutu (Aotearoa); and Otaki (Raukawa). The current three have now extended their operations and programs to many other locations. Aotearoa has had significant growth over recent years (to some 40,000 students) and has the main campus in Te Awamutu with 35 other locations throughout the country. In Northland, Aotearoa, Raukawa and Awanuiarangi are all competing for students for similar programmes. The attraction of income to Te Awamutu, Whakatane and Otaki from other areas has led to some suggestions from local Kaumatua at Northland College for a rahui on these 3 Waananga operating in Tai Tokerau (as reported by Kuini Matene in July 2015).

A new Waananga can be approved by legislation in its own right but successive governments over the years have been anxious to NOT extend the number of Tertiary institutions in NZ for obvious reasons about infrastructure costs for each as well as overlapping competition for students in relatively small institutions. An alternative approach could be to seek approval to be established as a regionally based centre or College/Waananga under the auspice of an existing University or Waananga. For example, the University of London in the UK consists of some 40 different Schools or Colleges (including the London School of Economics, Kings Business College, Royal College of the Arts and so on). The University maintains oversight of quality systems and key infrastructure such as the library and awards all degrees and post graduate degrees. The structure of the University of California also reflects many different programs based on regional centres but under the umbrella of one university.

Approaches to the University of Auckland and AUT University and the other Waananga have indicated no interest in this suggestion of multi campus sites in regional New Zealand because of a lack of additional EFTS nor other Government funding.

The option of PTE status has been suggested by Hon Stephen Joyce as a solution but has the major disadvantage of accreditation processes (NZQA) that are costly in time and funding as well as being unnecessarily repetitive. Some PTE's have "borrowed" qualifications from existing universities or other providers.

The current system of identifying the different levels of higher education requires serious review. At present levels three, (introductory) four, (intermediate) and five (advanced) are said to reflect levels one, two and three of a degree – in some cases the level three reflects a "certificate" and level four a "diploma" and finally level five, a "degree". Stair- casing is rarely encouraged.

Level 6 is matched with the first year of postgraduate studies such as, honours (or sometimes with the final year of a four year degree) and level 7 with a Masters degree (either by coursework or research) and level 8 with a Doctoral degree. There are other variations such as combined degrees with double majors or as in medicine where a pre- entry B SC is needed for

admission to MBCH but often these pathways are unclear. A positive development has been the introduction of Foundation programmes to help students with Tertiary study.

Major needs in Tertiary Education in New Zealand.

The most obvious need must be for the requirements of **students** to be considered first and foremost. Frequently, students are the poor cousin in the wider scheme of tertiary education. Admission and enrolment processes are frequently off-putting and confusing. Librarians are sometimes seen as authoritarian and frightening. Academic staff are perceived as frequently absent or missing or unavailable. No New Zealand University nor institution has a University “visitor” (a type of student ombudsman) in place nor are they required to. The poor international standing (none in the top 100) of NZ Universities will be a significant weakness in the future for recruiting international students. However, there are some individual programmes are recognised quite highly (for example Archaeology at Auckland is ranked first in the world). An important part of the student concerns must lie in the International student group where the very high fees (sometimes in excess of \$30-40,000) do not match the basic service required. For example, in our experience over recent years with home- stay students, we found that the University of Auckland with responsibility for some 8,500 international students has an international student office that was difficult to find (in 2011 we accompanied a student from Germany to the city campus and enquiries were met with “no idea” and in March 2016 attempts to enrol a PhD student from Nepal were greeted by a closed registration desk over 2 working days).

Similar experiences with PTE’s and Polytechnics such as Whitiraea in Queen Street Auckland often found difficulties with basic coordination contacts for home stay or study matters. For such a large and significant group requiring frequent assistance and support there is a need for a helping role – in 2005 there were wide spread newspaper reports about UCOL Polytechnic having problems with a group of nursing students from India graduating with nursing degrees but failing to obtain employment because the original credit from an earlier diploma from India was deemed inadequate. The important point here was the need for an available and independent system in place to help the quick resolution of the problem.

Perhaps the most difficult need to remedy the student focus would be the quality and integrity of the academic and teaching staff. Whilst there are numerous very good and honest academics there are significant others who fail on many grounds. The absence of standardized teaching hours or numbers of students per staff member frequently means some staff have heavy teaching loads whilst others are rarely seen on campus.

The second major need is for significant improvement in the **overall administration** and management of Tertiary education in NZ. For students the inconsistent and confusing structures of the different programmes and the systems for stair-casing and cross- crediting (prerequisites and/or co-requisites). Unlike Australian Universities, generally the NZ process of transfer of credits is very difficult and frequently impossible. The NZQA attempts to provide such a system of standardised credit values based on study hours per week but the very different lengths of academic year by institution/course make the NZ variations not only confusing but highly misleading. The lack of a common denominator for Module values occurs across the board with

the universities and National Qualifications Framework values all significantly different. To illustrate, before 2002 the Wanganui Regional Community Polytechnic (WRCP) reportedly had some 1075 modules (or teaching units) across 56 award courses with differing module values ranging from 1; 1.5; and 10 other variations up to 29 credits for each module. The total enrolments at that time were 948 EFTS so the ratio was .6 EFTS per module (or 17 EFTS per award program) and some modules varied in length from 6 months to 4 years. Over 183 teaching staff (80FTE) were required at a total cost of \$13,153, 456 (against annual revenue of \$9,604,301) to manage to teach these courses. The financial impossibility of managing these staff/student ratios leading to financial failure was largely due to the high number of modules or papers taught. Attempts to rationalise were objected to by staff and students alike and each regional town wants their own degree programmes.

Teaching of the same or similar topics across different programmes is often not permitted because of the silo system of each discipline wanting their own “Research Methodology” or similar papers although all with identical content. In January 2003, the NZ Herald reported that the Government bailed out four Polytechnics (Taranaki, Wanganui, Central Institute of Technology and Northland (a loan of \$5.5 m).

Thirdly, the **fiscal costs** of the tertiary education sector (over \$4.3 b per year from government funding) needs to be urgently addressed. A significant but unnecessary operating cost in Tertiary Education in New Zealand must be in their Marketing and Advertising. The millions of dollars spent on trying to recruit students to adjacent campuses for the same programmes could be more usefully invested in reducing student fees and loans.

Unnecessary duplication of courses such as Business degrees often includes developmental costs. As described above, teaching costs often exceed income and many Polytechnics require subsidies and financial help. More often than not, the problem is systemic with smallish institutions trying to offer as many programmes as possible.

Another significant cost factor is in the area of capital costs. To illustrate again with personal experience from WRCP in 2003 there were seven different properties for 948 EFTS. Each property was owned by an independent Trust or body (such as Wanganui District Council) and the Polytechnic paid an annual total rental of \$1,221,449.60 for these whereas the total market rent was \$705,432.72. Apart from the obvious inefficiency of 7 different staff/student groups all some distance from the Library and Student services, the inequity of paying very high market rents from student fees was not fully resolved nor seemed to be understood but the Government authorised a bail-out payment of over \$12 million dollars to UCOL Polytechnic (Palmerston North) who were merged with WRCP at that time to try and overcome the historic problems. Similar arrangements were common with other institutions – interestingly the failure of many Private Providers over the years was often due to high capital/accommodation costs. It is suggested that the University sector in NZ would have the highest capital investment segment (perhaps only comparable to Hospitals and/or Transport) but only recently have independent donors contributed to these significant costs. Perhaps the best illustration of the need to rationalise capital costs are the near adjacent campuses of the University of Auckland, AUT, Massey, Otago, Canterbury, Waikato universities within one kilometre of Queen Street as well as Whitiraea, Wintech and other Polytechnics and PTE’s. Whilst each can and will justify this close or common location, the rational planning (or even sub contracting within each institution) could save sufficient to enable the funding of the proposed Hubs above.

Recommendations:

NEW CONCEPTS:

This concept of a Tertiary Education Hub in such places as Kaikohe would include a Waananga (o Ngapuhi) as well as provide other programmes sub- contracted through other existing providers (such as universities) and facilitated by way of website learning as well as marae based programmes. Other obvious Hubs could be Tuhoe; Ruatoria (Ngati Porou); Masterton; Taumarunui; Taupo; Levin and South Island centres as well as suburban areas or wherever improved access is needed. Some existing Polytechnics could continue in their respective regions but without multi- campus in Auckland or subject to some rationalization (rather than competing for a small market so as to create multiple inefficient units). The opportunities for community and individual development apply to many of the smaller towns in provincial New Zealand. And the suggestion of free tertiary education needs new provider arrangements not just the same limited institutions out of touch with most of the country. At the same time improvements in management and governance are also long overdue – it can be argued that the provision through private provider models does not work (in education or prisons).

Work place skills should be imbedded in courses especially post graduate pre-employment programs – some institutions include “cooperative education” modules or topics to help reinforce learning theory and practice. This is essential for nursing, teacher education and similar courses.

Provision of Library and other services need to be addressed especially for Hubs or Campuses. Local front-line reception staff should be specially recruited and trained so as to be as helpful as possible.

Local Governance or Advisory Councils could ensure local stakeholders are considered.

OVERALL ADMINISTRATION and MANAGEMENT:

Current **levels** of undergraduate Tertiary Education such as 4/5/6 for Certificate/Diploma/Degree programs or levels 7/8 for Postgraduate study need review and revision and updating. Perhaps a first start will be the standardizing of course and module values and length of academic year across the existing universities. Standardized credit or module values as used in the USA system are necessary to help with pre requisite and co-requisite requirements and stair-casing as well as cross course transfers. Although the rapidly changing nature of society and the employment sector in particular requires more generalized learning skills to enable flexibility , the structure of programs should allow and encourage stair-casing and movement between different programs. This will be very important for developing website learning.

Rationalization of smaller institutions should commence by immediate transfer of all degree and related awards to the Universities. The current multitude of institutions are unnecessary and

extremely expensive in such a small country – the multiplication and replication of Chief Executives and other senior management staff add to the unnecessary expensive costs for students. Wider planning needs such as the merger of Lincoln and University of Canterbury and the rationalization of Massey University are long overdue albeit politically unfavorable. To help manage the overall sector, it is suggested here that the Universities role be added to by making them responsible for all other Tertiary Education programs by way of administration of Colleges or **Hubs** and the transfer of all Certificate and Diploma and Degree courses under their umbrella. Interestingly, UNITEC and Manukau Tech were originally (and successfully) part of AUT (then ATI). The transfer of such programs as nursing and teacher training back under the universities would immediately reduce these numbers of competing and neighbouring courses from 16 to 8. And the proliferation of Business degrees would also reduce by more than half. Stair-casing and transition and foundation courses could be more meaningful for school leavers through to post graduate study. Other advantages of the “HUB” suggestion are listed above and include regional (local) provision, better use of information technology and distance learning, seamless education from local secondary schools into tertiary programs, provision of local needs programs and the opportunity for community and regional development.

The current 20 or so Polytechnics vary from large institutions to small uneconomic units. Whilst Trade Training used to be a major component, it is suggested that the scheme is not working and that **Trade Training be returned to the industry sector** with real improvements and the saving of millions of dollars reinvested into the apprenticeship scheme with secondary schools covering evening/theory classes. The transfer of certificate/diploma/degree programs to the university colleges or hubs would improve access for students in smaller centres such as Kaikohe or Masterton or Taumarunui or Levin whilst effecting significant cost savings. This improvement would also help improve the offering of free tertiary education in NZ. The few small agriculture polytechs and private providers should also be transferred to the universities. English Language provision should be through secondary schools. The rationalization of the Polytechnic sector may be best managed by centralized management such as the TAFE system in Australia. Obviously their replacement by the HUB concept would still result in regional and self interest outrage but the significant savings would be better redirected into reduced student fees and the development of more HUBS in more locations. In turn this would improve access for students and encourage more use of modern technologies.

New course approval systems need external input to oversee academic content so that it matches student and community and employers “Needs”.

Use of overseas models such as the University of California or University of London or some Australian universities could be usefully imbedded more frequently into the structure of NZ Universities.

FUNDING

Whilst the Tertiary sector providers are frequently complaining that there is insufficient government funding, it is suggested here that the financial investment for future development does need continuation or growth but there are also potential areas for improvement in management of capital costs and also the administration of programs and courses. Therefore,

more transparent and independent advice and counseling and review and guidance need to be introduced.

The transfer of Apprentice training back to the industry sector should be accompanied by the transfer of appropriate funding from the effective savings. Perhaps one third of the total cost of industry based training would then be paid to the relevant employer thus encouraging growth in the sector by way of employees receiving proper wages.

Finally, the current attempt to link Research and Teaching as mutual beneficiaries has not really been demonstrated. In fact many larger universities are now developing separate pathways for staff development (egg. Monash University has distinct research and teaching promotion criteria). Whilst there may be some benefits in such areas as medicine, the research now largely relies on independent support.

STUDENTS: A number of other improvements in the University Sector should be identified and required:

Each University should usefully appoint a **University Visitor** (or ombudsman) to help adjudicate Student as well as staff and administration disputes or problems including harassment; incompetency; appeals on disciplinary matters; delays such as for Thesis examinations and results; enrolment and graduation disputes and other similar issues.

Training and supervision of academic (and other front line) staff must be prioritized with special attention to promotion policies that emphasize excellence in teaching. Inadequate Human resource policies require review and development of common new parameters (work-loads) and rewards for professional teaching results.

Regular **external reviews and audits** of teaching departments and staff and programs are necessary. An annual audit of International students and attendant services would usefully be conducted with recommendations to the University Council. Overall reviews should be carried out more regularly and published.

Special recognition should be given to **Maori and Te Reo** needs by way of scholarships, free tuition costs (as part of an overall award course) as well as free provision of reo programmes.

Reinstatement or redevelopment of the original **Adult Education/University Extension** departments to help provide foundation and other useful programs including literacy, study methods and possibly such offerings such as the University of the Third Age. This area could also take responsibility for **Foundation** and supporting studies.

Dr. Peter Harwood MNZM

Emeritus Professor, AUT University, Retired Dean of Arts, 1992-2002

Professor Monash University, Melbourne. (1995- 1992)

Family Marae, TE MAATA, Mangakahia Road, Tautoro, Home address: 11A Te Arawa Street, Orakei, Auckland. Ph 09 578105 Email harwood-family@vodafone.co.nz

APPENDIX

I was born in 1939 in Whanganui and educated at Whanganui Technical College to School Certificate level in 1956. My first employment was as a law clerk in the Whanganui Courthouse (Justice Department) 1956 to 1958 where I also completed University Entrance at evening classes. I moved to the Auckland Magistrates Court in May 1958 so as to start at the University of Auckland Law School on a part-time basis- unfortunately the late commencement meant exclusion from sitting end of year exams. In June 1960 I was promoted to the Wellington Supreme Court and tried to transfer to Victoria University Law but again the timing meant failure to progress so I dropped out and worked in menial jobs to save money to travel overseas. In 1962 after 3 months of travel in southern Europe, I was appointed by the London County council as a Housefather at Stamford House remand home for boys and had decided on a career in social work. In August I received advice that I was awarded a Rotary Club scholarship to the University Of Georgia, USA and travelled to Athens Georgia in September 1962 where I commenced undergraduate studies in the Social Sciences. As my first experience at full time study I fortunately thrived (in spite of the unfortunate strains of initial integration) and achieved the "Deans" list (top 5% of academic achievements) over all 3 semesters. Participation in community based activities led to later recognition as Alma Mater international Rotary student. After one year I returned to New Zealand and worked in South Auckland as a social work trainee and also studied part time at Auckland University (psychology and anthropology). In 1965/6 I was awarded a Child Welfare bursary to complete the Diploma in Social Science, Victoria University, Wellington (at that time the only social work training available). After appointment as a Child Welfare Officer in Hamilton and marriage to Haupuru nee Wilcox in 1967, we moved to Auckland Owairaka Boys Home as Assistant Manager largely to enable me to return to study at the University of Auckland. In those days there was no transfer or cross credits so I effectively studied first year sociology three times.

I graduated BA (Psychology and Sociology and Maori) at the University of Auckland in 1974 whilst working full time at the Auckland City Council as the first Community Adviser/Social Worker in NZ and established the Citizens Advice Bureaux and other community programmes in Ponsonby, Glen Innes, Avondale, Queen Street and Grey Lynn. I completed my Masters Degree in 1976 and was appointed as Principal Lecturer at a regional College of Advanced Education in Victoria Australia. Following completion of a PhD at Monash University, Melbourne, I helped in the merger of Monash with several campuses and was appointed Professor of Social Sciences at Monash in 1991. During this period we helped establish Aboriginal studies programs and utilising distance education we helped establish the delivery of programmes at various rural and regional cities and towns such as Albury-Wodonga. Between 1984 and 1987 I was seconded by the John Cain Victorian Government on a half time basis to the inaugural position of Chair person of the Latrobe Regional Commission, a regional planning authority in South Eastern Victoria covering 13 local government areas. My wife completed her Masters in Maori Art and Design and a post graduate diploma in Secondary Teaching. She helped with Aboriginal Studies programs at Monash and has been a Senior Lecturer in Maori Art and Design at AUT. She has taught Kapa Haka and Reo on Marae and at many schools.

In 1992 I returned to Auckland to the position of Dean of Arts at Auckland Institute of Technology and helped with the transition to Auckland University of Technology. This involved the academic and executive leadership of some 8 different schools and departments and the development of over 10 new degrees and postgraduate programs including Maori studies. This transition included growth in the Faculty from some 5000 students to nearly 15000 (with attendant staff growth) that included significant numbers of international and Maori and Pasifika students. In 2002 I accepted the offer of appointment as Principal of Whanganui UCOL, a Polytechnic based in Palmerston North that merged with the original Whanganui Polytechnic with severe fiscal and structural problems but I retired with health problems in 2004. Since that time my wife have mainly looked after 9 mokopuna whilst upgrading and renovating the family marae at Tautoro (near Kaikohe) with over \$1 million value (mainly Lotteries and ASB Trust grants) of project management work. I also assisted part time with PhD supervision and examining (AUT and Monash) and helped CYFS (Takapuna) with research and supervision in 2007 and 2008. In 2008 I was awarded MNZM for service to the community and Maori. Over the past 20 years I have also held the positions of Chair and President of the Ponsonby Rugby Club and worked with various community groups including the NZ Citizens Advice Bureaux Association. My wife and I developed a concept proposal for a Whare Waananga o Ngapuhi in Kaikohe which is the underlying precursor for these suggestions. Over the past 6 years we have hosted 8 international students from China, Japan, Germany, and Nepal.