



Productivity commission Tertiary Education Report Feedback KHD1

Over seven generations Ngāi Tahu has been in pursuit of justice inspired by the concept of ‘*Mō tātou, ā, mō kā uri, ā muri ake nei*’; for us and our children after us. Post settlement, the iwi is determined to preserve our tribal identity and planning to create a prosperous future for our people, and for Māori in Aotearoa. Our education strategies and programmes of work have grown out of this.

This response to the draft Productivity Commission enquiry into Tertiary Education has been developed by Te Rūnanga o Ngāi Tahu and Te Tapuae o Rehua, and reflects a range of immediate and medium term issues and opportunities that exist to innovate and improve Māori outcomes, rights and access to education and work. Although we jointly met with the Commission to provide feedback, this submission has largely been led by Te Tapuae o Rehua due to key Te Rūnanga o Ngāi Tahu leaders being unavailable due to their involvement in the Kaikōura earthquake response.

Te Tapuae o Rehua is a not-for-profit iwi-led tertiary partnership founded in 1998 to enhance Māori educational outcomes and operates as the backbone support for the Te Waipounamu tertiary collective. The role of Te Tapuae is to help guide the collective and provide leadership in working together to achieve better outcomes for Māori. Te Tapuae provides strategic support, holds the vision, maintains cultural integrity, shares successes, facilitates communication, mobilises action and measures progress.

The report from the Commission highlights some of the funding, partnership, policy, implementation and social challenges and opportunities impacting on Māori and general student outcomes. We are heartened by the responsiveness and priority Ministers have placed on the consideration of the need to radically overhaul the tertiary education model through commissioning this work.

We commend the Commission for the thorough, innovative and future focused thinking that is part of this report. In particular, the proposal for structural changes that shift power from institutions to learners has merit. From Māori participation and achievement statistics it is clear that the practice of tertiary providers being of service to students is one that requires significant improvement.

Student characteristics and choices

Te Tapuae o Rehua and Ngāi Tahu endorse the findings and look forward to the Māori supplementary report that that Commission is preparing. Given the changing demographics of Aotearoa/New Zealand, the up-skilling and higher education of Māori and Pasifika is critical.

The exposure of our people to the range of career options throughout compulsory education and the line of sight to quality employment or self-employment is an area that we believe needs significant work, especially to effect significant Māori reach. We welcome recommendations that support greater success and diversity in the range of qualifications and higher level qualifications for Māori.

Many of our people enter tertiary education later in life, for this reason we would support a tertiary education system that provides access and support to re-training for older students and those who wish to study part time and around work and family commitments.

Employers, industry training and the labour market

We support the findings of the commission in this section and are similarly concerned at the lack of equity that seems to exist around access and support for industry training qualifications and how they are structured. We believe that additional support from ITO's for Māori learners and access to higher level qualifications through ITO's is critical for the workforce and our people to develop and up skill while in work. Many of our people have financial and family commitments that rule out full time



study, so the flexibility to acquire skills and knowledge while in work, or around work is key to ensuring employment and educational success.

Governments many roles

We recognise that government links between strategic outcomes and funding, regulatory and policy regimes are not working optimally. In many cases they seem to work at cross purposes. Innovation such as Māori and Pacific Trades Training has gone some way to addressing access issues, and creating employment outcomes. The focus on lower level qualifications without integrating a Māori apprenticeship strategy or a system that supports removal of financial barriers to levels 5 + qualifications relegates Māori learners to semi-skilled and entry level positions creating high employment vulnerability.

Providers of Tertiary Education, Tertiary education markets and implications of tertiary system settings

Innovative modular or scaffolded learning that include short qualifications that can assist learners in work are vital for many of the key industries in Aotearoa/New Zealand. Even as a partner of a tertiary provider there are barriers to the full visibility of the funding models inside tertiary providers. If our efforts are to improve Māori learner outcomes, strengthening accountability of providers to these outcomes means Iwi and organisations such as Te Tapuae o Rehua require greater transparency of funding allocations and authority in decision-making. Ideally at both government and tertiary council strategic levels. Institutions setting non-achievable or achieved Māori student outcomes is unacceptable.

We support the variety of findings in chapters six, seven and eight and in particular the finding that notes *“there is considerable inertia in the New Zealand education system. This inertia is an emergent property of the system, rather than a characteristic of providers”*.

We have grave concerns for the lack of a future focus on innovation and disruptive technologies with a view to better meeting student education and employment needs, rather than better meeting the institutions funding needs.

Trends, Innovative activity, a system that supports new models

For Te Tapuae and Ngāi Tahu, this chapters highlight priorities that are key to the future of successful Māori learners, workers and businesses.

The future of work thinking, nationally, and internationally, recognizing the significant disruption that is coming to education and work must be core to developing the new system.

We need an agile tertiary education system that shifts power and influence to learners and to employers and industry. The system needs to require collaboration between iwi, industry and education providers and a refocusing of resources and efforts to protect the interests of students, and in particular those who have been traditionally excluded or disadvantaged by sector.





The potential for a new ‘aggregator’ model

Colonising and assimilationist practices have been historic, systemic and institutionalized. Similarly we see there is a need for a systemic and institutionalized response to address these inequities and provide a pathway out of this past into a future where Māori potential is realized.

We strongly agree with the findings concerning institutional inertia and the need to promote models that can accelerate change and adaptation to match the increasing pace of technological, societal and cultural change in our nation.

We were particularly intrigued by the possibility of new ‘aggregator’ models to add an element of disequilibrium to the system, pushing beyond comfort zones to catalyse adaptive change. We see this as a critical space for Māori and iwi to occupy as a key mechanism to improve tertiary education and employment outcomes for Māori.

We believe iwi have the potential to fulfill a new role as ‘Māori outcomes aggregators’ functioning as cross-sector hubs for collaboration and systemic innovation. We have added an additional section outlining the potential and a draft document presenting a conceptual model of what this could look like. We would welcome your thoughts at a later point.

Summary

In summary, Ngāi Tahu and Te Tapuae o Rehua support the findings and recommendations of the Tertiary Education Commission and commend the innovative approaches proposed to finding solutions support tertiary success for all.

We are happy to work with the Tertiary Education Commission and the Productivity commission to support change.



**APPENDIX 1.****A vision for a ‘Māori Outcomes Aggregator’**

Addressing the shortfalls of our education system for Māori is already a priority for both Treaty partners. Our challenge lies in how we can work together to address this challenge before current harms increase alongside a younger and faster growing Māori population.

Many of the responses in our current repertoire are isolated, short-term and small-scale interventions that have proven inadequate at driving large-scale transformational outcomes. Māori communities have historically not been engaged in the business of developing solutions for the challenges they face leaving those most affected on the margins once again. Traditional problem solving approaches haven't worked as they have focused on one aspect alone rather than look to how multiple inter-dependent factors work together. Unraveling this complexity requires difficult and strategic learning yet left alone this challenge will create further harm, frustration and a burgeoning sense of crisis as our young Māori population increases.

Ngāi Tahu knows this challenge cannot be tackled by any one institution, agency or community alone. It requires us to find a new way of working together to break the status quo and create a collaborative, experimental, and systemic approach to Māori success.

We were left intrigued by the idea of an ‘aggregator’ model and have applied this logic to the challenge of addressing the shortfalls of our education system for Māori. What follows is a document posing the idea of iwi fulfilling the role of a systems aggregator but one that is not limited to the tertiary sector alone. Barriers to success extend beyond the education sector. Similarly, iwi, industry, civic, community and government partners also have skills, knowledge, expertise and contributions they could make to Māori success. Thus, our idea is for iwi to be the ‘holding tank’ for cross-sector collectives focused on increasing Māori education and employment outcomes.

The Commission's report notes the need to develop a ‘whole-of-system’ perspective but we believe this is best achieved through a cross-sector collaboration that forces different mindsets to engage in deep conversation to better understand each other and the challenge. A tertiary-centric aggregator risks adopting only the first tiers of solutions and limits the generative potential of disequilibrium and culture clash. It also runs the risk of getting trapped in the competitive dynamics between institutions, dynamics which could be mediated by the participation of other non-tertiary sector partners. Learning and innovation comes from discomfort beyond norms. Shifting the dynamics of power to iwi and communities will certainly push beyond the norm to create a novel space where new and novel innovations can occur. Most important, these innovations will be focused on areas where they are most needed (Māori inequity) and offer the highest potential to offer the greatest value to society as a whole (authentic Treaty partnership).

The Commission's report notes that institutional inertia is an issue but its recommendations are largely technical in orientation and focused on funding formulas. We agree that funding mechanisms can stifle innovation but assert innovation is also a mindset that cannot be enabled by funding alone. Our experience suggests innovation best occurs in neutral spaces where power dynamics are rebalanced or recast, pushing beyond normal positional/institutional power to enable alternative views and perspectives of the challenge and new solutions to emerge. We believe these spaces best sit outside the institutions themselves to ensure the freedom to forge new and novel approaches that actually challenge institutional norms and help them to adapt to external change. They must, however, have an embedded focus on systemic institutional change if they are to advance sustainable and scalable outcomes.



A Manifesto for Change

The Commission posed the question of what could an ‘aggregator’ model look like. We found this possibility inspiring and have submitted a response conceptualizing our vision of an iwi-led ‘Māori outcomes aggregator’ which we have termed a Māori Futures Collective. This has been framed an iwi-led cross-sector collective that will pledge to double the number of Māori with a higher education or industry training qualification within the Ngāi Tahu takiwā by 2038.

Our core idea is for iwi to be positioned at the core of efforts to transform Māori education and employment outcomes. This would seek to break the status quo by creating a new collaborative, experimental and systemic approach to Māori success. This draws upon all of our strategic learning’s from existing collaborative partnerships and the emerging sense that we need to pioneer new and novel ways to work together. We need to rally tāngata whenua and tāngata tiriti around a shared interest in seeing Māori succeed so our nation can continue to be successful.

Our ability to work together is hampered by the boundaries of our own sectors and disciplines. Our ability to innovate is hampered by the institutional norms we are beholden to. Our solution is for iwi to create a third ‘partnership’ space. A holding tank where we can come together, break down silo’s and develop deeper solutions that reach further to maximize our impact. This third space also pushes us beyond the confines of our own comfort zones into a shared, neutral and unknown space where strategic learning, inspiration and innovation can occur.

From...	To...
A solid understanding of one small part of the challenge...	To a cross-sector perspective of the challenge that informs a whole-of-system response.
From multiple institutions working in isolation from each other...	To a collaborative cross-sector approach where activities are aligned and mutually-reinforcing.
From short-term or one-off projects that require ongoing funding...	To systemic changes in institutional practices and culture to drive sustainable and scalable transformational change.
From institutions that are resistant to change...	To breakaway kaupapa labs that catalyse institutional innovation and culture change.
From responses that marginalize Māori voice...	To willingly placing Māori as tuakana to rebalance power and unlock new possibilities.
From Māori retreating from the system...	To the system changing so Māori can thrive, for the benefit of all.
From funding new interventions...	To aligned funders resourcing collaboration and the efficient use of the resources already within our communities.

What follows is our vision of an iwi-led ‘Māori outcomes aggregator’ to lead a collaborative, experimental and systemic approach to revolutionizing Māori tertiary education outcomes to effect a Māori social and economic revolution.

We pose this concept as a response to the Commission’s invitation for new possibilities and would welcome the chance to engage further and hear your response. Please refer to Appendix 2.



APPENDIX 2



TE TAPUAE

Māori Futures Collective

MANIFESTO

- OCTOBER 2016 -



TE WHĀIKA MATUA

– OUR ULTIMATE GOAL –

Our goal is to double the number of Māori with a higher education or industry training qualification within the Ngāi Tahu takiwā by 2038.



TE TAKE

- THE CAUSE -

Our nation faces twin crises; a leaky education pipeline and a fast growing Māori population.





TE WHAKAKITEKA

- THE VISION -

A world where all Māori are culturally connected, inspired by their future, prosperous in their careers and thriving as healthy citizens of the world.



TE UARATAKA

– THE MISSION –

Our vision cannot be achieved by any one institution alone. It requires us to break the status quo, experiment, and create a new approach to Māori success.

Our mission is to rally tākata whenua and tākata tiriti around a shared vision of Māori potential realised. We need to create a new system, where Ngāi Tahu are positioned at the core as the hub for collaboration and innovation. Whānau and Rūnaka set the agenda and inspire a new energy and drive to do things differently. Our purpose is to convene a collective prepared to challenge assumptions, brave enough to create something completely new and humble enough to put the needs of taurira and whānau first.

KĀ TŪTOHI

- OUR INDICATORS -

Rakatahi are inspired by their future

Indicators

% Māori move on to tertiary education or industry training ↑

% NEET's ↓

Potential Actions (Year 1-2)

- Understand whānau/Rūnaka career aspirations
- Map current Māori workforce trends
- Match aspirations with future skill forecasts/assumptions
- Build a career pathways team
- Build upon existing Careers NZ initiatives
- Build upon existing kura outreach programmes
- Co-design Māori workforce development strategy
- Co-design tertiary transition model and tracking system



Māori blaze a trail of success in education

Indicators

Secondary

- % leave with NCEA Level 1 ↑
- % leave with NCEA Level 2 ↑
- % leave with NCEA Level 3 ↑
- % stand downs, suspensions, exclusions, expulsions ↓

Sac

- % course completion all levels ↑
- % course completions 4+ ↑
- % student progression L1-4 ↑

Industry Training

- % credit achievement ↑
- % programme completion ↑

Youth Guarantee

- % course completion ↑
- % qualification completion ↑

Potential Actions (Year 1-2)

- Identify seepage points
- Understand root causes
- Build education-to-employment team
- Build relationship with Māori Health Workforce Development Unit and align practices
- Extend Māori vocational pathways from construction and agriculture to include business, ICT and health
- Co-design Māori Education-to-Employment Pathways Model
- Build upon existing recruitment, induction, pastoral care and transition initiatives
- Build upon BCITO relationship and engage directly with ITF
- Extend the application of the Ako Whakaruruhau Māori Mentoring model across multiple sectors/spaces
- Build its potential as an alternative and funded apprenticeship model
- Develop post-graduation tracking systems
- Develop a communications plan to build a tuakana/teina community of care
- Mobilise funds

Māori are the rock stars of our economy

Indicators

- % qualifications aligned with growth sectors ↑
- % graduates gain employment ↑
- % median wage ↑
- % unemployment rate ↓

Potential Actions (Year 1-2)

- Build upon Ako Whakaruruhau as an industry organisation change model
- Raise profile of Māori mentoring in the workplace
- Extend model into another sector (agriculture, health or ICT)
- Build upon our relationship with The Southern Initiative
- Build relationships with CCC & DCC
- Build a social procurement team
- Co-design social procurement pilot
- Build relationships with social impact investors

TE TIAKI

- PROTECTION -

Te reo Māori is a living language

Indicators

- # enrolment in Māori language courses ↑
- % complete Māori language courses ↑
- # enrolment in Māori language programmes ↑
- % complete Māori language programmes ↑
- # enrolment in Māori language teacher training ↑
- % complete Māori language teacher training ↑
- # partners with active Māori language plans ↑

Potential Actions (Year 1-2)

- Understand Māori language teacher supply challenges
- Map existing education and industry te reo interventions
- Apply language planning frameworks across targeted education and industry pilots
- Build upon existing partner Māori language plans
- Mobilise funds

Māori thrive in culturally responsive teaching, learning and work environments

Indicators

- # culturally responsive (CR) PD programmes ↑
- % teaching staff participate in CR PD ↑
- # employers participate in CR PD ↑

Potential Actions (Year 1-2)

- Build understanding of unconscious bias and culturally responsive (CR) teaching and learning
- Map existing CR provision
- Understand Rūnaka PLD expectations and aspirations
- Build upon existing relationships with Rūnaka as deliverers of PLD
- Co-design CR PLD packages for education and industry partners to be co-delivered by Rūnaka
- Deliver and assess 1-2 pilots

TE MAHI KĀTAHI

- PARTNERSHIP -

A committed team of champions

Indicators

A leadership table of influencers

Partnership includes multiple sectors representing both Treaty partners

Potential Actions (Year 1-2)

- Establish terms of reference
- Identify and recruit champions
- Champions build upon agenda and profile
- Champions lead external communication of key messages

A collaborative team that works together

Indicators

Successes are shared across the partnership

Potential Actions (Year 1-2)

- Establish joint-action plans
- Establish and implement systems to enable us to meet, grow relationships and share our learning

We achieve meaningful change

Indicators

Partners align their work activity and resources to enable the collaborative goals to be realised

Potential Actions (Year 1-2)

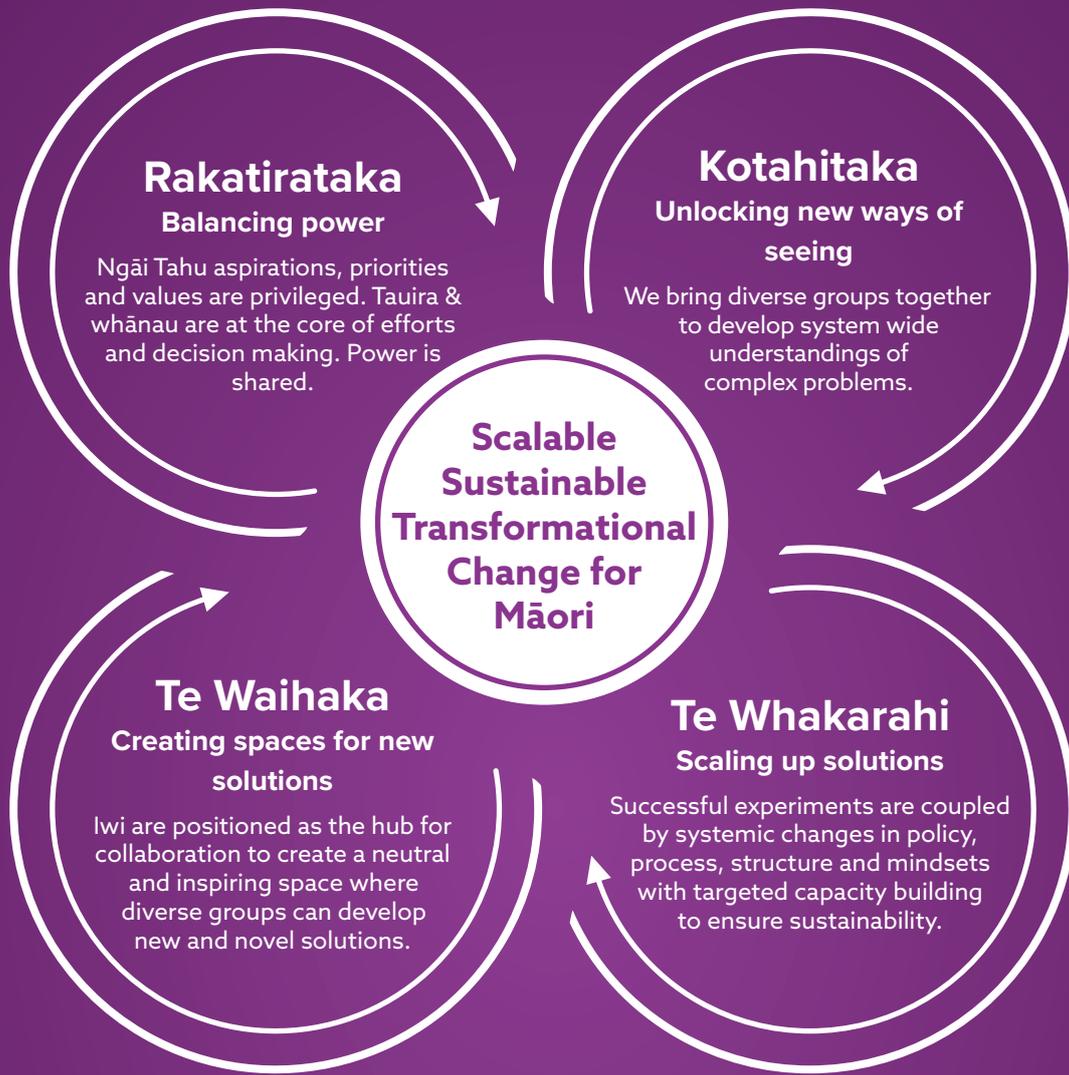
- Establish an accountability framework that enables us to share information and hold ourselves accountable
- Establish an evaluation framework for testing and assessing progress
- Establish our baseline data to measure future progress against



TE KAWA

- OUR APPROACH -

To transform Māori outcomes we need to transform the system. We need to create spaces where whānau, Rūnaka, iwi, education providers, community organisations, employers, funders, local and central government agencies come together to understand challenges, trial new solutions and embed successes across the system.



TE TIKAKA MĀ TE TŌPŪTAKA

– THE ROLE OF THE COLLECTIVE –

Collective Leadership Table

Champion vision. Rally public support.
Remove operational barriers.

Ngāi Tahu

Maintain cultural integrity. People leadership.
External communications. House the partnership.

Education Partners

Implement joint action plans. Drive culturally responsive teaching & learning.

Industry

Implement joint action plans. Drive culturally responsive workplace mentoring. Implement social procurement.

Data Partners

Data access. Data analysis. Data reports.
Data coaching.

Government & Civic Partners

Change practice. Remove political barriers.
Drive policy change. Resource joint action plans.

Philanthropic Funders

Change practice. Remove financial barriers.
Align funds. Resource infrastructure for collaboration.

Anchor Entity (Te Tapuae o Rehua)

Convene the partnership. Mobilise funds.
Internal communications. Coordinate Joint Action Networks. Maintain collective focus on Māori outcomes.

Māori Workforce Development Action Network

Workforce planning. Align the network. Build employment pathways. Grow Māori leadership.

Cultural Responsiveness Action Network

Challenge unconscious bias. Cultural responsiveness training & research. Shifting practice.

Māori Social Innovation Action Network

Grow capacity for innovation. Catalyse disruptive & repeat innovation. Developmental evaluation. Continual improvement.

TE TIKAKA MĀ TE TŌPŪTAKA

– THE ROLE OF TE TAPUAE –

Te Tapuae is a small, separate and specialised team dedicated to convening the partners and coordinating their joint actions. We provide the infrastructure for collaboration and build the momentum for change.







TE TAPUAE
Māori Futures Collective

Designed by

