



## TE TAIHU O NGĀ WĀNANGA

Thursday 8<sup>th</sup> December, 2016

New Zealand Productivity Commission  
Judy Kavanagh  
Inquiry Director  
PO Box 8036  
WELLINGTON 6143

Tēnā koe Judy i ngā ahuatanga o te wa,

### **Submission – New Models of Tertiary Education**

Thank you for find the time to discuss your report with us and have a full and frank discussion about *the future of the tertiary education model. It was a pleasure to host you at our October Te Taihu o Ngā Wānanga meeting.*

We have provided a submission from Te Taihu and are grateful for the extended deadline to express our hope for the future of a more suitable model for the provision of tertiary education for Māori. We wish you well for the future and look forward to the final report and the Crown's response.

Nāku i roto i ngā mihi,  
Nā

Mereana Selby  
Chair  
Te Taihu o Ngā Wānanga

Te Taihū o Ngā Wānanga Submission to the New Zealand Productivity Commission  
New Models of Tertiary Education  
December 2016

## **Introduction**

This submission is from Te Taihū o Ngā Wānanga, a representative body of the three wānanga, Te Wānanga o Raukawa, Te Wānanga o Aotearoa and Te Whare Wānanga o Awanuiarangi. Membership consists of the Board Chairs and the Chief Executives of each wānanga.

The wānanga sector was borne from an urgent need to provide a model of tertiary education more suitable for Māori. In doing so it created a unique model of tertiary education that recognised the intrinsic value of tangata whenua to Aotearoa New Zealand and the imperative of being relevant, flexible, innovative and supportive of learners for whom Māori tertiary education had previously not been an option.

The principles for a new model of tertiary education must recognise:

- Partnership between the Crown and Māori
- Full participation of Māori as Māori in NZ society, and the
- Active protection of Māori knowledge, language, interests, values and other taonga (treasures). Māori language, for example, is an official language of NZ.

These principles are enshrined in all three Treaty of Waitangi settlements between each wānanga in agreement with the Crown. The settlements recognised the inequity of the arrangements imposed by the Crown on Wānanga. We acknowledge there is nothing new in these principles but the continued inaction and lack of recognition by the Crown of rangatiratanga through the imposition of kāwanatanga has meant the Māori partner cannot relax its vigilance. The barriers to innovation and participation for the wānanga sector are many, complex, varied and embedded. This submission deals with the positive opportunity offered by an agent of the Crown to more purposefully recognise the value add of the wānanga sector. In doing so, some of those barriers may be removed or at least not seen as so insurmountable.

## **The Current Model**

Wānanga emerged to offer high level education and qualifications from within a Māori context and pedagogy, and to contribute to Māori language and cultural revival. Universities were very solid in their foundations but entirely derived from a European model. Wānanga do not want to be a university but, as a Māori high level tertiary provider, wish to receive the recognition and support that universities do.

The current arrangements make it more and more difficult for the wānanga sector to demonstrate its unique place in tertiary education. As Wānanga mature and continue engaging in teaching and research based on Māori pedagogy and belief systems, the pervasiveness of Crown control is constantly felt. We would like to unlock this pervasiveness to get a better alignment with what we are trying to achieve and for the authenticity, uniqueness and value of the Māori model to be recognised.

One significant challenge we face is the perception that the university model is the pre-eminent model of tertiary provision. That is why this work is important. We think, fundamentally, that there

is a need, and indeed a right, for a Māori model to be on offer in Aotearoa. We understand accountability and carry the weight of expectation and scrutiny from a broad base, not just from Crown compliance. We are interested in an approach where we have an agreement with the Crown on outcomes that truly capture our contribution, and to jointly work on those.

Our view of the linear approach by the Crown is that 'you get so much education and that translates into employment'. It is important to note that employment is not the only outcome for us, nor does education always guarantee employment.

### **Innovation**

All three wānanga are models of innovation that came about when there was nothing suitable for Māori. The model emerged not because someone had a novel idea but out of a desperate need because the system was not addressing the issues our people had. Māori could not see their language, culture, literature, history within the education context or content that was being delivered. Māori were being educated to not be Māori. Wānanga is not another variation on the education theme – it has a much deeper purpose. Our whole core of existence is about returning maoriness to Māori. Interestingly, three models emerged and are all quite different but with a common purpose. This speaks to innovation and the determination to respond to our peoples' needs.

### **Tauira**

Our student profile and demographic is quite different to that of other tertiary providers. The average age of learners is much higher and a large percentage do not have access to the same levels of support or any previous exposure to tertiary education. Often they are the first in their whānau to be tertiary educated. In many cases, geographical location creates issues of accessibility. Wānanga tauira are predominantly Māori. As mature students they have wider whānau responsibilities to carry while they study, and tauira take longer to complete their studies.

All three wānanga are student-centric, that is, our relationships with whānau, hapū and iwi also contribute to student success. This represents a much broader scope than needs to be assumed in Pākehā models, and therefore a bigger responsibility than simply a focus on individual achievement. This is a significant point of difference in our provision of tertiary education.

We support strongly the recommendation that the tertiary system be re-orientated to put the student and whānau at the centre and agree that education is a collaboration between the student and teacher.

### **The Value Add**

Employment is not the only important outcome for us. For example, we are constituted to support the revitalisation and survival of Māori language and culture. We are also interested in not only individual success in education but where it translates to benefits into the communities and families from where these graduates come.

We are interested in our people gaining meaningful employment, in assisting them to increase cultural competencies, and to be citizens equipped to contribute to their communities, the wider community and our nation.

It is very easy for others to cherry pick the top performing students who are less challenging to teach. How do you reward the institutions for taking people that may have poor records from prior

study and experiences? One argument is that as of right every student has 13 – 14 years of free formal education. When they disengage (as many Māori do) before they consume that 13-14 years then they re-engage back into tertiary education, they start being charged. In essence they have to pay for education they should have received as of right in the tertiary system. The whole tertiary system is built on the assumption that you have successfully completed the pre-tertiary part – a lot of our students have not. If it were not for the wānanga there would be a large sector of society who offer limited skills and training for employment. This ‘value add’ component should be recognised.

The notion of the EFTS and its suitability needs to be revised. We would like to be involved in that discussion. While it is at the heart of the funding model, especially the Investment Plans, we would be interested in exploring more accurate funding models and mechanisms that better reflect what we do and how we do it.

### **Inertia**

At times it seems to us that all it takes for evil to prevail is for good men to do nothing. Our issue around inertia is that it leads to a continuation of current privilege. This is linked to a perception of quality which, in the tertiary sector we think is too narrowly defined. For Māori education in particular – that inertia just maintains the current status quo. Redressing and addressing under performance by Māori in the tertiary system is not going to happen by continuation of more of the same. Wānanga continue to look at where those next innovations need to go.

The current investment and performance measurement systems are becoming more and more focussed on statistics, comparability and creating a system that ultimately leads to all parts of the sector looking the same in the interests of conformance or being re-assimilated. Coupled with ever-increasing cost and frequency of compliance requirements, the initial idea of high trust low compliance has certainly vanished. While not under estimating the need for accountability, surely it is time for all Crown agencies to develop a system that is better coordinated, recognises Māori models as entirely appropriate in our country, is less costly and is less time consuming for providers. We look forward to that being seriously addressed.

### **Concluding remarks**

We have found the thinking in this report refreshing. It was an enlightening meeting with members of the Commission in October. An important thing is that the commission has not taken a typically linear approach when looking at productivity in education. The discussion is more about education as a public good with a focus on ‘productivity for wellbeing’. For the wānanga sector, wellbeing is a significant focus for us as we see it as a major contribution to the survival of Māori as a people.

Finally, our sector has developed an outcomes framework that better reflects what we do, who we do it for and what the benefits are. The Tertiary Education Commission have expressed an interest as have the wider ministries involved in our sector. It has been presented to them and we offer it to the Productivity Commission as a picture of who we are, what we offer and what the benefits are to those taura we are proud to call our students.

Thank you again for taking the time to visit us at our hui in October and we look forward to continued engagement on issues pertinent to the tertiary sector.

Nāku i roto i ngā mihi

Nā Mereana Selby  
Chairperson, Te Tauihu o Ngā Wānanga

# Te Tau Ihu Outcomes Performance Targets

The following document provides potential Te Tau Ihu impact and outcome targets for the collective wānanga sector. It is anticipated that the outputs would be specific to each wānanga. TWoA outputs are provided as an example and are derived from the TWoA strategic plan (shaded in grey). The three outcome measurements are derived from the national census data, Kupenga data set and He Kete Tatauranga (NZ Social Indicators) data set. The three impact targets are derived from a national annual taura survey.

## Hei Māori – Culturally Competent

### Te Rautakinga:

### Rangatiratanga / Kāwanatanga

#### Advocacy

To protect and advocate for Wānanga as a unique sector recognised under section 162 of the Education Act

Ahurea		Performance measure	Target		
			2016	2017	2018
Ngā Putanga Outcome	<b>We will contribute to:</b> Advancing mātauranga Māori	Increase the proportion of Māori and non-Māori who can speak some te reo Māori	Increase from 21% for Māori and 3.7% for non-Māori in the 2018 Census		
	<b>We will make a difference by:</b> Taura confident in their identity and culture	Proportion of taura who confirm an increased understanding of mātauranga Māori	80%	80%	80%
Ngā Hua Outputs	<b>To achieve this, we will:</b> Deliver a world-class indigenous educational experience	Maintain a suite of high quality mātauranga Māori programmes <ul style="list-style-type: none"> <li>Quality of mātauranga Māori programmes regularly reviewed</li> </ul>	3 reviews	3 reviews	3 reviews
		Contribute to achievement of the Māori Language Strategy - Te Rautaki Reo Māori <ul style="list-style-type: none"> <li>Deliver Māori language and cultural initiatives</li> </ul>	10 initiatives	10 initiatives	10 initiatives
		TWoA rangahau contributes to mātauranga Māori <ul style="list-style-type: none"> <li>Proportion of degree kaiako with an approved Individual Rangahau Plan (IRP)</li> <li>He Waka Hiringa graduate research outputs<sup>1</sup></li> </ul>	60-75%  40	60-75%  20	80%  40

<sup>1</sup> He Waka Hiringa delivery alternates between Mangakōtūtukutuku and Māngere on an annual basis. The Hamilton cohort is twice the size of the Auckland one.

## Hei Māngai – Responsive to communities

### Te Rautakinga:

### Ārahitanga

#### Leadership

To provide leadership in political or policy development, advice and review that relates to wānanga

Hapori		Performance measure	Target		
			2016	2017	2018
Ngā Pānga Impacts	<b>We will contribute to:</b> Social wellbeing for all New Zealanders	Increase the proportion of Māori satisfied with life overall <sup>2</sup>	>80% in the 2018 Census		
	<b>We will make a difference by:</b> Taura are connected with their iwi, hapū, marae or community	Proportion of taura who are sharing their new skills and knowledge with whānau, hapū, iwi or community	80%	85%	85%
Ngā Hua Outputs	<b>To achieve this, we will:</b> Partner for success	Taura are actively sought after by their communities and industry <ul style="list-style-type: none"> <li>Stakeholders satisfied</li> </ul>	85%	85%	85%
		TWoA is recognised as a reputable and desirable national provider <ul style="list-style-type: none"> <li>Proportion of taura who would recommend TWoA to friends and whānau</li> </ul>	95%	95%	95%

<sup>2</sup> Statistics NZ - NZ Social Indicators – He kete tatauranga

# Hei Pukenga – Intellectually Competent

## Te Rautakinga:

### Tauira

To promote quality within programmes and institutions and build capability and capacity within the wānanga sector

Arumoni		Performance measure	Target		
			2016	2017	2018
Ngā Putanga Outcome	<b>We will contribute to:</b> Economic wellbeing for all New Zealanders	Increase the proportion of New Zealand households with adequate income <sup>3</sup>	Increase from 57%		
	<b>We will make a difference by:</b> Tauira have the skills and knowledge to succeed	Proportion of tauira who reported a positive employment outcome	65%	67%	69%
Ngā Hua Outputs	<b>To achieve this we will:</b> Ensure sustainability through educational excellence	Meet Investment Plan commitments <ul style="list-style-type: none"> <li>EFTS targets</li> <li>Surplus</li> <li>Performance Commitments</li> </ul>	99-102% 3% Met	99-102% 3% Met	99-102% 3% Met
		Deliver a suite of high quality programmes that provide pathways to further education or employment <ul style="list-style-type: none"> <li>EER capability in self-assessment and educational performance</li> </ul>	Confident	Confident	Confident
		Diversify revenue streams to reduce reliance on government funding <ul style="list-style-type: none"> <li>Increase proportion of funding from non-government sources</li> </ul>	14%	15.5%	17%
	Drive a culture of innovation	Innovate teaching and learning practices to enable a positive, engaging and accessible tauira experience <ul style="list-style-type: none"> <li>Tauira satisfaction</li> <li>Implement Blended Learning Strategy</li> </ul>	>90% Strategy developed	>90% Strategy implemented	>90% Strategy implemented

<sup>3</sup> Statistics NZ, Household Economic Survey

# Kia Rangatira Te Tū

