



Briefing Note: RoVE – ensuring a new vocational education system supports Māori learner success

To:	Hon Chris Hipkins		
Cc:	Hon Kelvin Davis		
Date:	24 April 2019	Priority:	High
Security Level:	In Confidence	METIS No:	1186442
Drafter:	Ameera Clayton	DDI:	s 9(2)(a)
Key Contact:	Vic Johns	DDI:	
Messaging seen by Communications team:	N/A	Round Robin:	No

Purpose

This paper provides you with information on how the new vocational education system could better support Māori learner success and identifies key areas where the Crown can work with Māori on the design and development of the new system.

Summary

The system change proposed through the Reform of Vocational Education (RoVE) presents an opportunity to design a system – underpinned by the Treaty of Waitangi (the Treaty) – that will improve outcomes for Māori learners in vocational education.

Embedding the principles of the Treaty in both the process and content of the RoVE work will ensure that the Crown is operating in a way that honours the Treaty, and is working with Māori to support them to pursue their aspirations for achievement and success in education and training.

Government agencies have identified the following key areas in which it will be possible for Māori stakeholders to engage with and work on approaches to the RoVE:

- A draft of the charter for the New Zealand Institute of Skills & Technology (NZIST)
- The NZIST business model
- Industry Skills Bodies (ISBs) formation and recognition
- Regional Leadership Groups (RLGs) formation and authority
- A unified funding system.

This also requires a commitment to:

- ensuring Māori student and apprentice outcomes are a key focus of the new system, including enhancing and protecting future educational success
- partnering with Māori to design, develop and deliver vocational education
- ensuring Māori are able to participate at all levels of a new system
- understanding and supporting Māori and iwi social and economic aspirations


Officials also consider that including references to the principles of the Treaty in legislation would support consistent application of these principles in the governance, design and delivery of a new vocational education system. There may be a number of legislative vehicles to do this. Advice on this is still being developed.

We will continue to work on how principles of the Treaty could be reflected in the process and content of the RoVE proposals. This includes how we can better work in strong partnership with Māori, to ensure that their voices and perspectives are championed throughout the development of this work.

Proactive release

Agree that this Briefing will be proactively released once related decisions have been made publicly available.

Agree / Disagree


Grant Klinkum
Deputy Secretary
Graduate Achievement,
Vocations and Careers

24/04/2019


Hon Chris Hipkins
Minister of Education

29/4/19

Background

1. The three RoVE proposals would have implications for Māori learners (and whānau, hapū, iwi and Māori organisations more broadly):
 - i. **Proposal One; Redefining the roles of education providers and industry training organisations (ITOs)**, extending the leadership role of industry and employers through Industry Skills Bodies (ISBs) and of regional communities through regional leadership groups (RLGs)
 - ii. **Proposal Two: Creating a single institution**, the New Zealand Institute of Skills & Technology (NZIST), to bring together our 16 institutes of technology and polytechnic (ITPs)
 - iii. **Proposal Three: Creating a unified vocational education funding system** to deliver funding for vocational education and industry training through a single funding system.
2. For the RoVE, vocational education has been defined as education aimed at preparing someone for employment, within all industry training, and within provider-based training at levels 3 to 7 (non-degree) of the New Zealand Qualifications Framework. Te reo Māori and tikanga¹ Māori qualifications have been excluded from this definition because they aim to deliver outcomes in addition to preparing a learner for employment. More information on Māori learners in vocational education is contained in Appendix One.
3. Government wants to operate in a way that honours the Treaty, and is committed to working with Māori to support them to pursue their aspirations for achievement and success in education and training. Government is also committed to recognising the importance of the diversity of all cultures, within the context of the special partnership it has with Māori.
4. One of the key messages we have heard from Māori on the RoVE proposals is that there is a need for change in the vocational education system to create a system that better supports Māori learner success.
5. Although we focus on Māori learners in this paper, it is also necessary to consider their whānau and other support structures and networks within their communities (e.g. hapū and iwi). It is also necessary to recognise that economic and social outcomes for iwi and Māori employers are key outcomes from the vocational education system.

A vocational education system that better supports Māori learner success

6. The system change proposed through the RoVE presents an opportunity to design a system that operates consistently with the principles of the Treaty, meeting the Crown's commitment to honour the Treaty by:
 - operating in a way that improves outcomes for Māori (including learning and employment outcomes)
 - operating in partnership with iwi, hapū and Māori organisations
 - protecting and further developing te reo Māori and mātauranga Māori and does not limit provision within kaupapa Māori.

¹ Tikanga Māori qualifications were determined using the New Zealand Standard Classification of Education (NZSCED) definition – tikanga courses prepare or develop further individuals' knowledge of customs in Māori society including understanding of ngā atua and concepts, issues and practices of tikanga and the environment in which they operate.

7. All three points above would contribute to success in vocational education and improved outcomes for Māori learners.²
8. A strong partnership with iwi, hapū and Māori organisations would support Māori to exercise agency and authority in education. This would require meaningful participation and engagement with Māori. The settings in all three proposals should be designed and implemented in a way that provides that necessary authority, resources and incentives for enhanced Māori participation.

Legislation

9. Including reference to the principles of the Treaty in legislation would support the consistent application of these principles in the governance, design and delivery of a new vocational education system.
10. If we included a reference to Treaty principles in the primary legislation, the NZIST would be expected to:
 - a. operate consistently with the 'principles of the Treaty', meeting the Crown's commitment to honour the Treaty with regard to the two parties of the Treaty
 - b. operate in partnership with iwi, hapū and Māori organisations for Māori learners and employers (including learning and employment outcomes)
 - c. protect and further develop te reo Māori and mātauranga Māori
 - d. operate in a way that improves outcomes for Māori learners (including learning and employment outcomes).
11. Setting expectations of key actors, such as the NZIST and ISBs, in a new vocational education system into legislation would be important for guiding their roles and priorities. However, it would be important that the organisational structure (for example the NZIST business model), accountability settings and the funding system work in unison to address and support Treaty principles.

Organisational design and accountability settings

12. Organisational design of key actors and their accountabilities (both in and outside of the organisation) would further shape and support the priorities of these organisations. It would be important that these align with expectations expressed in the legislation or other vehicles.

Organisational charter of the NZIST

13. A charter would set out the role, purpose and Government expectations of the NZIST regarding the way it:
 - a. supports the aspirations and development of regional communities
 - b. enables and supports students to be involved in decision-making at every level
 - c. forms and maintains partnerships with Māori, iwi and hapū.
14. A proposed organisational charter, currently envisaged to be in primary or secondary legislation, would embed enduring principles of operation into the NZIST. We anticipate that this founding document would include principles of partnership and a focus on outcomes for Māori learners and employers. Ensuring such principles are part of the

² TEC advice based on 2012 research shows that the following is key for supporting Māori learner success in vocational education: (1) culturally responsive teaching practices; (2) culturally relevant and specific learning spaces and peer mentoring; (3) relevant programmes; (4) strategic relationships with iwi and industry; and (5) TEO leadership and management committed to Māori learner success.

founding mission of the NZIST will help to maintain these principles being strongly embedded in the NZIST.

Governance and leadership

15. Leadership would be key for driving a partnership and learner success agenda and for setting the culture of the NZIST and for ISBs.
16. Governance arrangements should consider the principles of the Treaty, recognising the two partners of the Treaty, and the diversity of the New Zealand population, including but not limited to the diversity of ethnicities, genders, socioeconomic status and abilities.
17. This would be reflected in the appointment process for members on the governing council of the NZIST. If a skills based approach was taken to the council, the Minister could be required to ensure members have skills and experience to meet Treaty commitments to maintain a healthy Māori Crown relationship.
18. Aspects of these considerations could also be reflected in the duties of the proposed council, and in any local or regional governance or advisory arrangements that might apply.

Industry Skills Bodies formation and recognition

19. The formation and recognition process for ISBs would ensure that they have clear support from their industry, including Māori employers, and demonstrate their commitment and capability to meet expectations set out in legislation, such as support for aspirations of iwi, hapū and Māori business, and improving skill and employment outcomes for Māori learners.

Regional leadership group formation and authority

20. RLGs provide an opportunity to ensure that the NZIST and regional education provision reflects and supports Māori aspirations. The RLGs would also help to balance support for the needs of industry, learners and wider communities in regional vocational provision.
21. RLGs are intended to be independent representative bodies with a cross-sector regional focus. These groups would require strong representation of Māori education, industry and employer interests, and more so in particular regions.
22. Detail on the formation of the RLGs could be developed with regions, with local iwi and Māori. During the consultation, we heard that New Zealand's regions know best how to serve the range of needs in their regions, and these differ between regions.

The NZIST business model

23. The potential business model of the NZIST is important to meet expectations regarding strategic partnerships with iwi, hapū and Māori organisations, and in supporting Māori learner success during the implementation phase.
24. Many providers have close working partnerships that result in good outcomes for the learners, families, whānau and wider communities they serve. It would be vital that the NZIST is supported to continue these partnerships and to develop new ones.
25. The establishment entity of the NZIST could be instructed to integrate existing partnerships into the NZIST and to develop new ones where necessary. This would provide assurances for existing partners and support the NZIST to serve its Māori learners and wider communities. A core principle that could apply is to build on

partnerships and arrangements that already exist in regions on a "do no harm" basis, that preserve what is working well in terms of partnership relationships.

26. Regional autonomy is seen as critical to encouraging strong regional ownership and ensuring underserved communities and learners are not lost through consolidation. This would be key when considering the balance of the benefits of consolidating resources and decision making to improve the efficiency of the sector with those of regional autonomy.

A unified funding system

27. Funding would influence the behaviour of key actors in a new system and support them to give effect to priorities. This would be particularly important for supporting learner success.
28. Through our consultation, we heard that changes to funding are an opportunity to ensure the system better supports education provision that is responsive to a diversity of types and levels of needs which may be related to geography, socioeconomics, and/or prior education attainment or experience.
29. There is an opportunity for policy development on a unified funding system to be informed by meaningful engagement with representatives of iwi, hapū and Māori organisations later in 2019.

RoVE and wānanga

30. Officials are considering how the RoVE proposals could impact the wānanga and will provide you with more detailed advice on this in the coming weeks to inform engagement with the wānanga sector and further design work for RoVE.

Further engagement on RoVE proposals

31. There is an opportunity to engage and work on approaches to the RoVE with some key Māori stakeholders, including iwi leaders, the wānanga and Māori business. In particular on the following:
 - a. A draft of the charter for the NZIST
 - b. The NZIST business model
 - c. ISBs formation and recognition
 - d. RLGs formation and authority
 - e. A unified funding system.

Key Risks

32. If we do not build a new vocational education system on principles of partnership, participation and protection for Māori, te reo Māori and mātauranga Māori, with a specific focus on learner success we risk:
 - a. disengaging some stakeholders whose buy-in would be important for supporting the success of the reforms
 - b. unintended impacts on the provision, and ownership, of te reo Māori and mātauranga Māori
 - c. perpetuating inequities for Māori and other learners
 - d. creating contemporary breaches of the Treaty of Waitangi.

Next Steps

33. MoE will continue to work with TEC, NZQA and Te Arawhiti and seek to test approaches to the RoVE proposals outlined in this briefing with a group of representatives from iwi, wānanga and Māori organisations.
34. Officials would work with these representative to shape advice, further policy development and design of a new vocational education system.

Proactively Released

Appendix One

Māori learners in vocational education

There are 52,000 Māori learners in vocational education and training in New Zealand. This is 21% of all learners in vocational education. Almost half are in industry training and almost one-third are in ITPs (see figure 1).

Māori learners are predominantly in the North Island, with large numbers in both cities and provinces. The largest region is Auckland with 11,000 Māori learners. Māori learners make up larger proportions of vocational learners in Northland, Hawkes Bay, Gisborne, and the Bay of Plenty with Māori men and women participating in about equal numbers.

Figure 1: Māori learners in vocational education by provider type (including industry training)

	Industry training	ITPs	PTEs	Wānanga
Number of Māori learners	22,500	15,800	8,800	6,400
Percentage of all Māori learners in VE	43%	30%	17%	12%

Although some parts of the vocational education system serve their Māori learners and communities well, there are inequities in across the vocational and wider tertiary education system. For example, compared to New Zealand European learners, Māori learners are overrepresented in lower levels (levels 1-3) of vocational education, are underrepresented in apprenticeships,³ and are overrepresented in lower-skilled, lower-paying jobs. An explicit focus on Māori learner success in a new vocational education system, including the NZIST, would be key in addressing existing inequities.

³ 43% of Māori are studying at level 3, compared to 35% of New Zealand European learners. 36% of Māori are doing apprenticeships or apprenticeship-equivalent qualifications compared to 44% of New Zealand European learners.