



Briefing Note: Meeting with Wānanga Leadership on the Impact of Proposed RoVE Changes on Wānanga and Māori Learners

To:	Hon Chris Hipkins, Minister of Education Hon Kelvin Davis, Minister for Māori Crown Relations, Associate Minister of Education		
Date:	8 February 2019	Priority:	Medium
Security Level:	Sensitive	METIS No:	1176804
Drafter:	Te Owaimotu Crawford	DDI:	s 9(2)(a)
Key Contact:	Wayne Ngata Grant Klinkum	DDI:	
Messaging seen by Communications team:	No	Round Robin:	Yes

Purpose of paper

The purpose of this paper is to provide you with information on the impact of the proposed Reform of Vocational Education (RoVE) on Wānanga and Māori learners to support you at your meeting with Wānanga Leadership on 13 February, at 8.30pm. We have also provided some talking points for your use at Annex 1, as well as additional information about the impacts of RoVE on Māori learners.

Summary

- **Approximately one third of Wānanga provision is vocational education, so Wānanga will be affected at least indirectly.** Te Wānanga o Aotearoa (Aotearoa) is the largest provider and will feel the impact the most, as RoVE may affect around 36% of their provision but the impact is still significant for the other two Wānanga (Te Wānanga o Raukawa (Raukawa) 27% and Te Whare Wānanga o Awanuiārangi 14%). The main ways the proposed changes will impact on Wānanga are:
 - *Establishment of Industry Skills Bodies (ISBs).* ISBs would be responsible for setting standards across vocational education and training programmes. We anticipate Wānanga may be concerned with this approach and its impact on its vocational education provision from a Māori worldview and their autonomy. Whilst ISBs' standard setting role would apply to the National Institute of Skills & Technology and Private Training Establishments (PTEs), the matter is open for Wānanga. Given their unique role and particular stakeholder groups, we will need to consider this issue in partnership with Wānanga.
 - *Support for workplace learning.* ITOs are currently responsible for supporting workplace learning for apprentices and trainees. Under the proposals, this role would transfer to providers. Providers, including Wānanga, would be able to deliver in-work training. This would provide opportunities for Wānanga to build their student base and improve connections with employers. However, Wānanga will also need to ensure they have the capability to support the delivery of in-work training.
 - *Environmental Change.* The establishment of a National Institute of Skills & Technology will change the overall landscape for the provision of tertiary education in New Zealand. This change will create some uncertainty
- **Many Māori learners access tertiary education through the polytechnics and ITOs that are central to this reform.** Therefore they will be interested and concerned about what the changes mean for them, the providers they are already enrolled with (or planning to be) and the qualifications they have started (or are about to start).
 - Currently, there are 22,500 Māori learners engaged in workplace-based training and will need to transition to other providers, including Wānanga.
 - Māori learners make up almost half of all EFTS in foundation education. Changes to the structure of the vocational education sector will provide an opportunity to better link foundation education to higher levels of study and training.
 - There will be an opportunity through this process, however, for the Government to re-emphasize expectations about provision to Māori learners.
- **In your discussion with Wānanga leaders we recommend that you indicate:**
 - In the RoVE reforms the Government is conscious of the need to support and reflect the distinctive nature of Wānanga as Māori-led tertiary education institutions and authorities in the education of Māori learners.
 - Government is also excited by the opportunity the reforms create to ensure Māori learners can thrive in vocational education across all types of providers.
 - Government is committed to working in partnership with Wānanga on this important education reform.

Proactive release

Agree that this Briefing will **not** be proactively released at this time because decisions are yet to be made on the proposed RovE changes



Grant Klinkum
Deputy Secretary
Graduate Achievement,
Vocations and Careers

08/02/2019

Agree / Disagree



Hon Chris Hipkins
Minister of Education

13/2/19

Agree / Disagree



Dr Wayne Ngata
Raukura – Chief Advisor
Te Ao Māori

08/02/2019

Hon Kelvin Davis
Associate Minister of Education

 / /

Background

1. On 13 February, Ministers are meeting with the three Wānanga to discuss proposed RoVE changes and the anticipated effect they will have on Wānanga as well as Māori learners. This will follow the launch for the RoVE proposals earlier that day.
2. On 29 January, Cabinet agreed to consult on three fundamental proposals for RoVE:
 - a. clear, complementary roles for vocational education organisations;
 - b. a single ITP with a robust regional network of provision; and
 - c. a unified funding system for vocational education.
3. There will be a six-week consultation period, starting from mid-February, to be followed by a report-back in mid-2019 seeking final decisions, including decisions on matters requiring legislative change. Budget 2019 includes a proposal for stabilising the ITP sector and the costs of change.

Major Impacts for Wānanga

4. RoVE presents significant opportunities to improve providers' engagement with employers, and improve learners' flexibility to continue learning across different settings. These could also be opportunities for Wānanga; our proposed approach is to consult with Wānanga on whether they are interested in having relevant RoVE changes applied to them directly, and if so to work in partnership to determine how the proposals could best support their aspirations.
5. The three Wānanga play a distinct role in the tertiary education system and are an important part of the conversation on the proposed reforms to vocational education. Wānanga are key to the provision of te reo Māori and mātauranga Māori-based learning. 28% of all study (EFTS) by Māori learners takes place in Wānanga.
6. The RoVE reforms should seek to support and reflect the distinctive nature of Wānanga as Māori-led tertiary education institutions and authorities in the education of Māori learners. The proposed reforms are also an important opportunity to ensure Māori learners can thrive in the vocational education across all types of provision.

There are three key changes in the proposed changes of RoVE with the potential to significantly impact the Wānanga sector.

7. The proposed changes set out below are interdependent, and it would be important to maintain that connection if they were implemented in the Wānanga sector. Wānanga would nonetheless expect to retain the flexibility to deliver vocational education and training (VET) programmes in a way aligned to their values and those of their learners.

Establishment of Industry Skills Bodies (ISBs)

8. The role change proposals would replace Industry Training Organisations (ITOs) with Industry Skills Bodies (ISBs). ISBs would have an expanded role in setting expectations across all vocational education about the skills and competencies learners are expected to achieve, and in advising the Tertiary Education Commission (TEC) on the skills needs of their industries across all types of provision. The Cabinet paper and consultation document applies this change to the New Zealand Institute of Skills & Technology and private training establishments (PTEs) but the question of whether and how it should apply to Wānanga is left open. The responsibilities for supporting individual apprentices and trainees would transfer from ITOs to providers.
9. If extended to Wānanga, ISBs could set standards for vocational education delivered by Wānanga as well as for the new national New Zealand Institute of Skills & Technology and PTEs. Wānanga already use some ITO standards, but ISBs' role would be more extensive, both in areas of coverage and the level of specificity.

10. While this would provide opportunities for industry and employers (and learners, because their qualifications would be more widely recognised), we expect Wānanga will likely be concerned at the prospect of new ISBs dictating standards for Wānanga provision, should the influence of ISBs be extended to Wānanga. In particular, Wānanga may be concerned about the impact of this approach on their ability to design and deliver content to their students in ways that reflect their Māori worldview.
11. Key to mitigation of this risk will be early Wānanga input into the design of ISB standard-setting and how these standards might apply to the Wānanga sector. We also expect to need to work through the scope required for Wānanga to ensure their programmes are relevant to their stakeholders, allowing them to ensure delivery is informed by and compatible with their kaupapa and tikanga.
12. Whether and how the ISB change applies to Wānanga is therefore a key discussion for Government to have with Wānanga.

Provider responsibilities for workplace learning

13. The role change proposals would shift responsibilities for supporting apprentices and trainees from ITOs to providers. The reforms would allow providers, including Wānanga, to deliver in-work training.
14. Currently, 43% of Māori learners in vocational education (22,500 learners) access work-place based learning that is organised by ITOs. These learners will need to transition to new providers, including Wānanga.
15. This creates opportunities for Wānanga to expand their student base, strengthen the connections between classroom and work-place based training, build meaningful pathways between their foundation education programmes and vocation education and grow relationships with employers. The extended role of training provision would put Wānanga and their learners much closer to the world of work and Wānanga would therefore be better able to support their learners pursuing vocational education programmes.
16. However, it has the potential to create pressure for Wānanga to ensure their model of vocational education can incorporate more work-place based training and that they have the necessary relationships with employers.
17. The ability of Wānanga to deliver in-work training under the role change proposals could also provide an opportunity to engage more Māori businesses in vocational education.

Environment Change

18. The establishment of a New Zealand Institute of Skills and Technology will change the overall landscape for the provision of tertiary education in New Zealand. It will impact on the provision of vocational education and Māori language and culture as ITPs are major suppliers of Māori language and culture education in provincial centres.
19. Approximately one third of Wānanga provision is vocational education. Te Wānanga o Aotearoa (Aotearoa), as the largest provider, has the largest exposure; RoVE may affect around 36% of their provision.
20. Around 27% of the provision at Te Wānanga o Raukawa (Raukawa) is VET (761 learners in 2017), and around 14% of the provision at Te Whare Wānanga o Awanuiārangi is VET.

21. s 9(2)(j)

22. s 9(2)(g)(i)

Anticipated Effect on Māori Learners

The changes to vocational education will change education and training options for Māori learners

23. The structural changes to the ITP sector are significant for Māori learners as ITPs are the largest providers for Māori. In 2017, 29% of Māori Equivalent Full Time Students (EFTS) in provider-based tertiary education were enrolled through ITPs, and Māori learners accounted for 21% of all VET learners. Therefore Māori learners will be interested and concerned about what the changes mean for them, the providers they are already enrolled with (or planning to be) and the qualifications they have started (or are about to start).

The structural changes will change the distribution of provision, and the development of provision with Māori stakeholders

24. The new structural arrangement of the ITP sector would change where decisions are made about the provision of vocational education. This means the New Zealand Institute of Skills & Technology and ISBs will need to have strong relationships with Māori stakeholders to ensure decisions are made that lead to high quality and relevant provision for Māori learners.
25. Changes to the structure of the vocational education sector will provide an opportunity to better link foundation education to higher levels of study and training. This is important as Māori learners make up almost half of all EFTS in foundation education.

A unified funding system for vocational education may affect Māori learners

26. Māori learners should benefit from this shift, as it is intended to improve the work relevance of teaching and help support learners throughout their training. As the funding arrangements are designed in more detail, their potential impact on Māori learners will become clearer.

Transitioning the responsibility for supporting workplace training from ITOs will involve many Māori learners and employers and needs to be managed carefully

27. Under the new arrangements providers will be responsible for supporting workplace learning for apprentices and trainees. This is a big shift as 43% of Māori learners (22,500 learners) in VET are in training arranged by ITOs.
28. Shifting the responsibility for supporting workplace training is intended to produce a better system for learners. It will do this by connecting trainees and apprentices with the teaching and learning expertise held by providers to complement the industry

relationship they already have with their employer. There may be opportunities to support better and more connections for Māori learners with employers.

29. Decisions about who will have the responsibility for arranging training are still to be made. There are risks for Māori learners currently in industry training if the transfer of this responsibility from ITOs is not managed carefully and effectively.

A continuing focus by the restructured sector on improved teaching and learning practice for Māori learners will be important

30. The proposed changes would not directly impact on the day-to-day education provision that Māori learners' experience. However, a continuing focus by the restructured sector on improved teaching and learning practice for Māori learners will be important. There will be an opportunity through this process for the Government to re-emphasize its expectations about provision to Māori learners.

Consultation on Proposed RoVE Changes

Minister Hipkins intends to consult with the sector on the proposed RoVE changes over a six week timeframe, likely ending in late March

31. The Ministry of Education and TEC have proposed an engagement approach with Māori stakeholders that includes a mix of targeted and general engagements. This has been developed with Te Arawhiti and is modelled on the ITP Roadmap 2020 engagement with Māori.
32. Many iwi have relationships with existing ITPs. They will be interested in how the proposed single ITP will operate and what this means at the local level, in terms of:
- a. provision of education to Māori and other learners; and
 - b. the nature of their relationships and the ability to influence.
33. It will be important that these relationships are given explicit attention throughout the RoVE reforms, including consultation activities. In particular, there will be a need to consider how the role of kāwanatanga (governance) complements the tino rangatiratanga (full authority) of iwi with the proposed reforms.
34. Illustratively, iwi will expect to see a partnership approach taken to how regional leadership committees operate in the new VET system. A partnership approach would require that iwi are not simply one of many voices in regional stakeholder arrangements.
35. s 9(2)(g)(i)
36. As part of the consultation documentation officials have prepared tailored factsheets on what the proposed RoVE changes mean for Wānanga (Annex 3) as well as iwi and Māori stakeholders (Annex 4).

Proactive Release

37. We recommend that this briefing is **not** released at this time because decisions are yet to be made on the proposed RoVE changes.

Annexes

Annex 1: Talking Points

Annex 2: Wānanga Leadership Biographies

Annex 3: RoVE Factsheet – What the Government's Proposals mean for Wānanga

Annex 4: RoVE Factsheet – What the Government's Proposals mean for Iwi and Māori Stakeholders

Annex 1: Talking Points

Introductory remarks

- Acknowledge and recognise the unique role that Wānanga play in the tertiary sector and the Government's desire to see this reflected in the reformed VET system.
- Acknowledge and recognise the autonomy of Wānanga and the Government's intention for wānanga to exercise that autonomy and decide whether they are interested in having the RoVE changes applied to them directly.
- Assure Wānanga that the Government is committed to working in partnership with the sector to determine how the proposals could best support their aspirations, and that engagement with wānanga, as part of the wider RoVE conversations, will be done in a deliberate and planned way.
- Note the Government has three proposals for the reform of vocational education and training that cover vocational education only, and as such, most wānanga provision will be out of the scope of the reforms.
- Note that the proposals are interdependent but assure Wānanga that should these changes be applied to them, the Government expects wānanga to retain the flexibility to deliver vocational education and training programmes in a way that is aligned to their kaupapa and tikanga.

Key areas of opportunity for Wānanga in the proposed RoVE changes

- The Government expects Wānanga will have input into the standards setting function for ISBs, and more specifically on standards relating to mātauranga Māori qualifications.
- Assure Wānanga that the Government expects to engage with them to ascertain what scope will be needed to ensure their programmes are relevant to their particular stakeholders and compatible with their kaupapa and tikanga.
- The establishment of the New Zealand Institute of Skills & Technology may provide Wānanga with the opportunity to take advantage of the capability that will be embedded in the new larger Institute, such as by incorporating syllabi and other material developed by that Institute (or by ISBs or CoVEs), and adapting it to suit their learners.
- The proposed reforms would allow Wānanga to arrange in-work training and put them closer to the world of work. This may provide an opportunity to engage more Māori businesses in vocational education.
- The creation of a unified funding system is intended to incentivise more collaboration in the delivery of vocational education and Wānanga can play a unique role in these collaborations.
- We are consulting on whether Wānanga may host CoVEs focused on teaching learning, and perhaps applied research, in areas of particular importance to New Zealand.

Annex 2: Wānanga Leadership Biographies

Te Wānanga o Aotearoa

Vanessa Eparaima (Chair of Council/Te Mana Whakahaere)



MNZM

Ngāti Raukawa, Ngāti Tūwharetoa

Ms Eparaima was elected Chair of Te Wānanga o Aotearoa in July 2016, having previously held the Deputy Chair role since February of the same year. She has been the Chair of the Raukawa Settlement Trust since 2012 and is the director and former chairperson of Raukawa Iwi Development Ltd. She also chairs Te Kāhano Whakatipu Ltd and is a director of Central North Island Iwi Holdings Limited.

Hon Te Ururoa Flavell – Te Taiurungi/Chief Executive



MA, DipTchg

Ngāti Rangiwēwehi, Ngāaranui, Ngāti Raukawa, Ngāti Te Ata, Ngāpuhi

Hon Flavell has extensive leadership experience in the Māori education sector as the former chief executive officer of both Te Whare Wānanga o Awanuiārangi and Te Ataarangi. He is the former co-leader of the Māori Party and a former Member of Parliament for Waiariki. He also served as Minister of Māori Development and Whānau Ora and was an Associate Minister for Economic Development.

Nepia Winiata - Te Kōmaru/Deputy CEO



Ngāti Raukawa

Mr Winiata has held senior management roles at Te Wānanga o Aotearoa and has more than 30 years of experience across the corporate, finance, processing and education sectors.

Te Wānanga o Raukawa

Robin Hapi (Te Amokapua, Te Mana Whakahaere/Chair of Council)



CNZM, MBA

Ngāti Kahungunu

In addition to his role as Chair of Council, Mr Hapi holds a number of leadership roles including Chair of the Māori Economic Development Board, Board member of Te Pou Matakana Ltd (the North Island Commissioning Agency for Whānau Ora), and member of the New Zealand Trade and Enterprise Board. Previous roles include Chair of BERL, TEC commissioner, Chair of Aotearoa Fisheries Ltd and Chair of the Sealord Group Board. In 2016 he was made a Companion of the New Zealand Order of Merit.

Mereana Selby (Tumuaki/CEO)



PhD (Hon. Causa), MM, BA, DipTchg, DipBil Tchg, PpPT, PpK, Te Panekiretanga o Te Reo

Ngāti Raukawa

Appointed Tumuaki of Raukawa in 2007, Ms Selby is also Deputy Chair of Te Mātāwai. She has been active in the Māori language revival movement for more than 30 years. In 2015, she was awarded an Honorary PhD in Māori Development by Te Whare Wānanga o Awanuiārangi.

Te Whare Wānanga o Awanuiārangi

Distinguished Professor Sir Hirini (Sidney) Moko Mead (Chair of Te Mana Whakahaere/Council)



KNZM, FRSNZ, PhD (Southern Illinois)

Ngāti Awa, Ngāti Tūwharetoa, Ngāi Tūhoe, Tūhourangi

Sir Hirini is a prominent Māori writer and commentator. Author of over 70 books, papers and articles, he was Foundation Professor of Māori Studies at Victoria University of Wellington, and was instrumental in the founding of Awanuiārangi in Whakatāne.

A scholar of Māori language and culture, Sir Hirini was made a Distinguished Companion of the New Zealand Order of Merit in 2007 for his services to Māori and to education.

Professor Wiremu Doherty (CEO)



PhD (Auckland), BA(Hons), BSocSc, DipTchg

Ngāi Tūhoe, Ngāti Awa

Professor Doherty was appointed CEO of Awanuiārangi in 2016. He is also Chair of Ngā Kaitūhono which advises NZQA on mātauranga Māori. Past roles include Executive Director at Manukau Institute of Technology, and principal of the first kura kaupapa, Te Kura Kaupapa Māori o Hoani Waititi Marae.

Reform of Vocational Education

What the Government's proposals mean for wānanga

Thank you for taking an interest in the Reform of Vocational Education. We want to hear your views on these proposals. The changes we propose are complex, and we need the detailed knowledge and the different perspectives of people across New Zealand to get them right.

This fact sheet is a companion document to the Reform of Vocational Education consultation discussion document, which is published here: <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>. It provides additional information on what the proposed reforms would mean for wānanga.

What should wānanga understand about the proposals?

We are committed to working in partnership with wānanga to determine how the proposals might be adopted by them and support their aspirations. We recognise the special role of wānanga as set out in the Education Act 1989 and given practical effect through their teaching and learning practices.

The Government wants to work with the wānanga to understand where the biggest opportunities for wānanga and their learners lie in these proposals, and what adaptations might be needed to reflect the unique role of wānanga in the system.

Why are changes being proposed?

At the heart of the Government's reform of vocational education is a goal to ensure that the needs of learners, employers and communities drive the system, to help us raise living standards for everyone in New Zealand. We want a system that truly delivers to the regions of New Zealand, and our proposals will help to ensure that there is greater availability of provision throughout New Zealand.

We need a vocational education system that delivers to the needs of all learners. The current system persistently under-serves some learner groups, including Māori. We need to ensure that Māori learners can access and succeed in a vocational education system that responds to their needs. Statistics New Zealand projects that the proportion of young people aged 15-24 who identify as Māori will increase from about one in five in 2018 to more than one in four by 2038.

A vision for NZ

A strong, unified vocational education system that is sustainable and fit for the future of work, delivering what learners, employers and communities need to be successful.

Have your say

The government is seeking feedback on the proposals for the Reform of Vocational Education by Wednesday 27 March 2019. The link above will also take you to our online survey where you can respond to the questions posed and more.

You can also provide feedback by attending a face-to-face consultation event. Details on these events are available at <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>

This Government has taken action to address various immediate issues with skills supply in New Zealand, such as through the Construction Skills Action Plan, and by investing funds to address financial viability issues in ITPs. This work is important, but more fundamental change is needed if our vocational education system is to meet New Zealand's long-term needs.

The Government can't continue tinkering at the edges, or adding more layers of complexity and "Band-Aid solutions" to an already complex system. These problems call for decisive action to safeguard New Zealand's skills pipeline and economic development for the future. These issues with our current system are holding New Zealand back, and some groups bear the costs much more than others. New Zealand deserves better.

Specifics of the proposals for wānanga

Education providers supporting workplace learning and assessment

The Government is proposing that providers would take on the role of supporting workplace learning and assessment that is currently done by industry training organisations (ITOs).

New "Industry Skills Bodies" would extend the leadership role of industry and employers across all vocational education, including provider-based vocational education. They would also provide industry with a purchase role across all vocational education, through advice to the Tertiary Education Commission (TEC), which TEC must give regard to.

Providers would be responsible for delivering and supporting all vocational education and training, whether it took place at a provider's facilities on campus or in a workplace. They would take responsibility for approximately 140,000 trainees and apprentices in addition to the approximately 110,000 vocational education learners they already serve (based on 2017 Ministry of Education figures). This would require increased capability and capacity.

Workplace learning would become part of the core business of vocational education providers, putting them in day-to-day contact with employers. Over time, programmes that integrate structured learning with the workplace would become the norm, making it easy for learners to transfer between providers and between on-job and off-job training throughout their programme of study. More vocational education could resemble apprenticeships, with education providers and employers working together to help a learner meet industry skill standards via a mix of work-based learning occurring in the course of doing a job, and structured learning supported by a provider off-job where needed – regardless of whether the learner is employed.

The changes set out above would require significant change processes for providers and ITOs. If these changes proceed, Government will need to provide support for the change processes to ensure they are smooth and effective, including supporting existing trainees and apprentices and their employers to easily shift training arrangements.

A single New Zealand Institute of Skills & Technology with a robust regional network of provision

The Government proposes to create a new New Zealand Institute of Skills & Technology, bringing together all 16 existing institutes of technology and polytechnics (ITPs) to offer high-quality vocational education throughout New Zealand. The creation of a new institution will allow greater and faster improvements, compared to continuing with ad-hoc mergers of competing ITPs across New Zealand, as individual institutions run into financial difficulties.

A dedicated organisational charter in the legislation would set out the purpose and functions of the institution, including specific obligations to ensure it was responding to the needs and aspirations of regional New Zealand and of Māori as tangata whenua.

Key changes

- » Wānanga will have the opportunity to deliver vocational training in the workplace and the classroom, which will be supported by the creation of a unified vocational education funding system.
- » Wānanga could host 'Centres of Vocational Excellence'.
- » Industry skills bodies would set standards across all vocational education provision.

Each region would have a Regional Leadership Group to advise the Institute's "national office" and the TEC on local skills, to link with local and regional development strategies, and to advise on what mix of courses should be offered in that region.

The "New Zealand Institute of Skills & Technology" is a working name, and we are interested in your feedback on the name. The Government would like the New Zealand Institute of Skills & Technology to be in operation from 1 January 2020. The process of transformation would be phased to ensure minimal disruption to learners.

Collaboration through Centres of Vocational Excellence

The Government envisages that the New Zealand Institute of Skills & Technology, and perhaps also wānanga, would host Centres of Vocational Excellence focused on teaching and learning, and possibly applied research, in areas of study of particular importance to New Zealand.

Centres of Vocational Excellence would cover key sectors and industries, which could be broad (eg, agriculture) or specific (eg, viticulture). They could potentially also cover key types of educational delivery or activity, for example kaupapa Māori delivery.

We envision these would be located across the country, including in regional New Zealand.

Centres of Vocational Excellence would bring together a critical mass of knowledge and expertise in their areas, helping drive innovation and lift quality, and improve links to industries and communities.

A unified vocational education funding system

The proposed changes above would need to be supported by a new funding system. Creating one funding system for vocational education would ensure learners get the skills, experience and support they need to be successful, providers have the funding they need to be sustainable and to support our regions, and Industry Skills Bodies can fulfil their roles.

What are the potential impacts on wānanga?

The wānanga play a distinct role in the tertiary education system, including the vocational education system, and so are an important part of the conversation on the proposed reforms to vocational education. We are committed to working with the wānanga to determine how the proposals might apply to them.

Wānanga offer a wide range of education provision from foundation, vocational, degree through to postgraduate level. Much of the provision wānanga offer would not be in scope of the proposed changes, as the proposals only cover vocational provision.

There are opportunities in these proposals for wānanga to strengthen connections with employers and work-based vocational education, and to provide nationwide leadership in developing high-quality teaching and learning that meets the needs of Māori learners, their whānau, hapū, and iwi. Wānanga may wish to adopt, adapt and contribute to new national qualifications and vocational programmes so that they are appropriate and effective for the local and specific wānanga context.

What happens after I provide feedback?

We expect that many people will be interested in having a say on the future of vocational education in New Zealand. Everyone's feedback is welcome. We'll carefully consider what we've heard in engagement meetings, along with the feedback that is sent in to the survey, email address and phone line. The Minister and Cabinet will receive a summary of all the feedback and it will inform their decisions about the Reform of Vocational Education. You can expect to hear about these decisions around mid-2019. We'll also continue to draw on feedback and ask for more conversations as we work through how to implement Government's decisions.

Are you looking for more detail?

Technical discussion documents that go into greater detail on the specifics of the proposals are available at <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>. Questions on the details are available on the technical discussion documents and online when you indicate that you wish to provide specific feedback to the following topics:

- » Proposal on new roles for providers and industry bodies
- » Proposal on a new New Zealand Institute of Skills & Technology
- » Proposal on a unified funding system

Reform of Vocational Education

What the Government's proposals would mean for Iwi and Māori stakeholders

Thank you for taking an interest in the Reform of Vocational Education. We need to hear your views on these proposals. The changes we propose are complex, and we need the detailed knowledge and the different perspectives of people across New Zealand to get them right.

This fact sheet is a companion document to the Reform of Vocational Education consultation discussion document, which is published here: <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>. It provides additional information on what vocational education is, and what the proposed reforms would mean.

You can also provide feedback by attending a face-to-face consultation event. Details on these events are available at the above link.

Partnership under the Treaty of Waitangi

This Government wants to work in partnership with Iwi and Māori employers, economic development organisations and other stakeholders. This is an important part of meeting obligations under the Treaty of Waitangi. In making improvements to vocational education, we want to work with Māori and Iwi to ensure the system works for Māori learners and whānau.

Māori learners can feel confident to enrol in vocational education in 2019

Māori learners can go ahead and enrol in vocational education courses in 2019, confident that the system will support you to proceed with your study throughout any future change process.

The proposals in this document may go ahead in this or another form, but the Government won't make any decisions until we have heard and carefully considered feedback from this consultation process. Even if the changes go ahead as currently envisaged, you should not notice any major changes to how the system operates in 2019. Education providers and ITOs would be gearing up for transformation, but it would be "business as usual" for their delivery to and support of learners. Ensuring all learners can complete their study as planned – during 2019 and beyond – will be a top priority throughout any change process.

A vision for NZ

A strong, unified vocational education system that is sustainable and fit for the future of work, delivering what learners, employers and communities need to be successful.

Have your say

The government is seeking feedback on the proposals for the Reform of Vocational Education by Wednesday 27 March 2019. The link above will also take you to our online survey where you can respond to the questions posed and more.

You can also provide feedback by attending a face-to-face consultation event. Details on these events are available at <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>

More information on what the proposed reforms would mean for learners is available here:
<https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>

How many Māori learners are involved in vocational education?

There are currently 52,000 Māori in vocational education and training across New Zealand, which is 21% of all the learners in vocational education. More information on Māori participation in vocational education can be found in the annex at the end of the document.

What should Iwi and Māori stakeholders understand about the proposed changes?

Why are changes being proposed?

At the heart of the Government's reform of vocational education is a goal to ensure that the needs of learners, employers and communities drive the system, to help us raise living standards for everyone in New Zealand. We want a system that truly delivers to the regions of New Zealand, and our proposals will help to ensure that there is greater availability of provision throughout New Zealand.

We need a vocational education system that delivers to the needs of all learners. The current system persistently under-serves some learner groups, including Māori. We need to ensure that Māori learners can access and succeed in a vocational education system that responds to their needs. Statistics New Zealand projects that the proportion of young people aged 15-24 who identify as Māori will increase from about one in five in 2018 to more than one in four by 2038.

This Government has taken action to address various immediate issues with skills supply in New Zealand, such as through the Construction Skills Action Plan, and by investing funds to address financial viability issues in ITPs. This work is important, but more fundamental change is needed if our vocational education system is to meet New Zealand's long-term needs.

The Government can't continue tinkering at the edges, or adding more layers of complexity and "Band-Aid solutions" to an already complex system. These problems call for decisive action to safeguard New Zealand's skills pipeline and economic development for the future. These issues with our current system are holding New Zealand back, and some groups bear the costs much more than others. New Zealand deserves better.

Specifics of the proposals for Iwi and Māori stakeholders

Redefined roles for industry bodies and education providers

The Government is proposing that vocational education providers (the New Zealand Institute of Skills & Technology described below, plus private training establishments and wānanga) would take on the role of supporting workplace learning and assessment that is currently done by industry training organisations (ITOs).

New "Industry Skills Bodies" would extend the leadership role of industry and employers across all vocational education, including provider-based vocational education. They would also provide industry with a purchase role across all vocational education, through advice to the Tertiary Education Commission (TEC), which TEC must give regard to.

Providers would be responsible for delivering and supporting all vocational education and training, whether it took place at a provider's facilities on campus or in a workplace. They would take responsibility for approximately 140,000 trainees and apprentices in addition to the approximately 110,000 vocational education learners they already serve (based on 2017 Ministry of Education figures). This would require increased capability and capacity.

Key changes

- » Industry Skills Bodies would be expected to work and be held accountable for their work with Māori stakeholders.
- » Iwi and Māori employers and other stakeholders will have a greater voice in what's needed in their region through participation in Regional Leadership Groups.
- » Māori learners will have a greater level of support in learning, including greater access to kaupapa Māori providers.

Workplace learning would become part of the core business of vocational education providers, putting them in day-to-day contact with employers. Over time, programmes that integrate structured learning with the workplace would become the norm, making it easy for Māori and other learners to transfer between providers and between on-job and off-job training throughout their programme of study. More vocational education could resemble apprenticeships, with education providers and employers working together to help a learner meet industry skill standards via a mix of work-based learning occurring in the course of doing a job, and structured learning supported by a provider off-job where needed – regardless of whether the learner is employed.

The changes set out above would require significant change processes for providers and ITOs. If these changes proceed, Government will need to provide support for the change processes to ensure they are smooth and effective, including supporting existing trainees and apprentices and their employers to easily shift training arrangements.

A New Zealand Institute of Skills & Technology to replace all 16 existing ITPs in New Zealand

The Government proposes to create a new New Zealand Institute of Skills & Technology, bringing together all 16 existing ITPs to offer high-quality vocational education throughout New Zealand. The creation of a new institution will allow greater and faster improvements, compared to continuing with ad-hoc mergers of competing ITPs across New Zealand, as individual institutions run into financial difficulties.

A dedicated organisational charter in the legislation would set out the purpose and functions of the institution, including specific obligations to ensure it was responding to the needs and aspirations of regional New Zealand and of Māori as tangata whenua.

Alongside its vocational delivery, the New Zealand Institute of Skills & Technology would continue to deliver foundation education, non-vocational certificate and diploma delivery (eg, te reo and tikanga Māori provision) and degree and postgraduate education as ITPs currently do.

Each region would have a Regional Leadership Group to advise the Institute's "national office" and the TEC on local skills, to link with local and regional development strategies, and to advise on what mix of courses should be offered in that region.

The "New Zealand Institute of Skills & Technology" is a working name, and we are interested in your feedback on the name. The Government would like the New Zealand Institute of Skills & Technology to be in operation from 1 January 2020. The process of transformation would be phased to ensure minimal disruption to learners.

Collaboration through Centres of Vocational Excellence

The Government envisages that the New Zealand Institute of Skills & Technology, and perhaps also wānanga, would host Centres of Vocational Excellence focused on teaching and learning, and possibly applied research, in areas of study of particular importance to New Zealand.

Centres of Vocational Excellence would cover key sectors and industries, which could be broad (eg, agriculture) or specific (eg, viticulture). They could potentially also cover key types of educational delivery or activity, for example kaupapa Māori delivery.

We envision these would be located across the country, including in regional New Zealand.

Centres of Vocational Excellence would bring together a critical mass of knowledge and expertise in their areas, helping drive innovation and lift quality, and improve links to industries and communities.

A unified vocational education funding system

The proposed changes above would need to be supported by a new funding system. Creating one funding system for vocational education would ensure learners get the skills, experience and support they need to be successful, providers have the funding they need to be sustainable and to support our regions, and Industry Skills Bodies can fulfil their roles.

How would the changes make the system better for Māori learners and whānau?

Some learners find, when they complete a qualification and enter the workforce, they aren't as well prepared for work as they expected to be, due to gaps in their skills. This can be frustrating for learner and for employers.

Some Māori enrol in courses at a level below their capability or complete multiple qualifications at the same level rather than progressing to higher levels of study. More hands-on support and a strengthened relationship between providers and employers would give all learners (including Māori) the confidence that they are developing the right skills to succeed in the workplace.

Our proposals also consider the unique contribution that Māori can make towards our vocational education model. We consider it important that iwi and Māori have the opportunity to be represented on Regional Leadership Groups to influence the behaviour and offerings of their local campuses of the New Zealand Institute of Skills & Technology. The new Industry Skills Bodies would also be expected to work with Māori stakeholders (including Māori employers and iwi).

However, the Treaty partnership is and will remain with the Crown – so Māori also need ongoing opportunities to participate in vocational education policy and operational decision-making with central government.

What do the proposals mean for Wānanga

About a third of the learners at wānanga are in vocational education programmes. Wānanga would continue to play an important role in delivering vocational education for learners (including Māori learners) under these reforms.

We are committed to working in partnership with wānanga to determine how the proposals could best support their aspirations, and whether there are alternative approaches that should be considered for their sector. In particular, we need to ensure that we acknowledge the unique role of the wānanga throughout any vocational education reforms. Further information on the impact for the wānanga can be found in the "wānanga" factsheet at <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>.

The Government wants to work with wānanga to understand where the biggest opportunities for them and their learners lie in these proposals, and what adaptations might be needed to reflect their unique role in the system.

There are opportunities for wānanga to strengthen their connections with employers and work-place vocational education, and to provide nationwide leadership in developing high quality teaching and learning that meets the needs of Māori learners, their whānau, hapū, and iwi. Wānanga may wish to adopt, adapt and contribute to national qualifications and vocational programmes so that they are appropriate and effective for unique local contexts.

What happens after I provide feedback?

We expect that many people will be interested in having a say on the future of vocational education in New Zealand. Everyone's feedback is welcome. We'll carefully consider what we've heard in engagement meetings, along with the feedback that is sent in to the survey, email address and phone line. The Minister and Cabinet will receive a summary of all the feedback, which will inform their decisions about the Reform of Vocational Education. You can expect to hear about these decisions around mid-2019. We'll also continue to draw on feedback and ask for more conversations as we work through how to implement the Government's decisions.

Are you looking for more detail?

Technical discussion documents that go into greater detail on the specifics of the proposals are available at <https://conversation.education.govt.nz/conversations/reform-of-vocational-education/>. Questions on the details are available on the technical discussion documents and online when you indicate that you wish to provide specific feedback to the following topics:

- » Proposal on roles of providers and industry bodies
- » Proposal on a single New Zealand Institute of Skills & Technology
- » Proposal on a unified funding system

Annex One: Additional information about Māori learners

Maori are active participants in vocational education

There are currently 52,000 Māori in vocational education and training across New Zealand, which is 21% of all the learners in vocational education.

Māori learners participate in industry training with ITOs, and at providers including ITPs, wānanga and private training establishments (PTEs).

The number and proportion of Māori learners in vocational education by provider type (including industry training)

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

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

The number and proportions of Māori learners in vocational education by region

Region	Number of Māori learners in VET	Percentage of vocational learners in the region who are Māori
Auckland	11144	16%
Bay of Plenty	7402	38%
Waikato	6432	29%
Wellington	5869	20%
Hawkes Bay/Gisborne	5734	42%
Northland	4186	48%
Manawatu	3499	28%
Canterbury	3310	11%