



Education Report: RoVE and Māori – proposal two – creating a NZIST

To:	Hon Chris Hipkins, Minister of Education		
Cc:	Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
Date:	10 May 2019	Priority:	High
Security Level:	In Confidence	METIS No:	1189595
Drafter:	Ameera Clayton	DDI:	s 9(2)(a)
Key Contact:	Grant Klinkum	DDI:	
Messaging seen by Communications team:	N/A	Round Robin:	Yes

Purpose of paper

This paper seeks your agreement to how legislation, governance, and other arrangements can be used to ensure that the New Zealand Institute of Skills & Technology (NZIST):

- supports better outcomes for Māori learners
- reflects the Government's commitment to Māori/Crown partnerships.

Recommendations

The Ministry of Education recommends that you:

- a. **note** the critical role the NZIST will have in meeting the needs of Māori learners and communities in the rapidly changing work and skills environment
- b. **agree** that the levers set out in paragraph 11 be used to ensure that the NZIST reflects the needs of Māori, and the Government's commitment to Māori/Crown partnerships

Agree / Disagree

- c. **agree** that the skills criteria for the NZIST Council reflect stakeholder feedback and that council members be appointed after consultation with the Minister for Crown/Māori relations

Agree / Disagree

- d. **agree** that officials work with Māori and other stakeholders such as Pacific peoples and industry to develop the skills criteria for members of both the NZIST establishment body and the NZIST Council

Agree / Disagree

- e. **agree** that this report will be proactively released once related decisions have been made publicly available.

Agree / Disagree

Grant Klinkum
Deputy Secretary
Graduate Achievement,
Vocations and Careers

___/___/___



Hon Chris Hipkins
Minister of Education

20/5/19

Background

1. You met with officials on 29 April to discuss the briefing note *RoVE – ensuring a new vocational education system supports Māori learner success* [METIS 1186442 refers] and on 6 May to discuss the *Annotated Agenda to support discussion on RoVE proposal two* [MEITS 1187910 refers].
2. In these meetings you requested further information on how a new vocational education system would support Māori learners and how the NZIST would give effect to Māori/Crown relationships. This report responds to these requests in the context of proposal two – creating a NZIST.

Preparing for the future of work

3. Creating a new institution (the NZIST) is an opportunity to better prepare for the future of work, where lifelong learning is supported and where people affected and displaced by technological change are supported to retrain and move into other employment.
4. Māori make up a significant proportion of learners in vocational education (52,000 or 21 percent). Based on demographic changes¹, we expect the proportion of Māori in vocational education and training to increase over time.
5. Ensuring that the NZIST is responsive to Māori skills needs is essential. This would signal the need for the Crown and Māori to move forward together and reflect that Māori are significant employers with social and economic goals, with an estimated national Māori asset base valued at over \$50 billion.² This is particularly important for regional New Zealand, and for primary and export sectors.
6. Focussing on Māori learner achievement in vocational and wider tertiary education in the NZIST (and in other providers) would have positive flow-on effects in regions for Māori communities, employers and industries. Working with these communities is necessary to improve Māori learner outcomes.

A NZIST responsive to Māori learner needs and reflecting Māori/Crown relationships

7. Although Māori participation in vocational education is high, there are a range of inequities in education and employment outcomes. For example Māori learners tend to participate in lower-level vocational education programmes, are less likely to be in apprenticeships, and are more likely to be in lower-skilled, lower paying employment and in jobs that are at higher risk of shrinking due to technological change.³
8. More Māori at higher levels of study, in apprenticeships and achieving better employment outcomes will support Māori to achieve their social and economic goals. Existing pockets of successful teaching and engagement practices where Māori learners are supported to achieve these outcomes need to be clearly identified, built on, shared, and given priority support.
9. Education providers building strategic relationships with Māori and industry are necessary to achieve the following factors identified as important for driving change and supporting Māori learners to progress and achieve:
 - a. ensuring education provider leadership and management have knowledge and experience in, and are committed to supporting Māori learners to achieve

¹ In 2013, Māori were estimated to make up 15 percent of New Zealand's population and are expected to make up 18 percent in 2038 (Statistics New Zealand).

² Ministry of Foreign Affairs and Trade, Chapman Tripp.

³ 43 percent of Māori learners engaged in vocational education are studying at level 3, compared to 35 percent of New Zealand Europeans learners. 36 percent of Māori are doing apprenticeships or apprenticeship-equivalent qualifications compared to 44 percent of New Zealand European learners. Around half of Māori are in lower-skilled work compared to 40 percent of the total population.

- b. enabling culturally responsive teaching practices
 - c. encouraging culturally relevant and specific learning spaces and peer mentoring
 - d. ensuring that vocational education programmes are relevant and aligned to Māori social, cultural and economic development, particularly in the regions.
10. We recommend reflecting the Government's commitment to Māori/Crown relationships in the governance arrangements of the establishment body and NZIST steady state council by:
 - a. officials working with Māori to develop the skills criteria for council members and ensure these reflect wider stakeholder feedback
 - b. the TEC providing a shortlist of nominations for NZIST Council members to the Minister of Education after calling for nominations and consulting with Te Arawhiti
 - c. the Minister of Education appointing Council members after consultation with the Minister for Crown/Māori relations.
11. We expect the conditions in the table below would support the factors outlined in paragraph 9, give effect to Māori/Crown relationships and apply to both the NZIST establishment body and the NZIST Council.

Summary of mechanisms to reflect Māori/Crown partnerships

Legislation and strategy	
Legislation	<ul style="list-style-type: none"> A clause demonstrating that the NZIST reflects Māori/Crown relationships would be used for sign posting subsequent sections in the legislation regarding governance arrangements, the charter, NZIST operating model and the Statement of Intent (SOI). This would align with any clause outlined in an updated State Service Act that requires Crown entities to build their capability and capacity to work in partnerships.
Tertiary Education Strategy (TES)	<ul style="list-style-type: none"> The NZIST will need to respond and give effect to key priorities such as achieving equitable outcomes for Māori and other learner groups and being responsive to learners, communities and employers.
Structure	
Governance	<ul style="list-style-type: none"> The Council would owe its collective and individual duties to the Minister of Education. Officials would work with Māori and other key stakeholders such as Pacific communities and industries to developing skills criteria to ensure these skills reflect what stakeholders have called for in a new vocational education system. The Minister of Education agrees to skills criteria that reflect stakeholder feedback, including meeting the diverse needs of Māori learners, employers and industries. The TEC provides a shortlist of nominations for the NZIST council to the Minister of Education after calling for nominations and consulting with Te Arawhiti. The Minister of Education appoints members after consulting with the Minister for Crown/Māori relations.
Charter	<ul style="list-style-type: none"> Māori/Crown relationships would guide more detailed priorities such as: <ul style="list-style-type: none"> Working with Māori to achieve their social and economic aspiration and development goals (important at regional and national levels) Focus on improving outcomes for Māori learners (e.g. more Māori in apprenticeships, progressing to higher levels of study, and improved employment outcomes)

	<ul style="list-style-type: none"> Working with Māori to protect mātauranga Māori and te reo Māori.
NZIST operating model	<ul style="list-style-type: none"> Outlining expectations for skills such as an understanding of meeting Māori learner needs required of the NZIST leadership for council to consider when appointing senior leaders. Requirements to build the institution's culture around a set of core values, (eg: manaakitanga (including care for learners, staff and stakeholders), kaitiakitanga (care for te reo Māori and mātauranga Māori as toanga), transparency, efficiency and effectiveness).
Delivery	
SOI and Letter of Expectation	<ul style="list-style-type: none"> In a SOI, the NZIST would specify how it will deliver on the purpose and priorities outlined in the Charter, including outcomes for Māori learners, partnering with Māori, and protecting mātauranga Māori and te reo Māori. Although the Letter of Expectation is currently non-statutory and directed through the TEC, this could come direct from the Minister of Education to set clear expectations of the NZIST.
Monitoring and reporting	<ul style="list-style-type: none"> The NZIST would have monitoring and reporting requirements of it to ensure it can be held accountable for learner outcomes. Although this would be outlined in the Charter there could also be requirements of who the NZIST must report on outcomes to.
Investment Plans	<ul style="list-style-type: none"> As part of the investment planning process, the TEC can look at initiatives and measures that focus on Māori learner achievement as part of the overall investment plan.