**Briefing Note**: Meeting with Chair of Te Whare Wānanga o Awanuiārangi

| To:          | Hon Chris Hipkins, Minister of Education  
|             | Hon Kelvin Davis, Associate Minister of Education |
| Date:       | 12 December 2019  
| Priority:   | Medium |
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| METIS No:   | 1215800  
| Drafter:    | Te Owaimotu Crawford  
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| Round Robin: | No |

**Purpose of paper**

The purpose of this paper is to support your meeting with the Chair of Te Whare Wānanga o Awanuiārangi – Sir Hirini Moko Mead – on Wednesday 18 December, between 4.30pm – 5.00pm, in your office.

This briefing note provides you with talking points to support you at this meeting.

**Summary**

- We expect Sir Hirini will be interested in discussing the following items:
  - **Protected Terms** – Te Whare Wānanga o Awanuiārangi has had a long-standing interest in using the term ‘university’. Officials have been developing the process by which a wānanga or registered establishment may apply to use a protected term.
  - **Research Funding** - Given the recent media coverage of the $10 million one-off grant provided to Te Wānanga o Raukawa and response from the other wānanga, we expect research funding to be raised.
  - **The Reform of Vocational Education** – RoVE presents major strategic challenges and opportunities for the wānanga sector because it will introduce both structural and funding systems challenges. Accordingly, how wānanga best deliver education in a sector with consolidated industry and vocational training also now requires strategic consideration.
  - **Future Relationship with the Crown** – 9(2)(i)
  - **9(2)(j)**

- We have attached talking points on these matters at Annex 1 as well as a proposed agenda as Annex 2. Officials will also be available to support you at this meeting.
Proactive Release

Agree that this Briefing will be proactively released.

[Signature]

Ewan Delany
Group Manager (Acting)
Tertiary Policy
Graduate Achievement,
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12/12/2019

Hon Chris Hipkins
Minister of Education

18/12/19
Background

1. You are meeting with the Chair of Te Whare Wānanga o Awanuiārangi (Awanuiārangi) – Sir Hirini Moko Mead – in your office from 4.30 – 5.00pm on Wednesday 18 December. Officials will be available to support you at this meeting.

2. We expect Sir Hirini will be interested in discussing the following items:
   a. Protected Terms
   b. Research Funding
   c. The Reform of Vocational Education
   d. Future Relationship with the Crown.

3. We have provided talking points (Annex 1) on these items, a proposed agenda (Annex 2), as well as a biography on Sir Hirini (Annex 3).

Protected Terms

4. You have recently received advice on publishing the draft Guidelines (the Guidelines) for applying to use a protected term [METIS 1216054 refers].

5. Awanuiārangi has a long-standing interest in using the term university. The wānanga began using the term ‘indigenous-university’ in 2009, in marketing and international branding before being informed that use of the term was unlawful. The Ministry began work to consider the use of protected terms\(^1\) by wānanga in 2013.

6. Registered establishments (private training establishments)\(^2\) have been able to apply to the Minister for consent to use a protected term under s 253C of the Education Act 1989 (the Act) since 2001, though none have to date.

7. Last year, Minister Hipkins extended the ability to apply for ministerial consent to use a protected term to wānanga. This amendment was made through the Education (Tertiary Education and Other Matters) Amendment Act 2018.

8. The amendment established an additional consultation requirement for the Minister in the case of an application by a wānanga. The requirement is set out in section 253C(3)(e) of the Act: Before deciding whether to grant consent to a wānanga, the Minister must consult with such persons/bodies who are knowledgeable in āhuatanga Māori and tikanga Māori within a kaupapa Māori pedagogy as the Minister considers appropriate. This consultation requirement was suggested in Te Whare Wānanga o Awanuiārangi’s submission on the, then, Bill [METIS 1105100 refers].

9. After the update to the Act, the Ministry, in conjunction with the New Zealand Qualifications Authority (NZQA) and the Tertiary Education Commission (TEC), has been developing the Guidelines setting out an application process for registered establishments and wānanga who wish to apply to use a protected term under s 253C of the Act. The Guidelines are attached at Annex 4.

10. We will continue to update Awanuiārangi on development of the Guidelines and possible timings for publication. However, we propose that you test the Guidelines with Sir Hirini in the first instance. We have also recently provided you with advice about targeted consultation on the Guidelines [METIS 1216054 refers].

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\(^1\) The terms university, college of education, polytechnic and institute of technology are terms protected under section 292 of the Education Act 1989.

\(^2\) Registered establishments are private training establishments that have been granted registration by the New Zealand Qualifications Authority (see section 159 of the Act).
11. We anticipate that Awanuiārangi will apply to use the protected term ‘university’ reasonably soon, after publication of the Guidelines. The TEC has recently received correspondence from Awanuiārangi to that effect.

Research Funding

12. Given Radio New Zealand’s (RNZ) recent coverage of the $10 million one-off grant provided to Te Wānanga o Raukawa (Raukawa), the other wānanga will be particularly interested in research funding. Chief Executives of both other wānanga responded to the coverage: Hon Te Ururoa Flavell (Te Wānanga o Aotearoa) provided comment to RNZ, whilst Professor Wiremu Doherty (Awanuiārangi) approached the TEC directly, enquiring about equivalent funding for Awanuiārangi.

13. We expect Sir Hirini to raise the issue of research funding with you. This will provide you with the opportunity to discuss other matters that have progressed in the wānanga research space, such as the PBRF Review and the increase to the Wānanga Research Capability Fund.

One-off grant of $10 million provided to Raukawa


15. This payment was made in response to research issues raised in the WAI 2698 claim, in particular that Raukawa had not benefitted from the PBRF since its introduction in 2003. It was also intended as a demonstration of the Crown’s desire to rebuild its relationship with Raukawa.

Awanuiārangi’s participation in the Performance-Based Research Fund

18. Each wānanga has a different history of participation in the PBRF: Raukawa has never participated on principle; Te Wānanga o Aotearoa has participated intermittently; and Awanuiārangi has participated since 2006.

19. Awanuiārangi will receive $533,639.34 through the PBRF in 2019 and they do particularly well in the research-degree completion component of the PBRF, making up $341,567.94 of their 2019 allocation, despite this only being 25% of the PBRF.

The Performance-Based Research Fund

20. The PBRF is government’s largest investment in tertiary sector research. The PBRF is a performance-based funding system to encourage and reward excellent research in
New Zealand’s degree-granting organisations. It does not fund research directly but supports research, including post-graduate level teaching support.

21. The PBRF is a capped pool (currently $315 million per year) and is a mixed performance-assessment regime that employs both peer review processes and performance measures. New Zealand’s eight universities will receive the bulk of the funding under the PBRF in 2019 (96.7%), with the remaining funding being received by 14 of our 16 Institutes of Technology and Polytechnics (ITPs), 11 Private Training Establishments (PTEs), and two of three wānanga.

**PBRF Review**

22. Wānanga have expressed their long-standing concerns with the PBRF, in particular with how the fund assesses and rewards mātauranga Māori research and the dominance of universities in allocation of funding.

23. As part of the Terms of Reference of the current review of the PBRF, the independent panel (chaired by Professor Linda Tuhikai Smith) carrying out the review has been asked to consider how the PBRF can better support mātauranga Māori research and also whether any specific support is required to enable some organisations to effectively participate in the PBRF. The wānanga were approached for their input into the review and to hear about their experience with the PBRF and the panel spoke with a senior lecturer at Awanuiarangi.

24. The panel is due to provide Minister Salesa with their independent report by 31 January 2020 and she is due to report back to the Social Wellbeing Committee by April 2020. Public consultation on any proposals for change would likely take place around May 2020 and we will seek the views of wānanga at this time, including Te Whare Wānanga o Awanuiarangi.

25. Officials are also working with the wānanga collectively, through Te Hono Wānanga, and individually to develop an approach to supporting their rangahau or whakatupu mātauranga activity effectively. Awanuiarangi runs research-focused postgraduate degrees and has indicated its ambition to become a globally-recognised indigenous university.

**Increase to the Wānanga Research Capability Fund**

26. In April 2019, joint Ministers agreed to increase the Wānanga Research Capability Fund (WRCF) to $6 million per annum for three years only, beginning from the 2020 academic year [METIS 1176688 refers]. This is the first increase to the original amount of the WRCF, of $1.5 million per year, since its introduction.

27. The Government established the WRCF in Budget 2007. It was introduced as a temporary solution to support the wānanga sector to build its research capacity and capability [CAB MIN (07) 12/1(17) refers]. Currently, at their request, the WRCF is split equally between the three wānanga.

28. This increased funding will be subject to a research plan to be submitted by each wānanga as part of the TEC’s investment plan process.

**The Reform of Vocational Education (RoVE)**

29. RoVE involves seven key changes to create a unified vocational education system:

   a. *Create a New Zealand Institute of Skills & Technology (the Institute)* – a unified, sustainable, public network of regionally accessible vocational education, bringing together the existing 16 ITPs.
b. *Create Workforce Development Councils (WDCs)* – around four to seven industry-governed bodies, to give industry greater leadership across vocational education.

c. *Shift the role of supporting workplace learning from ITOs to providers* – the Institute and other providers will support workplace-based training as well as delivering education and training in provider-based settings, to achieve seamless integration between the settings and to be well connected with the needs of industry.

d. *Establish Regional Skills Leadership Groups (RSLGs)* – RSLGs will provide advice about the skills needs of their regions to the Tertiary Education Commission (TEC), WDCs, and local vocational education providers.

e. *Establish Centres of Vocational Excellence (CoVEs)* – CoVEs will bring together the Institute, other providers, WDCs, industry experts, and leading researchers to grow excellent vocational education provision and share high-quality curriculum and programme design across the system.

f. *Te Taumata Aronui* – a group to help ensure that the RoVE reflects the Government’s commitment to Māori-Crown partnerships.

g. *Unifying the vocational education funding system* – a unified funding system will apply to all provider-based and work-integrated education at certificate and diploma qualification levels 3 to 7 (excluding degree study) and all industry training.

30. Written submissions on the Education (Reform of Vocational Education and Training) Amendment Bill closed on 13 October, and Select Committee considered the Departmental Report on 20 November. This report summarised submissions on the Bill, provided departmental analysis/comment on the issues raised in these submissions, and recommended to Select Committee changes to the Bill, where appropriate. The Bill is expected to come into effect from 1 April 2020.

**Opportunities for wānanga through RoVE**

31. RoVE presents major strategic challenges and opportunities for the wānanga sector because it will introduce both structural and funding systems reforms. Accordingly, how wānanga best deliver education in a sector with consolidated industry and vocational training also now requires strategic consideration.

32. **9(2)(j)**

**Workforce Development Councils**

33. Under the Education (Vocational Education and Training Reform) Amendment Bill as introduced, WDCs’ programme endorsement and capstone assessment functions are only applicable to wānanga programmes that contain work-based components. As some submitters indicated, this could bias wānanga against such components, affecting the availability of work-based learning through wānanga.

34. Achieving good outcomes will depend on WDCs taking account of the needs of Māori learners, employers, and the special character of wānanga, and effective collaboration between wānanga and WDCs. Our report to the select committee recommended changes to encourage these behaviours. Further consideration of the relationship between WDCs and wānanga is warranted.
Centres of Vocational Excellence

35. CoVEs will need to be led by and located at either a subsidiary of the NZIST or a wānanga. Wānanga would be encouraged to submit an application, as part of a consortium, to apply for funding to establish a Construction or Primary sector CoVE.

36. Wānanga have also expressed some interest in a mātauranga Māori CoVE. Should additional funding be allocated to establishing further CoVEs, one focused on mātauranga Māori could be considered. However, this would need to be prioritised against a range of other potential CoVEs.

Future Relationship with the Crown
Annexes

Annex 1: Talking Points
Annex 2: Proposed Agenda
Annex 3: Biography
Annex 4: Draft Guidelines
## Annex 2: Proposed Agenda

<table>
<thead>
<tr>
<th>Item</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td><strong>Welcome</strong></td>
</tr>
<tr>
<td>2.</td>
<td><strong>Protected Terms</strong></td>
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<tr>
<td></td>
<td>- Discussion of draft Guidelines</td>
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<tr>
<td>3.</td>
<td><strong>Research Funding</strong></td>
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<td>- $10 million one-off grant provided to Te Wānanga o Raukawa</td>
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<td>- Performance-Based Research Fund, including the Review</td>
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<td>- Increase to Wānanga Research Capability Fund</td>
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<td>4.</td>
<td><strong>The Reform of Vocational Education</strong></td>
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Annex 3: Biography

Distinguished Professor Sir Hirini 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 and influential educator, scholar, historian, author, artist, writer and Māori leader. His significant contribution to education, Māori arts, language and culture spans over six decades. 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.

Sir Hirini Moko Mead has achieved many honours including holding positions, such as the inaugural Chair of Te Rūnanga o Ngāti Awa; Chair of Te Mana Whakahaere o Awanuiārangi since 2003; appointed to the Waitangi Tribunal in 2003; chief negotiator for the Ngāti Awa claims, which were settled in March 2005; made a Distinguished Companion of the New Zealand Order of Merit for his services to Māori and to education in 2007 and in 2009 this was re-designated to a Knight Companion of the New Zealand Order of Merit and the inaugural Chair of Te Pourewa Arotahi: Post-treaty Settlement Futures in 2010.