



Briefing Note: Te Kawa Matakura: Next steps

To:	Hon Kelvin Davis, Associate Minister of Education – (Māori Education)		
Cc:	Hon Chris Hipkins, Minister of Education		
Date:	10 December 2021	Priority:	Medium
Security Level:	In Confidence	METIS No:	1278910
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Messaging seen by Communications team:	No	Round Robin:	No

Purpose of Report

This paper updates you on the progress of Te Kawa Matakura, lessons learned from the first cohort of learners and how we plan to develop the programme over the coming months.

Summary

- The first cohort of learners enrolled in Te Kawa Matakura is graduating this month and we anticipate the next cohort to begin study in early 2022.
- Based on what we have learned from the first cohort's experience, we are now preparing to explore potential ways for how Te Kawa Matakura could work for others and what kind of model would best deliver this type of programme.
- The development of Te Kawa Matakura aligns with the vision of Taumata Aronui and we anticipate we will be working closely with this group and other agencies (e.g. Department of Internal Affairs) on how we can support this type of programme alongside recognised qualifications and programmes, and what role existing tertiary education providers, such as wānanga, will play.
- We will provide you with an update on progress and a proposed timeline for this work by the end of March 2022.

Proactive Release

- a **agree** that the Ministry of Education release this briefing in full once it has been considered by you.

☒ **Agree** ☐ **Disagree**



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10/12/2021



Hon Kelvin Davis
Associate Minister of Education
(Māori Education)

14 /12/ 2021



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Background

1. Te Kawa Matakura is designed to provide development opportunities for rangatahi Māori who demonstrate passion for iwi knowledge and participate in succession planning for their iwi and te ao Māori.
2. Te Kawa Matakura, known in Te Taitokerau as Tauranga Kōtuku Rerenga Tahi, was officially launched by you on Tuesday 4 February 2020 at Rewa Village, Kerikeri.
3. The programme pilot has been delivered by Te Taumata Whakahaere, in partnership with Ngātiwai Trust, whose contract ends on 12 December. The Ministry is currently in the process of procuring a provider to deliver the Tauranga Kōtuku Rerenga Tahi programme from 2022.
4. The assumptions underpinning Te Kawa Matakura are the:
 - inter-generational transmission of mātauranga, from kaumatua to rangatahi
 - status of mātauranga Māori in degree-level learning
 - protection of the distinctiveness of mātauranga Māori, mātauranga-ā-iwi, increasing whānau cohesion, and contributing to economic opportunities for everyone
 - growth and advancement of hapū capability for iwi enhancement
 - maintenance and advancement of a repository of iwi-specific mātauranga and tikanga.
5. The first cohort of Ati ā-Toa have worked towards the Te Kawa Matakura New Zealand Diploma in Mātauranga-ā-Iwi (Level 5), a qualification which was designed and is currently “owned” by the Ministry of Education. Of an original intake of 23 participants, ten are expected to complete the programme and graduate on 11 December and three have indicated they will return to complete the programme in the future. Anecdotal evidence indicates Alert Level 3 and 4 responses to Covid-19 have had the greatest impact on the retention rate.
6. We are now seeking to expand beyond the initial cohort, and expect that:
 - over time, we will move towards an approach that regularises current arrangements with existing tertiary funding and quality assurance mechanisms
 - endorsement by kaumatua of the authenticity of what is taught will be a distinguishing feature of the programme
 - iwi will differ in how they prioritise their endorsement of learning and a formal, and recognised qualification (although these are not mutually exclusive)
 - there is a possibility that Te Kawa Matakura could be developed as both an NZQA and iwi-endorsed qualification and/or programme
 - a degree qualification and degree-level programme is likely to be developed
 - there is an opportunity to test different approaches with future learner cohorts; to work through some of the issues that arose with the first cohort.
7. Funding for Te Kawa Matakura has already been appropriated and sufficient funding remains to support progressing the programme.

What we learned from the first Te Kawa Matakura cohort

8. The first delivery of Te Kawa Matakura identified several issues and potential solutions. We therefore propose to take a more focussed approach in the next phase of this work to test these potential solutions. These are set out in Table 1 below:

Table 1:

Issue	Potential solution
<ul style="list-style-type: none"> Low uptake - Rangatahi in the targeted age range (15-25) can be more focused on learning and qualifications that lead to work than on growing iwi leadership skills. 	<ul style="list-style-type: none"> Extend the age range to attract a wider range of learners. More explicit focus on the transferability and work relevance of skills developed. Partner to promote parity of a mātauranga pathway such as that being proposed by Taumata Aronui and the wānanga sector as part of Te Hono Wānanga.
<ul style="list-style-type: none"> Structure of a recognised qualification may not be flexible enough to meet the delivery approach as it relies on input from kaumatua. It also assumes that iwi aspirations are achieved through a formal qualification. 	<ul style="list-style-type: none"> Explore both a formal quality assured qualification approach, and an iwi endorsement approach (e.g. ACE provision and Te Puia NZMACI).
<ul style="list-style-type: none"> NZQA or a recognised tertiary education organisation are more appropriate "owners" of a qualification than the Ministry of Education. 	<ul style="list-style-type: none"> If the Ministry continue to lead this kaupapa, investigate whether it should retain ownership of the diploma qualification. OR Work with NZQA, TEC and an educational provider to deliver a degree qualification.
<ul style="list-style-type: none"> The contract covered programme development and capability building costs, alongside the delivery costs that would normally be met through tertiary tuition subsidies and student fees (or fees free arrangements). The TEC would be the appropriate agency to deliver funding. A new funding mechanism would need to be designed to fully support this approach. 	<ul style="list-style-type: none"> Unpack, through the contract negotiations process, the different cost components to identify the difference between the different types of funding. OR Work with another agency (e.g. DIA) to find complementary funding for different aspects of the programme. OR This is a pilot programme and unlikely to be sustainable at mainstream funding rates. A new funding model would need to be developed to include start-up costs, tertiary tuition funding (SAC, ACE etc), as well as a student fees component.

9. To inform the future development of Te Kawa Matakura, an action learning evaluation component will be embedded as part of the programme for the next cohort of learners.

Future delivery of Te Kawa Matakura

10. Te Taumata Whakahaere is keen to continue delivering Te Kawa Matakura to Taitokerau iwi. While not current a legal entity, Te Taumata Whakahaere is looking to establish a Trust and has been focussing on establishing an appropriate operations model.

11. In the meantime, if the Ministry is to continue to lead this kaupapa, we recommend we retain “ownership” of the diploma qualification until such time as Te Kawa Matakura is more developed. If Te Kawa Matakura is to be implemented on a national basis, NZQA is most likely to be the most appropriate organisation to “own” the qualification with the programme delivered by a registered tertiary education organisation (TEO).
12. If Te Kawa Matakura is developed to be a degree-level qualification, it will take time to put in place. All qualifications on the NZQF must be approved by NZQA or by Universities New Zealand. Approval times can vary depending on the level of the qualification and programme (e.g. the process for universities can take up to 9 months). In addition, qualification completion times for learners also vary depending on the level of study. For example, diploma-level study can take between one and two years, whereas a degree-level qualification will take on average three years of full-time study. We also need to keep in mind that it might not be appropriate for Te Kawa Matakura to be a degree-level qualification, and that not all iwi might want it to be one.
13. Any TEO planning on delivering the programme will therefore need to:
- be able to deliver a degree-level programme, if needed
 - be kaupapa Māori-based
 - have sufficient and appropriate mātauranga Māori expertise
 - have the infrastructure and capacity to implement Te Kawa Matakura.
14. We consider there are three options available to us within current tertiary system regulatory and funding settings if Te Kawa Matakura is to be delivered on a nationwide basis:
- a. *A registered community organisation such as an Iwi Trust*
This type of organisation could be funded through a fund such as the ACE in Communities Fund. This approach would not result in a qualification, nor would the programme be subject to existing quality assurance processes.
- b. *An iwi-supported educational body*
An educational body recognised by the Minister of Education under section 556 of the Education and Training Act 2020. The organisation would need to be a legal entity and, subject to approval, a section 556 grant to cover start-up and ongoing costs. The nature of this approach would allow for flexibility in programme design and provide a qualification of higher status than if it were delivered by a community organisation.
- c. *A registered TEO*
A registered Private Training Establishment or other type of TEO could contract with an iwi organisation to deliver a diploma or degree accredited by NZQA. This arrangement would qualify for SAC L3+ funding and could include additional components such as start-up costs. This would be the most structured approach and allow for flexibility in programme design within an overarching national qualification framework.

Taumata Aronui

15. Ministers recently received a Briefing Note summarising *Manu Kōkiri – Māori Success and Tertiary Education: Towards a Comprehensive Vision* [METIS 1277948 refers]. This paper sets out the shared priorities and aspirations Taumata Aronui has for the tertiary system.
16. The rōpū proposes a sector wide Te Tiriti framework underpinned by three focus or investment areas to drive transformational change. These are:

- a new, intensified, cross-sector initiative regarding equity and the elimination of discrimination
 - a new initiative for excellence, authority, and leadership in mātauranga Māori
 - a new initiative to nurture the mana, health, and wellbeing of iwi/Māori communities through tertiary education.
17. The development of Te Kawa Matakura aligns with the vision of Taumata Aronui and we anticipate we will be working closely with this group on its future development not only on how we can support iwi-endorsed programmes alongside recognised qualifications and programmes, but also on what role existing tertiary education providers, such as wānanga, can play.

Other relevant work

18. At your direction, education agencies have been working on ways to support a “Māori medium” system of knowledge. Officials are also working directly with the wānanga sector on issues such as legislative form, funding and governance arrangements and the future of mātauranga Māori through Te Hono Wānanga.
19. There are opportunities through the implementation of the Ōritetanga approach and this wider work in developing the future Te Kawa Matakura model.
20. We are also aware that there is other cross-government work going on in this space. For example, the Mātauranga Māori Marae Ora is a new contestable fund administered by the Department of Internal Affairs that offers \$5.7 million over two years to support marae communities directly with projects that protect and revitalise mātauranga and taonga on marae.
21. The purpose of the fund is to support marae communities to retain, protect, or transmit their mātauranga and care for their taonga. It is one of 18 initiatives that sit under the \$20 million Mātauranga Māori Te Awe Kōtuku Programme which is part of the Arts and Culture COVID Recovery Programme being led by Manatū Taonga. The fund will support marae communities to protect their mātauranga and taonga from the impact and ongoing threat of COVID-19 and support the cultural revitalisation of marae as centres of Māori identity and mātauranga.

Next Steps

22. There are several strands to our work on Te Kawa Matakura. In 2022, we plan to:
- continue to work with Te Taumata Whakahaere to prepare a proposal that outlines the programme delivery they wish to facilitate with their second cohort of participants
 - continue to work with other iwi groups, as well as NZQA and TEC on the policy settings required for the future implementation of Te Kawa Matakura
 - explore the potential of the three models noted in paragraph 14 above to deliver Te Kawa Matakura on a national basis
 - investigate opportunities to collaborate with Taumata Aronui on ways for this kaupapa to contribute towards the revitalisation of mātauranga Māori in the tertiary sector.
23. We will provide you with an update on progress and a proposed timeline for this work by the end of March 2022.