



Education Report: Update on Tertiary Te Reo Māori and Mātauranga Māori Funding

To:	Hon Kelvin Davis, Associate Minister of Education (Māori Education)		
Cc:	Hon Jan Tinetti, Minister of Education		
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Purpose of Report

1. The purpose of this paper is to:
 - a. update you on the funding of te reo Māori and mātauranga Māori provision in tertiary education (including on the implementation of Budget initiatives), and
 - b. outline opportunities for further improvements.

Summary

2. In 2019, Cabinet directed officials to review the funding of te reo Māori and mātauranga Māori provision in tertiary education [CAB-19-MIN-0354 refers]. Subsequent funding improvements included:
 - a. funding increases for foundation level te reo Māori delivery,
 - b. maintaining funding rates for te reo Māori and tikanga delivery, with additional learner component funding, under the unified funding system for vocational education and training (UFS), and
 - c. the establishment of Te Tahua o Te Reo Kairangi, a contestable fund aimed at supporting the development and expansion of high-proficiency te reo Māori programmes and Māori-medium immersion programmes in tertiary education. The TEC has recently completed the first round of funding for this fund, which has demonstrated a high level of demand.
3. Alongside this work, we have also progressed funding improvements for Wānanga (through Budget 2021), including medium-term funds totalling \$8 million per annum for each Wānanga (initially as a contingency), and one-off payments to each Wānanga as reparation for historic research funding shortfalls, totalling \$28.325 million.

4. We sought your agreement in March 2022 to undertake broader stakeholder engagement on key funding issues regarding te reo Māori and mātauranga Māori provision, with a view to informing future Budget initiatives [METIS 1282674 refers]. We subsequently reported back to you on the key themes from this engagement alongside the outcomes of broader funding discussions with Wānanga, and outlined our approach to developing proposals for consideration via Budget 2023 [METIS 1290303 refers].
5. Our approach to preparing for Budget 2023 focused on options to support both learning of mātauranga Māori (e.g., te reo Māori delivery) and learning *through* mātauranga Māori (i.e., learning of any subject that is delivered through te reo Māori, is based in mātauranga Māori, or is otherwise grounded in Māori pedagogical approaches).
6. This analysis and engagement was a critical input into our advice on Budget 2023, particularly the 15 percent targeted increase in funding for the delivery of mātauranga Māori provision (including te reo Māori) at NZQCF Level 3 and above, to be phased over the next four years. While we do not consider that this fully addresses the funding issues in this space, it represents a significant step forward that has been welcomed by sector stakeholders, particularly the Wānanga (which together deliver approximately 75 percent of this provision).

7.s9(2)(f)(iv)

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8.s9(2)(f)(iv)

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Recommended Actions

The Ministry of Education recommends you:

- a. **note** that Cabinet committed to a review of te reo Māori and mātauranga Māori funding in May 2019 [CAB-19-MIN-0354 refers].
Noted
- b. **note** that our work has identified the need for additional support for both the learning of mātauranga Māori and learning *through* mātauranga Māori.
Noted
- c. **note** that funding provided through recent Budgets partially addresses the funding pressures in both of these areas, in particular:
 - i. Budget 2021: additional funding (initially in contingency) to establish medium-term funds for each Wānanga to support their unique roles and aspirations, including delivery *through* mātauranga Māori;

- ii. Budget 2022: establishment of Te Tahua o te Reo Kairangi, a contestable fund to support the development and expansion of high-proficiency or immersion te reo Māori programmes in tertiary education; and
- iii. Budget 2023: 15 percent targeted increase in funding for the delivery of mātauranga Māori provision (including te reo Māori) at NZQCF Level 3 and above, to be phased over the next four years.

Noted

d.

s9(2)(f)(iv)

Noted

- e. **indicate** if you have any feedback on our approach to the opportunities for future change highlighted in this paper.

☒ Yes ☐ No

- f. **agree** that the Ministry of Education release this paper once it has been considered by you, subject to any redactions under the Official Information Act 1982.

☒ Agree ☐ Disagree



James Campbell
Senior Policy Manager
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04/08/2023



Hon Kelvin Davis
Associate Minister of Education (Māori
Education)

18/09/2023

Background

1. In 2019, Cabinet directed officials to review the funding of te reo Māori and mātauranga Māori provision in tertiary education [CAB-19-MIN-0354 refers]. The objective of the review was to investigate whether the tertiary funding system was fit for purpose with regard to the provision of these subjects, including whether the funding system was aligned with our obligations under te Tiriti o Waitangi (te Tiriti) and government strategies (e.g., Ka Hikitia and Tau Mai te Reo), and, if not, what changes could be made.
2. This work has progressed in parallel with the funding workstream of Te Hono Wānanga, which has sought to address long-standing Wānanga concerns about the tertiary funding system. This interlinked work recognises the overlapping issues and the significant impact that changes to te reo and mātauranga Māori funding have on Wānanga. Additionally, we recognise the ongoing obligations that the Crown has to protect and advance te reo Māori and mātauranga Māori as taonga, and that the Wānanga play a critical role in this.
3. While a broader review of te reo and mātauranga Māori funding was delayed as a result of increasing workload pressures arising from COVID-19 and other priorities, several more immediate funding improvements in this area were progressed in 2021 and 2022:
 - a. Budget 2021 introduced additional funding (initially in contingency) to establish medium-term funds for each Wānanga to support their unique roles and aspirations, including delivery *through* mātauranga Māori. This amounted to a total of \$8 million per annum per Wānanga. Budget 2021 also introduced a one-off payment to each Wānanga as reparation for historic research funding shortfalls, totalling \$28.325 million (ranging from \$6.325 million to \$12 million per Wānanga).
 - b. In September 2021 Minister Hipkins agreed that, from 2022, funding rates for foundation-level (NZQCF Level 1-2) te reo Māori provision would be increased by \$523 to a total of \$8,373 per equivalent full-time student (EFTS) [METIS 1264377 refers].
 - c. In December 2021 Cabinet agreed that funding rates for the delivery of te reo Māori and tikanga provision within the scope of the UFS should be maintained at no less than their previous level (regardless of mode of delivery), with providers also receiving additional learner component funding to support learner success in sub-degree study [SWC-21-MIN-0203].¹
 - d. Budget 2022 introduced the Te Tahua o Te Reo Kairangi fund, to support new or expanded programmes or qualifications at NZQCF Level 5 or higher that result in highly proficient te reo Māori speakers, either by teaching te reo Māori directly or by delivering education in immersion settings. The goal is to support language revitalisation and address workforce needs.

Te Tahua o Te Reo Kairangi fund

4. The first round of applications for this TEC-administered fund has been completed, with a total of \$2 million allocated to five institutions in May 2023. This first round was for single-year projects, and was only available to institutions already providing te reo programmes.

¹ Delivery-component funding rates in the UFS are calculated based on the subject and the mode of delivery. To balance incentives between different modes of delivery, most provider-based delivery is now funded at lower rates than it was before the introduction of the UFS, although providers may also receive learner component and strategic component funding.

5. Demand for this fund was high, and proposals were generally well aligned with the intent of the policy. Approved initiatives were funded in part or in full and included both learning *of* and learning *through* te reo Māori. As reports on initial milestones are not expected until November 2023, it is too early to comment on outcomes for this first year.
6. The application round for year two is about to begin with \$3 million available. In this round, multi-year contracts will be permitted, which will allow investment in longer term initiatives. Additionally, applications will be open to all tertiary organisations.

Themes from 2022 sector engagement

7. In March 2022, you agreed to our approach for the next phase of the review of te reo and mātauranga Māori funding, including broad sector engagement to help us to build our understanding of the issues and challenges associated with the current funding system [METIS 1282674 refers]. This engagement covered funding issues in relation to te reo Māori and mātauranga Māori provision, funding of immersion provision, and accessibility and barriers to teaching and learning.
8. We subsequently reported back to you [METIS 1290303 refers] on the key themes from our engagement, including a lack of recognition in the funding system of the Crown's Tiriti obligations to actively protect and promote te reo Māori as a taonga, and a lack of adequate support to address the particular cost pressures associated with both te reo Māori delivery and with mātauranga Māori-based delivery models. Respondents also said that the funding system did not recognise the fact that many providers, especially Wānanga, choose to charge zero fees for te reo Māori and mātauranga Māori provision at NZQCF Levels 3-7 (non-degree). The approach taken by these providers reflects the fact that te reo Māori is a taonga and that they consider that it should be accessible without financial barriers for learners.

Options explored through Budget 2023

9. As we indicated in our July 2022 report [METIS 1290303 refers], our next phase of work focused on developing proposals that could be considered as part of Budget 2023. Based on the feedback from providers, the Ministry identified two overarching review priorities to focus on:
 - a. Learning *of* mātauranga Māori – including te reo Māori and other subjects classified as mātauranga Māori; and
 - b. Learning *through* mātauranga Māori – learning that is delivered through te reo Māori, is based in mātauranga Māori, or is otherwise grounded in Māori pedagogical approaches.

Budget 2023 decisions will support the learning of mātauranga Māori

10. The main initiative funded through Budget 2023 that will support the learning *of* mātauranga Māori was to increase funding of te reo and mātauranga Māori provision, recognising the Crown's Tiriti obligations and the increased costs of delivery of these subjects. For example, one of the challenges for providers is the complexity of supporting first-time learners of te reo Māori, given the context of each iwi having its own mātauranga and dialect of te reo Māori.
11. Engagement with the sector indicated that this option will provide greater funding certainty and therefore contribute to the ongoing viability of programmes and providers. Moreover, it will support the viability of some programmes that have small learner cohorts (for example rural delivery). Wānanga provided their perspectives on the scale of change

needed, s9(2)(ba)(i). These figures generally aligned with our analysis, which included data on the cost of delivery and forgone revenue associated with lower fees for this provision.

12. Accordingly, part of the Budget 2023 initiative increasing tertiary tuition and training subsidies provided an additional 15 percent targeted increase (\$24.209 million) in funding for the delivery of mātauranga Māori provision (including te reo Māori) at NZQCF Level 3 and above, to be phased over the next four years. Funding rates for these courses will increase² by an additional 3.75 percent in 2024, 7.5 percent in 2025, 11.25 percent in 2026, and 15 percent in 2027, relative to the current rate. By the end of this process, funding rates for this delivery will have increased by a range of \$1,015.50 to \$1,355.55 per EFTS, depending on level of delivery, compared with current rates.³

Table 1. Estimated distribution of phased 15 percent increase (\$ million) for Te Reo and Mātauranga Māori provision, by year

Sub-sector (share of funds)	2023/24	2024/25	2025/26	2026/27	TOTAL
Wānanga (76 %)	1.150	3.450	5.749	8.050	18.399
Universities (11 %)	0.166	0.499	0.832	1.165	2.663
Te Pūkenga (7 %)	0.106	0.318	0.530	0.741	1.695
Private Training Establishments (6 %)	0.091	0.272	0.454	0.636	1.453
TOTAL	1.513	4.539	7.565	10.592	24.209

13. The targeted increase will be applied to relevant courses that are either:
 - a. NZQCF Level 3-7 non-degree delivery that would previously have been funded at either the te reo Māori / tikanga funding rate or the humanities funding rate under the UFS; or
 - b. NZQCF Level 7 (degree) and above delivery that would previously have been funded at the lowest funding rates.
14. The new course classification for NZQCF Level 7 (degree and above), '#42 – Mātauranga Māori and Te Reo Māori', will replace the current classifications of '#40 – Te Reo Māori' and '#41 – Tikanga Māori'. The current UFS classification 'F6 – Te Reo Māori and Tikanga Māori' will be replaced with 'F6 – Mātauranga and Te Reo Māori'. These changes are being implemented through the 2024 funding determinations, which have recently been through public consultation and will be provided to you for approval later this month. The TEC is avoiding strict definitions for this classification, to manage any risk that the Crown is seen to be inappropriately defining 'mātauranga Māori' for the purposes of funding rates.
15. This initiative contributes to addressing the cost pressures facing this provision, and thus goes some way to address the funding concerns raised by the sector. Approximately 76 per cent of this increase in funds will be received by Wānanga (see Table 1), who have

² In addition to any Annual Maximum Fee Movement (AMFM) adjustments.

³ Rates will range between \$8,039.38 and \$10,731.44 per EFTS, depending on level of delivery.

generally welcomed this. However, we note that this does not fully address the issues that were highlighted in consultation, and that cost pressures remain.

We also considered options to support learning *through* mātauranga Māori

16. During engagement there was a particular emphasis on the fact that the tertiary education system does not recognise delivery models or the delivery of subjects that are rooted in Te Ao Māori learning environments – that is, learning that is delivered through te reo Māori, is based in mātauranga Māori, or is otherwise grounded in Māori pedagogical approaches. Our own analysis supported this conclusion, indicating that non-course costs⁴ are significantly higher for Wānanga than for other sub-sectors and providers.
17. Wānanga noted that significant work is necessary to ensure that the tertiary sector can deliver on the needs of learners, particularly with regard to learning *through* mātauranga Māori. Our conversations with Te Taura Whiri reinforced this narrative. One aspect of this is the support of students transitioning from kura kaupapa into the tertiary sphere, allowing them to continue their learning within a mātauranga Māori context.
18. Each Wānanga has clearly articulated to the Ministry that mātauranga Māori is embedded into their delivery, including te reo expertise, marae-based delivery, and other knowledge. In addition, universities and Te Pūkenga stated that they are also providing some content and delivery that is rooted in mātauranga Māori, and they too experience similar disadvantages and barriers in doing so [METIS 1290303 refers].
19. In the early stages of Budget 2023 we considered a range of options to support delivery *through* mātauranga Māori within current funding systems (noting that there is no formal definition in tertiary education of either Māori-medium delivery or mātauranga Māori-based delivery more generally).

20. s9(2)(f)(iv)

21. s9(2)(f)(iv)

22. s9(2)(f)(iv)

⁴ Relevant non-course costs include activities such as investing in on-campus marae, which allow Wānanga to deliver programmes embedded in mātauranga Māori without dealing with potential scheduling and compliance issues and other complexities associated with off-campus marae-based delivery.

s9(2)(f)(iv)

23. s9(2)(f)(iv)

24. We were unable to progress these options further through Budget 2023, given that new funding initiatives were only considered on an invite-only basis. While some stakeholders (particularly the Wānanga) have voiced disappointment at this outcome, they have also expressed their appreciation that improvements to funding rates for mātauranga Māori delivery were prioritised in the Budget process.

Future work

25. Despite improvements and progress made through recent Budgets, many of the challenges we identified with the funding of te reo Māori and mātauranga Māori remain. Addressing these issues will continue to be a priority in ensuring that the funding system honours the Crown's Tiriti obligations.

26. We have identified a number of potential opportunities that could be explored as part of future policy reforms and/or Budget processes:

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b. **The development of a long-term funding system for the Wānanga**, building on the medium-term funds established via Budget 2021 and funding improvements progressed through Budget 2023. Our next phase of work with the Wānanga between now and the election will focus on building and testing our understanding of the aspirations and needs of each Wānanga, with a view to providing advice post-election. In particular, we are seeking to build a shared understanding between the Ministry and Wānanga of the various ways in which te Tiriti would underpin development of a long-term funding framework for Wānanga. This will include how Te Hono Wānanga funding workstream relates to the Crown's broader obligations in relation to other Māori provision and the breadth of Māori interests across Aotearoa.

c. **Ongoing monitoring of and learning from the implementation of Te Tahua o Te Reo Kairangi**. We are currently working with the TEC to develop a feedback framework regarding Te Tahua o Te Reo Kairangi, to test whether the outcomes of this fund meet the intent of the policy and whether this is an effective way to support te reo Māori learning and delivery. While some information will become available later this year when the recipients of the first round of funding report their first milestones, the bulk of useful information will come from the second and future rounds, as the fund is now open to a wider range of applicants and for longer-term investments.

- d. **The review of Higher Education funding.** In June 2023, Cabinet agreed to a review of Higher Education funding, with terms of reference to be reported back by the end of 2023 [CAB-23-MIN-0269]. This will require consideration of how the system supports the provision and growth of mātauranga Māori, and may provide an opportunity to further explore some of the ideas raised in Manu Kōkiri.⁵ Consideration also needs to be given to supporting mātauranga-based research, alongside work being done as part of Te Ara Paerangi.
27. Subject to your feedback, we will continue to engage with the Wānanga and other stakeholders and develop our thinking in each of these areas, with a view to informing our advice to Ministers after the election.

Risks

28. As part of this work, as well as in our work on Te Hono Wānanga and the Higher Education review, we will need to remain conscious of the breadth of Māori interests and Crown Tiriti obligations. For example, while Wānanga are important Tiriti partners, and thus have been given significant voice in the development of these policies, they are not the only Tiriti partners or groups affected by changes to tertiary education funding systems. It is also important that we have a clear focus on Māori learners.
29. Expectations will need to be managed regarding the pace and scope of this work, as these will be dependent on available resourcing and priorities post-election. For example, an increased focus on our Te Hono Wānanga funding workstream may mean that Wānanga are the prioritised Tiriti partners with regard to te reo Māori and mātauranga Māori funding for the next unit of work.

⁵ Te Ahukaramū Charles Royal. *Manu Kōkiri. Māori success and tertiary education: towards a comprehensive vision*. Taumata Aronui. Dec 2021.