



Education Report: Short-term improvements to te reo Māori funding in tertiary education

To:	Hon Chris Hipkins, Minister of Education Hon Kelvin Davis, Associate Minister of Education – (Māori Education)		
Date:	1 September 2021	Priority:	Medium
Security Level:	In Confidence	METIS No:	1264377
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Messaging seen by Communications team:	No	Round Robin:	Yes

Purpose of report

The purpose of this report is to recommend changes to Student Achievement Component (SAC) level 1-2 te reo Māori funding rates that can be implemented for 2022 and outline possible approaches to the broader review of te reo Māori and mātauranga Māori funding in tertiary education.

Recommendations

The Ministry of Education recommends you:

- note** that Cabinet committed to a review of te reo Māori and mātauranga Māori funding in May 2019 [CAB Min 19-0354]
- note** that the review of te reo Māori and mātauranga Māori funding in the tertiary sector will need to support and align with the Te Hono Wānanga work programme and system wide advice on growing the Māori Medium Education sector
- note** that the Ministry proposes to come back to you shortly with a proposed approach to the review and a plan for undertaking stakeholder engagement that aligns with the Māori Medium Education work programme
- agree** to increase funding rates for te reo Māori in Student Achievement Component levels 1-2 from \$7,850 to \$8,373 from 1 January 2022

☒ Agree / ☐ Disagree
Hon Hipkins

☒ Agree / ☐ Disagree
Hon Davis

- e. **note** that the estimated cost of \$3.3 million per annum should be able to be met out of projected underspends in the fund
- f. **agree** that the Ministry of Education will release this briefing after any changes in te reo Māori funding rates have been communicated to the sector.

Agree / Disagree
Hon Hipkins

☒ **Agree** ☐ **Disagree**
Hon Davis



James Campbell
Senior Tertiary Manager
01/09/2021



Hon Chris Hipkins
Minister of Education
20 / 9 / 21



Hon Kelvin Davis
Associate Minister of Education
Māori Education
13/09/2021

Background

1. In May 2019 Cabinet agreed to a review of te reo Māori and mātauranga Māori tertiary funding in parallel to the development of the Unified Funding System (UFS) for vocational education and training (VET) [CAB-19-MIN-0354 refers]. However, this work has been delayed by COVID-19 and prioritising work on Te Hono Wānanga and Te Wānanga o Raukawa's (TWO R) WĀI2698 claim, which claimed that Crown policies have hindered the efforts of TWO R to contribute to the survival of te reo Māori and mātauranga Māori.
2. 9(2)(f)(iv) [REDACTED]
3. There are some limitations in what we know about te reo Māori and mātauranga Māori provision, because the current subject based approach to funding means we collect a limited range of data. For example, mātauranga Māori encompasses the Māori worldview, knowledge and traditional ways of being, which includes, but is not limited to, te reo Māori me ona tikanga. However, we are aware of a range of issues relating to the current funding approach for te reo Māori and mātauranga Māori:
 - Adequacy of current rates given the scarcity of teaching and curriculum resources and teacher workforce,
 - Oversimplification in funding te reo Māori and "tikanga Māori" as subjects often within the Arts funding category, rather than recognising distinctive delivery approaches that may incur higher costs,
 - Many providers choose to charge zero fees for te reo Māori and tikanga provision at levels 3-7 (non-degree), especially the wānanga where approximately 75 percent of EFTS at levels 3-7 (non-degree) were in courses with zero fees reported in 2020. Funding rates are generally set with an expectation that providers charge fees to learners to share the cost of teaching and learning. This approach reflects views that te reo Māori is a taonga and this national language should be accessible without financial barriers for learners,
 - Additionally, te reo Māori provision contributes towards Fees-Free entitlements at Level 4 and above,
 - The Crown's obligation to protect te reo Māori and mātauranga Māori as a taonga under Article 2 of the Treaty; and
 - Alignment with the language revitalisation goals of Maihi Karauna and incentives for appropriate pedagogical approaches to achieve them.
4. Prior to COVID-19, te reo Māori programmes were experiencing increased demand. Enrolments in 2020 were significantly affected by COVID-19, however we anticipate that in the medium-term enrolments will return to and surpass pre-COVID-19 numbers.

Scoping a review of te reo Māori and mātauranga Māori

5. The review of te reo Māori and mātauranga Māori funding in the tertiary system is currently being scoped to ensure it supports the Government's strategic objectives as outlined in

Tau Mai Te Reo and Ka Hikitia, and aligns with both Te Hono Wānanga and the Māori Medium Education work programme.

6. 9(2)(f)(iv) [Redacted]

7. 9(2)(f)(iv) [Redacted]

- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]
- [Redacted]

8. 9(2)(f)(iv) [Redacted]

9. 9(2)(f)(iv) [Redacted]

10. We propose to come back to you with an outline of our approach to the review work. This will include how we will engage with key stakeholders and the tertiary education sector to further understand the range of delivery currently on offer, and to hear from the sector about the challenges identified above. 9(2)(f)(iv) [Redacted]

11. We will scope the review alongside the development of the Māori Medium Education work programme, which is proposed to include consultation and policy advice on how overall system settings can be adjusted to better progress Māori language revitalisation.

TEC is developing a te reo Māori investment brief

12. In response to Māori aspirations and Government strategies, TEC is also developing an Investment Brief on te reo Māori to help guide future investment in this provision. TEC is currently finalising an evidence brief that analyses all aspects of the relevant provision, including learner demographics and provider profiles. The findings of the evidence brief will inform the Investment Brief.

13. TEC intends to consult with relevant stakeholders about the findings of the evidence brief before finalising and publishing its Investment Brief next year. The Ministry will look for opportunities to align our engagement with current ongoing engagement across the Ministry and with TEC.

Proposed change for 2022


We recommend increasing funding rates for te reo Māori in SAC1-2 from 1 January 2022

14. In advance of the review, funding for te reo Māori in foundational education could be improved. Te reo Māori is in the lowest funding category for SAC1-2 funding at \$7,850 per EFTS in 2022. This funding sits below the funding rate for English for Speakers of Other Languages (ESOL). This is a result of the rates set when we moved away from competitive funding to allocating funding through the investment plan process in 2018 [METIS 1131582 refers], as SAC1-2 provision had previously been dominated by one provider.
15. We recommend increasing the rate for te reo Māori in SAC1-2 to align with the ESOL rate of \$8,373 per EFTS¹. Changes to the funding rate can be made through the SAC1-2 funding determination in September 2021. This increase for te reo Māori will reflect the cost of te reo Māori learning resources and support wider range of teaching approaches, while further work on funding provision across the system continues.
16. This change would primarily benefit Te Wānanga o Aotearoa, which delivered 77 percent of SAC1-2 te reo provision in 2019.² Te Pūkenga subsidiaries delivered 19 percent of te reo provision at the levels, with the remainder being delivered by Te Whare Wānanga o Awanuiārangi and Te Wānanga o Raukawa.
17. While there is an argument that instead targeting funding increases at higher levels of provision might better incentivise progression that supports the increased fluency goals of Maihi Karauna, it is important to have a funding system that reflects and recognises te reo Māori as a taonga. The current lower funding for te reo Māori is a concern in the sector, especially as it is lower than ESOL. Increasing the rate for te reo Māori to the next funding rate³ of ESOL, would:
- emphasise the Government's intention to value te reo Māori (in line with key government policies and strategies),
 - be a show of good-will to the sector, that the Ministry plan on addressing their concerns around te reo Māori and mātauranga Māori funding rates,
 - acknowledge that this is a starting point, while further work is progressed; and
 - would allow more time for the Ministry to engage with the sector and progress work on designing medium and/or long-term options, in line with the Māori Medium Education work programme.

¹ The ESOL funding rate was set higher when SAC level 1-2 rates were set reflecting the higher need learners in ESOL, such as some refugees who lacked access to any formal education.

² 2019 data has been used as 2020 data was impacted by COVID-19

³ General foundation education, services, trades and supported learning rates will continue to be higher (from \$8,896 to \$13,607 per EFTS). All these foundation programmes are targeted at people who do not have foundation qualifications, such as NCEA Level 2. Te reo Māori does not have the same focus, as it supports people of all education backgrounds to gain te reo Māori skills, including those who have achieved degree-level or higher qualifications.

18. The proposed change also has the benefit of being able to be funded out of projected underspends in the current baseline for SAC level 1-2. The increase of \$523 per EFTS for te reo Māori provision would cost approximately an additional \$3.3 million per annum based on current estimated 2021 delivery of around 6,200 EFTS. 9(2)(f)(iv)
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19. Other mātauranga Māori provision, in particular Tikanga qualifications, are traditionally at level 3 or above, however in recent years there is limited level 2 tikanga provision, which is funded at 'General Foundation Education' rates (higher than current te reo Māori funding rates at \$8,896 per EFTS from 2022).

Next steps

20. Following your decisions on this paper, we will come back to you with advice on the scope, approach and timelines for the broader review, including on alignment with the broader Māori Medium Education work programme and outlining our proposed approach to engagement with the sector.

21. 9(2)(f)(iv)
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22. We will update the funding determinations for SAC1-2 in line with your decision on recommendation (c). This will come to Minister Hipkins in September and will need to be signed by the end of September for implementation from 1 January 2022.