



Briefing Note: Māori Education Strategy Session 2021

To:	Hon Kelvin Davis, Associate Minister of Education		
Cc:	Hon Chris Hipkins		
Date:	25 June 2021	Priority:	Medium
Security Level:	In Confidence	METIS No:	1264143
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Messaging seen by Communications team:	No	Round Robin:	N/A

Purpose of Report

1. This paper provides you with a draft annotated agenda and A3 slide-deck for the Māori Education Strategy Session scheduled for 7 July 2021. We would like to discuss this material with you at the upcoming agency meeting on 30 June 2021.

Summary

2. You are scheduled to lead a Māori Education Strategy Session on 7 July 2021. We have prepared a draft annotated agenda and A3 slide-deck for your consideration (attached at Annex 1).
3. This material provides (a) background information about Māori in the Education System, Ka Hikitia & Tau Mai Te Reo, and the Māori Education Work Programme and (b) a 'deep-dive' into issues related to Māori Medium Education and options for Māori Education Legislation.
4. We would like to discuss this material with you at the upcoming agency meeting on 30 June 2021. We will finalise the annotated agenda and A3 slide-deck after this discussion.
5. It is recommended that this briefing is **NOT** proactively released at this time, to enable us to confirm next steps arising from this work.

☒ Agree ☐ Disagree



Dr Andrea Schollmann
Deputy Secretary, ESP

25/06/2021



Hon Kelvin Davis
Associate Minister of Education

28/06/2021

Agenda	<p>Purpose:</p> <p>To introduce Māori Education and deep dive into a few specific pieces of work.</p>
Attendees	<p>Iona Holsted, relevant Dep Secs, Tipene Chrisp, Megan Somerville – Ministry of Education</p> <p>Nick Pole, Lynda Pura-Watson – ERO</p> <p>Tim Fowler, Paora Ammunson – TEC</p> <p>Grant Klinkum, Alex Biddois - NZQA</p>

Slide 1: Strategic overview of Māori Education

This slide sets the context for universal strategies to raise Māori success as Māori, to grow Te Reo with the final slide focused on potential legislative change to strengthen the Māori Medium Education (MME - working title) Pathway:

- Ka Hikitia – Ka Hapaitia (the Māori Education Strategy) and Tau Mai Te Reo (the Te Reo Māori in Education Strategy) were signed off by Cabinet in July 2020 and are cross-agency strategies for the education sector.
- Ka Hikitia – Ka Hapaitia links closely to the 30 Year Education Vision and Objectives.
- Tau Mai Te Reo supports the cross-Government Maihi Karauna to support the revitalisation of te reo Māori.
- We have highlighted key achievements to date that support the vision and outcome domains of both strategies.

Slide 2: Māori Medium Education (working title) – context for change

This slide outlines where Māori learners in education are, the momentum for change, and then focuses in on three enduring challenges that we would like to discuss with Ministers:

- In 2019, there were
 - 47,204 Māori enrolments/attendances in early learning services (21% in Māori Medium Education – MME))
 - 197,343 Māori learners in school (11% in MME – levels 1 or 2)
 - 73,490 Māori learners in tertiary education (26% in Wānanga).
- Most Māori learners are in English medium provision.
- Currently Māori medium provision is unevenly funded through different settings, are fractured and in some cases non-existent.
- We know that Māori do well in MME, that it supports the outcomes of Ka Hikitia, Tau Mai Te Reo, and the Maihi Karauna. We also know that Māori seek to grow MME and exercise greater rangatiratanga.

- There are enduring challenges in terms of scope, partnerships and the relationship of Rangatiratanga and Kāwanatanga.

Pātai:

- *Have we identified the right enduring challenges for confirming the scope of Māori medium education?*
- *Should we have a wider conversation (rather than just with the peak bodies) to confirm the 30% target for Māori in level 1 Māori medium education by 2040, and to support unrepresented Māori medium providers (e.g. Rūmaki immersion units in schools)?*

Slide 3: Legislative and funding settings for Māori medium education (working title)

This slide outlines a potential way of thinking about a MME framework to pursue the 30% target and identifies a set of opportunities for both legislative change and funding settings for discussion with Ministers: We know that:

- Outcomes for Māori who participate in MME are significantly better than for Māori in English medium.
- MME (especially Kohanga, Kura and Wharekura) provision exists because of the drive iwi, whānau and hapu, rather than because the legislative and policy settings make it easy.
- The Government is committed to raising outcomes for Māori.
- “Rangai Māori” sought a Government commitment to achieve 30% of Māori ākonga engaged in MME by 2030; the Associate Minister of Education has informally agreed to that target, by 2040.
- Currently approximately 6% of Māori ākonga are engaged in MME; achieving an ambitious shift to 30% will require wide ranging policy, system and resourcing changes.
- Māori will need to own and drive the direction of change – exercising tino rangatiratanga in relation to the scale of the shift
- Introducing a bill focussed solely on MME, rather than using a multi-focus Education and Training Amendment Bill is likely to demonstrate a singular focus and commitment to MME. It could include principles to drive the direction.
- There are opportunities to introduce legislation and associated investment funding to operationalise the legislation to embed and grow MME pathways.

Pātai:

- *Does the framework and table on slide three identify the right key issues that legislative and operational change should seek to address?*
- *What leadership roles should be undertaken by Māori in this work? Including Māori education services, Māori medium peak bodies, whānau hapū and iwi? How can the Government support this without overpowering Māori interests?*

Māori Education Strategy Session

Slide 1: Strategic Overview of Māori Education



Our 30 year education vision and objectives

Learners at the centre Barrier-Free Access Quality Teaching and Leadership Future of Learning and Work World class inclusive Public Education



Ka Hikitia: Māori are enjoying and achieving education success as Māori as they develop the skills to participate in te ao Māori, Aotearoa and the wider world

Ngā Whetū Hei Whai / Guiding Principles

Excellent Outcomes Belonging Strengths-based Productive partnerships Te Tiriti o Waitangi

Whāia te Iti Kahurangi – Outcome domains

Te Whānau Education provision responds to learner within the context of their whānau.	Te Tangata Māori are free from racism, discrimination and stigma in education.	Te Kanorautanga Māori are diverse and need to be understood in the context of their diverse aspirations & lived experiences.	Te Tuakiritanga Identify language and cultural matter for Māori learners.	Te Rangatiratanga Māori exercise their authority and agency in education.
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Maihi Karauna: a whole-of-government Māori Language Strategy

Outcomes	Aotearoa/Nationhood	Mātaranga/Knowledge & Skills	Hononga/Engagement
Goals	By 2040, 85% (or more) of New Zealanders will value the Māori language as a key part of national identity.	By 2040, one million (or more) New Zealanders will have the ability and confidence to talk about at least basic things in te reo Māori.	By 2040, 150,000 Māori aged 15 years and over will use the Māori language at least as much as English.



Tau Mai Te Reo: Growing te reo Māori through education & growing education through te reo Māori to protect and promote the Māori language for future generations

Ngā Whetū Hei Whai / Guiding Principles

He taonga te reo Tuakiritanga Te Whare o te Reo Mauri Ora He reo kōrero, he reo ora He huarahi ako

Whāia te Iti Kahurangi – Outcome domains

Mihi Mai Our education services will support learners to value, acquire and use Māori language words, phrases and other forms (for example, waiata and haka) that are used on a regular basis in New Zealand society.	Kōrero Mai Our education services will provide Māori language to support learners to develop the ability and confidence to talk about a range of things in the Māori language.	Tau Mai Our education services will ensure learners can access Māori Medium education services in order to develop high levels of Māori language proficiency and use.
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Achievements since the launch

- We have** used **regulatory** and **policy levers** to set requirements for early learning services, schools and tertiary providers to improve performance for Māori learners and whānau and give practical effect to Te Tiriti o Waitangi. This includes the provisions in the Education and Training Act 2020 (as set out in section 9). It includes clear direction in the Statement of National Education and Learning Priorities and the Tertiary Education Strategy that are closely aligned with Ka Hikitia.
- We have** provided **over \$1b of new investment** over the last three budgets, with a particular focus on: strengthening Kōhanga Reo; increasing the use of te reo Māori; supporting whānau and iwi to engage with education services; meeting the material needs of Māori learners (for example, through Food in Schools and Period Products); providing capital investment in Kura Kaupapa Māori and Kura-ā-Iwi; and investing in wānanga. We have also developed a much **sharper focus on investment in Māori learners and whānau through other components** of Vote: Education and Vote: Tertiary Education through our Māori Education Stocktake and changes to the Budget template.
- We have** developed **specific legislative and governance arrangements** to support the implementation of Ka Hikitia through Te Pūkenga and the Workforce Development Councils. We have used existing ownership levers to give clear directions to Education New Zealand, the New Zealand Qualifications Authority and the Tertiary Education Commission about delivering for Māori learners and whānau and giving practical effect to Te Tiriti o Waitangi. We also developed current state information about the Māori Medium Education network to inform ongoing network planning.
- We have** started a **national debate about racism** in the education system through Te Hurihanganui, the Give Nothing to Racism campaign and our work with Ngāi Tahu to establish an anti-streaming alliance.
- We have** implemented **Te Ahu o te Reo Māori** and other **Te Reo Māori initiatives** focused on lifting the Māori language capability across the early learning, kōhanga reo, schools and kura workforce to lift Māori language capability. We have also realigned our professional learning and development priorities to focus on strengthening the cultural capability of the education workforce in early learning and schooling.
- We have **strengthened and supported relationships** with iwi, the Mātauranga Iwi Chairs Group and Māori Education Peak Bodies. We have established Taumata Aronui to provide guidance about issues and opportunities for Māori learners and whānau in tertiary Education.

Slide 2: Māori Medium Education (working title) – context for change

Context: Māori learners and whānau engage in Māori Medium Education and Māori Language in Education generally in various ways that reflect their aspirations and circumstances. Although the majority of Māori learners are learning in English medium there is a strategic opportunity to invest in Māori Medium.

Most Māori learners are in English medium settings

In 2019, there were

- **47,204** Māori enrolments/attendances in early learning services (21% -9,602- were in Māori medium early learning services)
- **197,343** Māori learners in school (11% -20,778- were in Māori medium levels 1 or 2)
- **73,490** Māori learners in tertiary education. 26% were enrolled in Wānanga

Current Māori Medium provision is

... funded through different settings

Early learning

- Early learning funding for Te Reo represented approximately **5.8% of total early learning funding** in 2018/19. Operational funding for services 51% or higher immersion level (this includes Equity C, a yearly grant paid for services speaking a language more than 50% of the time – not specific to Te Reo)

Schooling

- School funding for Te Reo represented approximately **3% of total school funding** in 2018/19. Māori Language Programme (MLP) is one component of operational funding. Funding rates are determined by the percentage of time spent teaching through Te Reo and is not just for full immersion.

Tertiary

- Te Reo is funded in the tertiary system as a subject, and no working definition of Maori medium or data is available. In 2018/19 Te Reo represented 3% of total tertiary funding. Funding rates are determined based on the subject area and NQF level. - Te Reo is the lowest funded subject classification, along with Arts and Social Sciences.

...is thinly spread and lacking full pathways

Whānau do not have access to full language pathways. We have compiled data about catchments as a part of Te Tira Hou.

For example, in East Auckland:

- There is one pathway from kōhanga reo to Y13 through kura kaupapa Māori – TKKM o Puau Te Moananui-a-Kiwa .
- There is an early learning to Y8 pathway in a rumaki unit in Orakei, and in Ōtara through kura kaupapa Māori (TKKM o Ōtara).
- There are kōhanga with no school age provision in Panmure and Chapel Downs.
- There is no Level 1 provision in the eastern part of this catchment, eg, Pakuranga, Howick, Ormiston, or Flat Bush.
- We do not know if there is localised tertiary provision that builds on early learning and schooling language pathways

The momentum for change

We know that ākonga do well in MME.

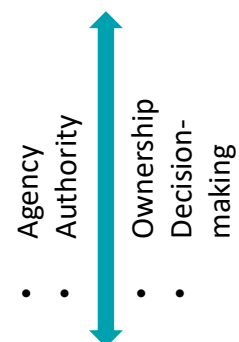
- Raukura (graduates) of MME have significantly higher NCEA Level 3 or UE achievement than their English medium counterparts.
- Growing MME will support the outcomes of Ka Hikitia, Tau Mai Te Reo, and the Maihi Karauna e.g. it will strengthen the identity, language and culture of Māori learners and support te reo proficiency and use.

We know that Māori seek to grow MME and exercise greater rangatiratanga.

This has manifested in various ways in recent years e.g.

- Waitangi Tribunal claims in early learning and tertiary
- Submissions to the Review of Tomorrow's Schools
- Aspirations for stand-alone MME approaches to education workforce, Learning Support
- The Māori Medium Education Peak Bodies (Te Kōhanga Reo National Trust; Te Rūnanga Nui o Ngā Kura Kaupapa Māori and Ngā Kura ā-Iwi) have expressed an aspirational goal of having 30 percent of ākonga Māori engaged in learning through te reo Level 1 by 2040.

Tino rangatiratanga



Kawanatanga

There are three enduring strategic challenges:

Confirming the scope of Māori Medium Education (working title):

We need to

- develop common definitions and lexicon for talking about MME across early learning, schooling and tertiary. E.g. distinguish between Mātauranga Māori, Kaupapa Māori, learning through Te Reo and learning Te Reo
- Investigate a “sliding scale” approach to MME Level 1 provision (for example, ākonga might learn at 100% MME for Years 1-6, 80% MME for Years 7-10 and 50% for Years 11-13) based on what we know about language acquisition and aiming for wide curriculum options in senior years
- Develop pathways to transition Level 2 (51-80%) provision to Level 1.
- Confirm and support the full breadth of level 1 provision across early learning, schooling and tertiary e.g. Māori immersion units in English medium schools, puna reo and wharekohungahunga within early learning.

Developing Productive Partnerships:

We need to

- consider the diversity of Māori voices: ākonga and their whānau (as citizens), hapū, iwi (as Treaty partners), MME peak bodies (as sector representatives), support MME providers who are currently unrepresented (eg, Rūmaki Units and Schools)
- Grow support across the system for MME e.g. learners may transfer to MME services and depopulate English medium services.

Recognising the relationship of Rangatiratanga and Kāwanatanga:

We need to:

- support the leadership roles and responsibilities that should be undertaken by Māori (citizens, Treaty Partners, Education providers) in growing MME.
- confirm what enduring kāwanatanga responsibilities we need to undertake
- consider these questions across: ownership interests; network provision; funding; curriculum; workforce; standard setting; and accountability.

Framework for Māori Medium Education Legislation in lieu of a Māori Education Authority.

There are:
... a range of outcomes we are seeking to achieve:

- Education outcomes
- Ākonga and whānau wellbeing
- Te Reo and Mātauranga Māori fluency and connection
- Tino rangatiratanga - Māori rights to exercise appropriate levels of agency and authority over the development and operation of MME, in partnership with the Crown

... with several components that need to be addressed as an integrated set:

- Scope and definition
- Entity type
- Network planning and management
- Resourcing (property and equipment)
- Funding Models
- Education Workforce (including leadership)
- Curriculum and qualifications
- Length and structure of school year (schooling)
- Learning Support ...

...we consider some legislative principles will support a coherent approach across these settings:

- build on (a) the principles included in the Māori Language Act 2016 and (b) the objectives for tertiary education included at s253 of the Education and Training Act.
- Set out the requirement for MME to be provided as an expected component across the education system and recognise distinctive kaupapa Māori pathways within
- Recognise the status of mātauranga Māori and te reo Māori as taonga.

An integrated approach to strengthening MME (working title)

- Define the scope of MME
- This will require us to (a) define some key ideas (including Māori Medium Education, Kaupapa Māori education, mātauranga Māori, etc) and (b) describe the relationship between MME and wider education sector

- Entity type
- Currently, Kura Kaupapa Māori, Kura ā-lwi, Wharekura and Wānanga are Crown Entities. Some Māori aspire to establish a new entity type for MME services that is ‘by Māori, for Māori’
 - Currently the status and recognition of some MME provision is problematic eg puna reo and whare kohungahunga in early learning, and level one immersion units within English medium schools.

- Network planning and management
- MME Peak Bodies have expressed concern that it is slow and labour-intensive to establish new MME services, and that third parties have too much influence over this process. They would like to lead network planning and management for MME services.

- Funding Models
- Currently, MME services are funded through a range of different settings that reflect broader arrangements for early learning, schooling and tertiary funding. This means there is no consistent framework for reflecting funding requirements driven by MME (that is, the costs of teaching and learning through te reo Māori) and the official language status of Māori.

- Education Workforce (including leadership)
- There are workforce supply issues across MME
 - The MME workforce requires additional skills above and beyond the English medium workforce, that is, fluency in Māori and English and an understanding of bilingual education

- Curriculum and qualifications
- Currently different groups, including some MM Peak Bodies, and lwi are wanting to develop and formalise their own curriculum. It is unclear how this relates to the current national curriculum.
 - Some MME providers may want to develop alternative qualifications regimes.

- Length and structure of school year (schooling)
- Currently there is a one kura who is trialling structuring the school day and year around the maramataka. Others have suggested that this is something they are keen to explore.

- Learning Support
- During Kōrero Mātauranga, whānau told us that learning support services for MME is insufficient and does not meet the cultural, language, and learning needs of MME ākonga

Considerations – including legislative and operational

- It will be necessary to include definitions of key terms in education legislation and some principles to drive a consistent approach. for example, the extent to which MME operates within or outside the wider education systems (e.g. teacher education, registration, PLD) etc
- These legislative definitions must be developed with Māori.
- We will need to communicate these definitions to the education sector.

- It will be necessary to describe the proposed new entity type and ensure we understand the full range of implications of changing ownership (including, for example, provision of capital funding, how operational funding is managed, workforce employment, etc).
- We will need to test the interest of existing services in maintaining the status quo or moving to a new entity type.
- It will be necessary to legislate for the establishment of a new MME entity type and develop transition arrangements for entities that wish to change status. It will also be necessary to amend funding.
- It will be necessary to consider the status and recognition of all MME providers which will have funding and possibly legislative changes

- Develop enabling provisions in legislation to streamline MME establishment.
- Identify ‘start-up’ funding requirements for new MME services and an appropriate lead-time.
- Determine who manages network planning for MME and provide funding for this function.

- It will be necessary to develop a clear understanding of the costs of providing MME services and how these differ from the costs for providing English Medium services.
- Undertake MME funding review across early learning, schooling and tertiary (including Ops Grant and MITA in schooling)
- Consider developing a VOTE Māori Medium Education

- investigate making Te Reo teaching and teaching through Te Reo fees free or earn as you learn
- Investigate provisions in the collective agreements e.g. to increase remuneration
- Identify the broad workforce skills needed to provide quality MME and consider alternative opportunities to credentialise the education workforce e.g. Tohu Whakapakari in Kohanga Reo
- Invest in technology solutions to support the teaching of Te Reo and teaching in Te Reo
- Strengthen pre-service training and support for MME teacher training
- Grow the te reo Māori proficiency of the current MME workforce

- Consider the status of multiple curricula and develop mechanisms for ‘approving’ curricula
- There are funding implications for developing, implementing, and reviewing curriculum, as well as support for teachers to work to the curriculum, teaching resources development, and developing progress and assessment methodology/support.
- Consider the status of multiple qualifications regimes including ‘approving’ qualifications, localised/national/international recognition of multiple qualifications regimes

- Introduce an opt-in structure for school terms / semesters based on maramataka – this would need to consider changes to the way we pay teachers, access to other services such as before and after school care, school transport.

- Establish a skilled dedicated Learning Support workforce and funding