



Te Pūkenga

Te Pae Tawhiti

Insights into Te Tiriti o Waitangi and Māori Equity practices throughout our network

July 2021

*Mihia te rangi e tū iho nei
Mihia te papa e takoto ake nei
Tangihia ngā mate huhua kua riro ki te pō
Nō hea te aroha e mutu
Mihia te ariki taungaroa, a Kingi Tūheitia me tōna kāhui
Nō hea ngā mihi e oti
Mihia ngā maunga whakahi, ngā awa tūpuna
Mihia ngā kuratini o te motu me ngā kōrero
Nau mai rā e te iwi
E kai ō mata ki te pae tawhiti
Tēnei te pae ka rapua
Tēnei te pae ka whāia
Ka whakamau ai kia tīna
Haumi e hui e, Taiki e!*

Te Pūkenga has been established to create a unified and sustainable public network of regionally accessible vocational education across Aotearoa New Zealand. We have a specific focus on ensuring our services and organisation works well and responds with excellence to the needs and aspirations of Māori learners, their whānau, iwi and communities.

As an organisation we aspire to Te Tiriti o Waitangi excellence, and our first step on this developmental journey was to understand our current Te Tiriti o Waitangi and Māori-Crown relations practice, and current capability and capacity to deliver to that aspiration. Accordingly, we commissioned a Te Tiriti o Waitangi excellence framework (Te Pae Tawhiti), and in late 2020 started an earnest self-reflective assessment exercise across the vocational education and training network to understand how we are tracking towards practice that delivers equity for and with Māori; and how meaningful and authentic our partnerships are with Māori.

This report is a network view of the insights carefully and respectfully gathered from that exercise. We are heartened by the richness of the insights. They identify current capability, and the strengths and weaknesses of our network in giving effect to Te Tiriti o Waitangi, and excellent practice that we can share across the network to amplify impact for Māori, and momentum towards Te Tiriti o Waitangi excellence. Importantly, this report tells us what system challenges we need to disrupt or dismantle, as we design an organisation that can reflect Māori-Crown partnerships in all its activity, as it delivers equity and inclusion for and with Māori.

We have a once-in-a-generation opportunity ahead of us. This report contains insights into what our network believes are the seeds of opportunity and practice with potential that they wish to spread. Together with the opportunities to enhance success for Māori learners that are identified in Te Rito Report (Part One, June 2021), we are establishing a strong Māori learner-informed and Te Tiriti o Waitangi-led foundation for our network transformation.

I te puāwaitanga o te harakeke, he rito whakakī whāruaru.



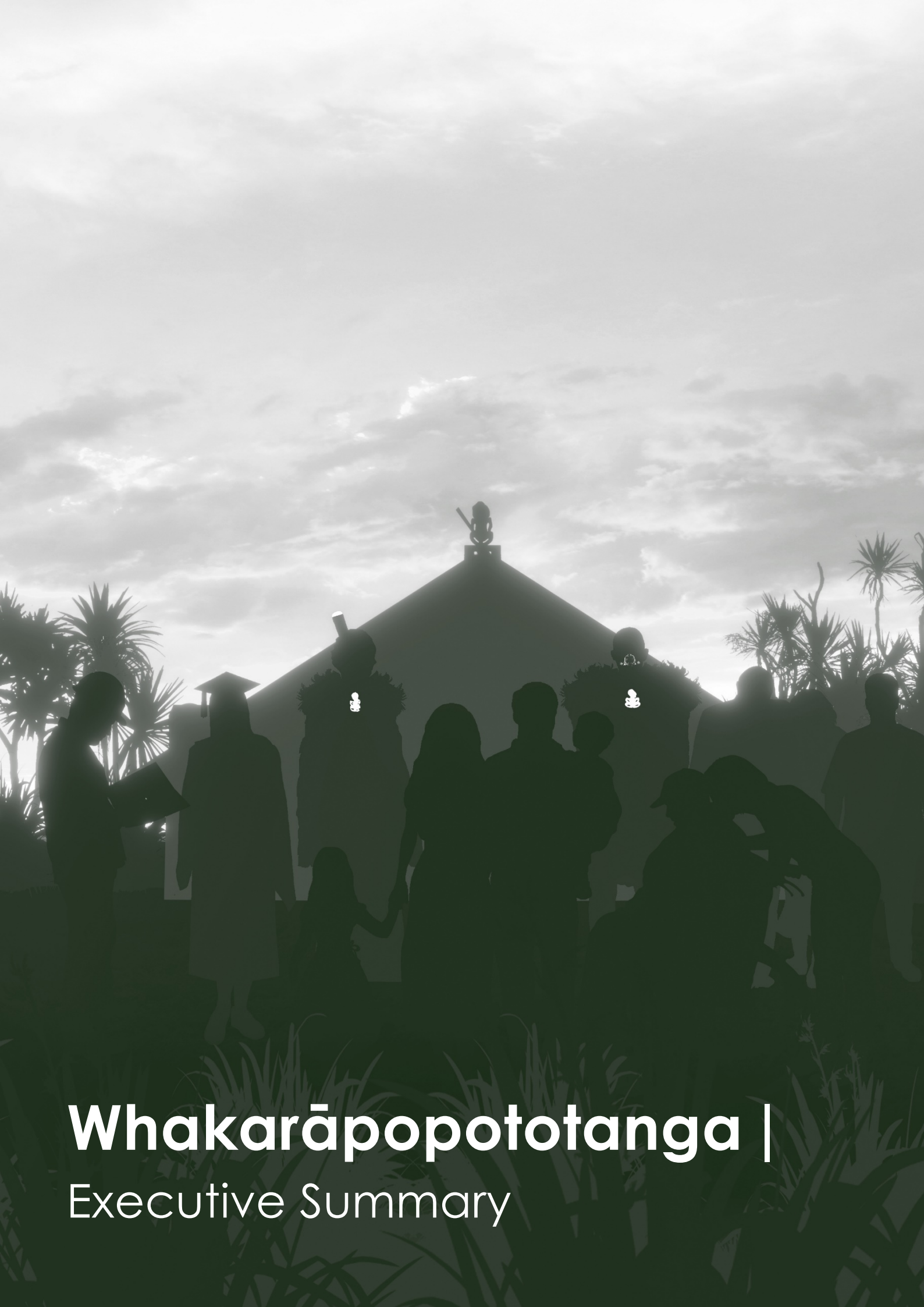
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Whakarāpopototanga | Executive Summary

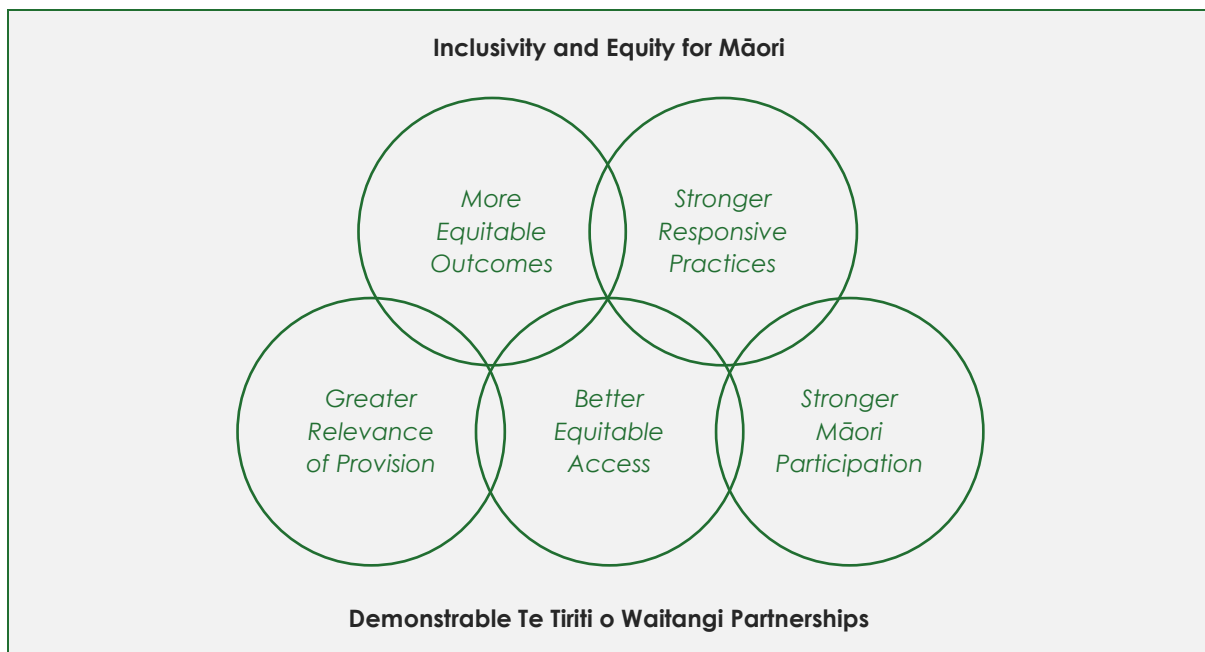
1.1 Context

Te Pūkenga is focused on ensuring its services work well and respond with excellence to the needs and aspirations of Māori learners, their whānau, iwi and Māori communities throughout Aotearoa New Zealand. This objective is driven from the legislative mandate of the Education and Training Act 2020, the Charter (the grant of authority, rights, powers and obligations), regulatory guidance (how and when Te Pūkenga will exercise specific powers under legislation), and from the will of the governing Te Pūkenga Council.

This overview report of network insights is a key deliverable in response to the duties charged of Te Pūkenga in our Charter, which include reflecting Māori-Crown partnerships in order to:

1. Ensure that our governance, management, and operations give effect to Te Tiriti o Waitangi;
2. Recognise that Māori are key actors in regional social, environmental, and economic development; and
3. Respond to the needs of and improve outcomes for Māori learners, whānau, hapū and iwi, and (Māori) employers.

Te Pae Tawhiti – Te Tiriti o Waitangi excellence framework (Te Pae Tawhiti) provides Te Pūkenga with internal guidance to achieve Te Tiriti o Waitangi excellence. It is centred on a combination of continuous obtainment (whakamaua) and pursuit (whāia) of two major objectives and five associated goals – as represented in the graphic below.



1.2 Summary of the approach

Mā te rongo, ka mohio; mā te mohio, ka marama; mā te marama, ka matau; mā te matau, ka ora

From listening comes knowledge, from knowledge comes understanding, from understanding comes wisdom, from wisdom comes wellbeing

Between October 2020 and February 2021, Te Pūkenga subsidiaries were asked to prepare a self-reflective report based on Te Pae Tawhiti, with guidance from a Te Pūkenga Kaitautoko – senior Māori leaders from the subsidiary network. They were given three months to determine their methodology, gather evidence, source information, undertake any consultation they deemed appropriate and submit a final report on 31 January 2021. As part of this self-reflection, subsidiaries also outlined their line of sight on what actions they are planning for 2021 and 2022 in pursuit of Te Tiriti excellence as outlined in Te Pae Tawhiti.

We have utilised a mana-enhancing approach in this process as we seek to understand our current state, in order to prepare for and develop a strong Tiriti-led foundation for the network of Te Pūkenga. A kaupapa Māori analysis of subsidiaries' self-reflective reports was undertaken during March and April 2021

by independent kaupapa Māori researchers. The analysis was framed by mātauranga Māori (relating to *te harakeke*) and informed by te ao Māori values and principles.

This overview report of current state network insights is the result of this work. It provides Te Pūkenga with a view of the current state of Te Tiriti o Waitangi practice within the subsidiaries, the challenges subsidiaries are experiencing, and examples of practices that have potential to inform ongoing development of Te Pūkenga and its support of subsidiary development. Further, these insights have been provided to each Deputy Chief Executive of Te Pūkenga to help inform their respective workstreams, the organisation design and Operating Model for Te Pūkenga.

Based on the network's insights and a comprehensive overview on the direction of travel, we acknowledge this future direction needs to be informed by the distinctive strengths that each subsidiary brings to a connected and collaborative network and their 2021/2022 action plans. It is within this wider context that this report shares insights as they pertain to the Māori-Crown partnership and Te Tiriti o Waitangi duties of Te Pūkenga under its Charter.

1.3 Summary of the findings

The insights in this report are significant. This is the first time a comprehensive Te Tiriti o Waitangi practice analysis has been undertaken across what were Institutes of Technology and Polytechnics (ITPs) and are now the subsidiary network of Te Pūkenga.

This report structures the findings into two sections:

- Te Puāwai: Insights – the key insights from the kaupapa Māori analysis of subsidiary self-reflective reports in respect of the Charter duties to reflect Māori-crown partnerships and Te Tiriti o Waitangi.
- Ngā Rau: Enablers – a fuller analysis using Te Pae Tawhiti excellence framework key reflective questions to inquire into the nature and practice of the subsidiary network, in relation to the Charter duties to reflect Māori-crown partnerships and Te Tiriti o Waitangi.

Subsidiaries were given three months to undertake an internal process using the self-reflective questions in Te Pae Tawhiti. We acknowledge subsidiaries for exceeding this self-reflection.

Throughout this process of self-reflection, it was identified that:

- subsidiaries have inconsistent perspectives of a Te Tiriti o Waitangi partnership.
- a wider systems approach is required to re-vision and resource what 'active and meaningful' partnership and engagement looks like
- Te Pūkenga needs to give equal consideration to the outcomes, goals and the 'Future State of Māori Education' as articulated in Te Pae Tawhiti.
- insights from this reporting process can improve future processes.



Te Puāwai | Insights

2.1 Insight 1: Giving effect to Te Tiriti o Waitangi

Listed below are some insights from the kaupapa Māori analysis of the subsidiaries' self-reflective reports in relation to the Charter duty to 'Give effect to Te Tiriti o Waitangi in governance, management, and operations'.

2.1.1 Te Tiriti o Waitangi partnerships

- He Whakaputanga o te Rangatiratanga o Nu Tireni (Declaration of Independence 1835), Te Tiriti o Waitangi and the principles of Te Tiriti o Waitangi inform how subsidiaries give effect to Te Tiriti o Waitangi.
- Iwi, hapū and papatipu rūnanga are most commonly viewed as the 'Te Tiriti o Waitangi partner' by subsidiaries.
- The term 'Te Tiriti o Waitangi partnership' is used in a range of ways.
- Mana ōrite agreements with iwi reflect a Te Tiriti o Waitangi partnership.
- Subsidiaries hold a range of formal partnership agreements at various hapū and iwi 'levels'.
- It is important to maintain mana-to-mana Te Tiriti o Waitangi partnerships and relationships established prior to Te Pūkenga.
- Some formal partnership agreements are sector-specific.
- Most subsidiaries have strategic documents reflecting Te Tiriti o Waitangi-based partnership objectives.
- Te Tiriti o Waitangi-based partnerships need to be practiced in real life.
- Marae-based engagements keep Te Tiriti o Waitangi partnerships alive.
- Increasing hapū and papatipu rūnanga autonomy will require new approaches to Te Tiriti o Waitangi partnerships.
- Further work is required for more meaningful Te Tiriti o Waitangi partnerships.
- Partnerships with wānanga and training providers can be more effective.

2.1.2 Te Tiriti o Waitangi-based systems

- Efforts to effect systemic Te Tiriti o Waitangi-based change are not consistent.
- Te Tiriti o Waitangi partnership awareness needs to be communicated to all staff and learners.
- There are a range of innovative Te Tiriti o Waitangi-based strategies and frameworks to share and leverage.

2.1.3 Te Tiriti o Waitangi-based leadership

- Meaningful Te Tiriti o Waitangi partnership includes co-governance.
- Decision-making boards need to develop Te Tiriti o Waitangi capability of their board members.
- Clarity on the capacity in which Māori are represented on governance boards.
- Sub-committees and Māori advisory groups established for Te Tiriti o Waitangi purposes are progressing towards co-governance.
- Subsidiary executive leadership and management teams need capable Māori members in meaningful positions.
- Some subsidiaries have dedicated resource to support Te Tiriti o Waitangi partnering.
- Academic quality requires capable kaupapa Māori leadership.

2.2 Insight 2: Māori as key actors in regional development

Listed below are some insights from the kaupapa Māori analysis of the subsidiaries' self-reflective reports concerning 'Māori as key actors in regional social, environmental and economic development':

- Iwi and Māori are Te Tiriti o Waitangi partners and regional leaders - not just key participants.
- Partnering with iwi and hapū collectives provides robust guidance and direction with organisational strategy, policy, and planning.
- Iwi, hapū and Māori community engagement is critical for subsidiary strategy and performance.
- Integrated regional development approaches contribute to broader outcomes.
- Engaging with iwi education teams contributes to better outcomes.
- Partnering with Māori communities contributes to wider outcomes.
- Active management of relationships with Māori industry will enhance Māori learner outcomes.
- Mana ōrite arrangements enable Te Tiriti partners to genuinely progress Māori, iwi, and hapū visions and aspirations.
- Iwi-supported trades training programmes are important to the network.

2.3 Insight 3: Improve Māori outcomes

Listed below are some insights from the kaupapa Māori analysis of the subsidiaries' self-reflective reports in respect of the Charter duty to 'respond to the needs of and improve outcomes for Māori learners, whānau, hapū and iwi, and (Māori) employers'.

2.3.1 Outcomes for Māori learners

- Overall, inequities continue for Māori learners.
- Subsidiaries report Māori learner inequities in a variety of ways.

2.3.2 Learning environments to address Māori inequities

- Distinctive te ao Māori approaches are required to address Māori inequities.
- Active and meaningful partnership work is required to raise the visibility and interrogation of data.
- Subsidiaries should actively contribute to a wide range of hapū, iwi and Māori outcomes.
- Learning environments must be safe and welcoming to be inclusive and equitable.
- Kaupapa Māori-embedded programmes in the learning environments improve outcomes and need to be part of all curriculum decisions.
- Learning environments that uphold mana Māori improve outcomes.
- Te ao Māori sites of learning improve outcomes.
- Calling out racism and bias in learning environments is required to improve outcomes.
- Māori learning environments that uplift the mana of whānau, improve outcomes.
- Māori learner support services conducive to Māori learner success, improve outcomes.

2.3.3 Access to address Māori inequities

- Equitable distribution of funding and resources improve outcomes.
- Development of flexible learning delivery (whether on campus, in the workplace, online or otherwise) and associated support systems need to improve outcomes.
- Regional hub/campus student support will improve outcomes.

2.3.4 Cultural responsiveness to address Māori inequities

- Developing strong cultural capabilities in staff is crucial to improve outcomes.
- Developing a plan for racism and bias is needed to strengthen responsive and inclusive practices.
- Everyone is responsible for, and needs to work on, stamping out racism and bias.
- Developing strategies and actions for embedding te ao Māori is required to strengthen responsiveness.

2.3.5 Systems, structures and services to address Māori inequities and transform vocational education

- A strategic approach for Māori in leadership positions is necessary to improve outcomes.
- Capacity building, and employing and growing Māori staff is crucial to improve outcomes.
- Capability building, and uplifting Māori skills and leadership is key to improve outcomes.
- Kaupapa and mātauranga Māori critical mass and thought leadership are important for kaupapa and mātauranga Māori to flourish in the network of Te Pūkenga.
- Development of te ao Māori and mātauranga Māori curriculum is crucial.
- Equity reclamation is required.
- Redefining outcomes is necessary.
- Equal performance outcomes are a minimum.

2.3.6 Performance measurement

- Exploring the distinction between Māori outcomes and Te Tiriti o Waitangi outcomes will broaden strategic and performance approaches.
- Key performance indicators designed in genuine Te Tiriti o Waitangi partnership will improve Māori and overall outcomes.
- Tikanga-based performance measurement approaches are beneficial.
- Māori success data analysis and the sharing of that data with Māori partners varies across the network, and a national approach to how that is shared needs to be set.
- We can improve the consistency and quality of data collection and analysis relating to Māori graduate employment, social or cultural outcome across the network.
- Te Pūkenga will benefit from monitoring and analysing a wider range of quantitative and qualitative Māori success data, and this should be identified with Te Tiriti o Waitangi and Māori partners.
- There are pockets of innovative Māori-specific data initiatives.
- There is an intention to measure impact as well as performance.

2.4 Insights for growth

Listed below is a summary of some of the main developmental insights from the kaupapa Māori analysis.

2.4.1 *Subsidiary challenges*

The reports also reflected common and persisting challenges that the subsidiaries faced:

- An absence and lack of clarity of what partnership means and looks like.
- The need to protect, preserve and enhance pre-existing Te Tiriti o Waitangi and Māori partnerships.
- Limited capacity and capability on both sides of Te Tiriti partnerships due to competing demands.
- Te ao Māori design and delivery relies on limited expertise across the network but is essential to improve outcomes.
- Limited resources to research and understand Māori learner needs and Māori cultural competency pathways.
- Māori student support services and staff that have been disestablished
- Working in silos, not in a collaborative and cooperative manner.
- Calling out and addressing racism and bias that remains in the education system.

2.4.2 *Practice with potential*

There are numerous examples of practices that have real potential to scale up or transfer across the network. Some of these include:

- Mana ōrite agreements and co-governance arrangements that already exist with iwi, hapū and Māori.
- Te Tiriti governance models with iwi, rūnanga, Māori, community and industry.
- Regional collaborations with iwi and Māori health, social and education providers have an important role in lifting outcomes for Māori.
- Sharing our strategic approaches across the network of Te Pūkenga and broader vocational eco-system will be beneficial.
- Holistic approaches to Māori learner success and wellbeing is critical, including kaupapa Māori specific services and spaces.
- Māori leadership is vital at governance, management and operational levels across the network.
- Respected people who are well connected with their hapū, iwi and hāpori can be a game changer at local leadership and decision-making levels.



Ngā Rau | Enablers

3 Ngā Rau | Enablers

This section outlines insights that align with the three Charter expectations of Te Pūkenga in relation to Māori-crown partnerships, namely that Te Pūkenga must reflect Māori-Crown partnerships:

1. Ensure that Te Pūkenga governance, management and operations **give effect to Te Tiriti o Waitangi**
2. Recognise that **Māori are key actors** in regional social, environmental and economic development
3. Respond to the needs of and **improve outcomes for Māori** learners, whānau, hapū and iwi, and (Māori) employers.

It provides a fuller analysis of the subsidiary insights using Te Pae Tawhiti framework key reflective questions, including the nature and practice of subsidiaries.

3.1 Charter Expectation 1 – Giving effect to Te Tiriti o Waitangi

Outcome 1. Demonstrable Tiriti o Waitangi partnerships

Reflective Question 1 – Are Māori-crown partnerships active and meaningful?

He Whakaputanga o te Rangatiratanga o Nu Tirenī (Declaration of Independence 1835), Te Tiriti o Waitangi and the principles of Te Tiriti o Waitangi inform and guide what 'giving effect to Te Tiriti o Waitangi' means at all levels; philosophically, strategically, operationally and practically.

One of the key concepts being considered by Te Pae Tawhiti is that Te Pūkenga can demonstrate it works in collaboration with Māori, iwi and hapū partners as per its legislative requirements.¹ It is important to acknowledge that Te Pūkenga, as a new entity, is yet to determine and demonstrate such collaborations. While Te Pūkenga is still establishing who its Te Tiriti o Waitangi partner(s) is/are and its Te Tiriti o Waitangi strategy, it is equally important to acknowledge that some subsidiaries already actively demonstrate collaborations with Māori, iwi and hapū partners. These existing relationships are the cornerstone of Te Pūkenga network Māori-Crown partnerships.

One subsidiary that has developed a comprehensive framework for Māori achievement refers to their four principles of Te Tiriti o Waitangi being protection, partnership, participation and prosperity. Their vision is "*Ngāi Māori ki te whai ao - whānau transformation through education, enterprise and agency*", and it refers to Māori learners and their whānau throughout their framework.

Another subsidiary referred to their mana ōrite partnership and their "*empower partnership approach*".

A third subsidiary said their Board and Executive "*acknowledge that the organisation is going to have to do things differently to give effect to Te Pae Tawhiti. We urgently need to strengthen our engagement with Māori and embed cross organisational processes of self-review and enquiry throughout the learner journey*".

One subsidiary acknowledges "*He Whakaputanga o te Rangatiratanga o Nu Tirenī 1835/Declaration of Independence as the founding document and Te Tiriti o Waitangi as responding to it*". They believe their role within Te Pūkenga "*is of including He Whakaputanga as central to the understandings of Te Tiriti, and as a founding document*".

¹ Te Pae Tawhiti, p.11.

Te Pūkenga partnerships and equity workstream leads Te Tiriti o Waitangi and has much work ahead. They will be working with all other workstreams within Te Pūkenga to support their own efforts under Te Pae Tawhiti. During this analysis mahi, a new team of Māori staff (Kaitautoko) have been brought together from across the network to support and facilitate this important Te Pae Tawhiti self-reflection exercise across all of the subsidiaries. At the same time, all staff within Te Pūkenga and across the network will be required to take a step-change in their own activities to pursue Te Tiriti o Waitangi excellence across Te Pūkenga and the vocational education system.

3.1.1 Iwi, Hapū and Papatipu Rūnanga are most commonly viewed as the ‘Te Tiriti o Waitangi partner’

The subsidiary reports reflected a range of perspectives on who or what is a Te Tiriti o Waitangi partner and the nature of their respective formal partnership agreements. Most subsidiaries however, referred to iwi, hapū, papatipu rūnanga and mana whenua as the ‘Te Tiriti o Waitangi partner’.

Some subsidiaries noted the evolution of the Te Tiriti o Waitangi-based partnerships from iwi to hapū/papatipu rūnanga. They reported that some iwi are implementing a “process of devolution” that focuses on regional rangatiratanga and hapū/papatipu rūnanga development. As such, multiple hapū/papatipu rūnanga may inevitably want an active and meaningful relationship with Te Pūkenga regional delivery. This development has implications on the nature, extent and processes by which formal Te Tiriti o Waitangi-based partnership arrangements are developed within Te Pūkenga.

Overall, the review reports did not detail the processes by which each subsidiary identified the appropriate Te Tiriti o Waitangi partner for their region. One subsidiary noted that the iwi they had formal agreements with were sourced through a directory of iwi and Māori organisations, Te Kāhui Māngai, and their regional Te Puni Kōkiri office.

Another subsidiary reported that one of their main resources for understanding the community they serve is a subsidiary rūnanga. The rūnanga membership includes representatives of hapū, iwi, schools, organisations, businesses, marae, community groups, Crown agencies and mana whenua. The rūnanga provides advice, guidance and direction to the subsidiary Board and Executive on a range of matters, including appropriate Te Tiriti o Waitangi-based partners.²

3.1.2 The term ‘Te Tiriti o Waitangi partnership’ is used in a range of ways

Subsidiaries referred to a range of relationship types – partnerships, relationships, connections, collaborations – as well as a range of relationship purposes, i.e. to align, engage, partner, consult, discuss, co-design, and develop.³ One subsidiary compared ‘partnership’ with ‘co-design’ and provided a useful analogy of a double-hulled waka to exemplify the (currently untapped) potential of subsidiaries co-designing with iwi:

“We’ve bought the double hull together; we’re running at 20% of what we could produce. It is exciting that both iwi are at the table. If the double hull is here, I like the word co-design – partnership is outdated. As we start to develop it, we will see some transformation trickling down. I think as iwi we can bring a lot more, also about educating our Board not Pae Tawhiti - rather Pae Tata.”

² The independent analysts noted that, with this subsidiary, notwithstanding there are several recognised iwi exercising mana whenua within their region, they only have a formal partnership agreement with one of those iwi. The subsidiary did not elaborate on the rationale in their self-reflective report .

³ Some subsidiaries included kaupapa Māori management arrangements within their subsidiary within Te Tiriti o Waitangi-based partnership section of Te Pae Tawhiti reporting template. While these may be outcomes of a Te Tiriti o Waitangi-based partnership, for the purposes of this report, they have been reflected in the section concerning *Stronger Responsive Practices* [Goal 5 – RQ2]. Similarly, some subsidiaries have included engagements with mana whenua and/or mana whenua education agents in Te Tiriti o Waitangi-based partnership section. In these cases, for the purposes of this report, these have been reflected on and included in the section concerning *Recognising Iwi, Hapū and Whānau*.

It would be useful for the subsidiary network to have some guidance (or general understanding for Te Pūkenga purposes) on what a 'partnership' looks like and how it may be distinguished from other types of relationships. Similarly, it would be useful for the network to have a shared understanding of what 'Te Tiriti o Waitangi-based partnerships' look like compared to other 'partnership' types. The processes, objectives and outcomes involved with each may be different and distinctive.

3.1.3 Mana ōrite agreements with iwi reflect a Te Tiriti o Waitangi partnership

Two subsidiaries have mana ōrite agreements with iwi or iwi collectives. Others are progressing towards mana ōrite agreements, which are characterised by:

- clear objectives, principles, expectations, and protocol of the mana ōrite Tiriti relationship.
- a clear purpose of the iwi collective to influence the provision of tertiary education in their rohe.
- a clear purpose of the subsidiary to ensure it provides tertiary education and vocational training that is relevant to and meets the needs of the iwi partner/s.
- a clear purpose of the Board's statutory governance role.
- agreed priorities and annual work plans.
- a calendar of scheduled strategic planning workshops that shape the key priorities.

One subsidiary has established a good platform with a *Te Mana Ōrite Tiriti Relationship Agreement*, and the make-up of its board (83% Māori) are key levers in this regard.

That partnership was developed with the iwi partner collective, representatives of multiple iwi of the region supported by a Te Arawhiti co-design 'empower' partnership approach. The approach involves constructing an iwi partner collective framework to implement Te Mana Ōrite Relationship Agreement within the organisation at all levels, including structure, policy, procedure and practice.

A key deliverable of the first phase of this process were Iwi Educational Success Measures developed by the iwi partner. Progress on the work plan and impact is reported quarterly to both the subsidiary board and the iwi partner collective representatives in a mana ōrite report. One of the core principles of their organisation Māori success strategy is that, "*Te Tiriti o Waitangi is lived [here]*".

Another subsidiary noted that they have a Mana Ōrite Relationship Agreement like the National Iwi Chairs Forum has with Stats NZ Tatauranga Aotearoa, a relationship based on a mana ōrite (equal status). The subsidiary described that it has two distinct levels of relationship: mana-to-mana and mahi-to-mahi. Mana ōrite ensures both parties have equal explanatory power, which means that each party's worldviews, knowledge and expertise have equal status within their respective environments.

- **Mana-to-mana** – is a relationship where a governance-to-governance relationship is established
- **Mahi-to-mahi** – is a relationship where the management-to-management or operations-to-operations relationship is established.

At the mana-to-mana level, governors of boards have a direct relationship where mana ōrite is maintained. At the mahi-to-mahi level, management and operations engage with the management and operations of the other, ensuring that the hierarchy and responsibility of position holders are respected and reflected in the other's response, that is, not a third-tier manager expecting to engage with the chief executive or board chair of the other organisation.

For that subsidiary, in terms of mana-to-mana, their board chair has maintained continuous engagement with iwi chairs with whom the subsidiary has Te Tiriti o Waitangi-based partnership arrangements on matters of importance, through both formal and informal mechanisms. The board is supported by two Māori directors, one of which was appointed following the support and recommendation of all eight iwi of that rohe.

In terms of mahi-to-mahi, the subsidiary chief executive has a direct relationship with the chief executive and general managers of the region's iwi. The subsidiary has an executive director ōritetanga, through delegation from the chief executive, that holds specific responsibility within their role to advance relationships with iwi and Māori, providing resources, advice and support to ensure

appropriate relationships are able to be developed and maintained at all levels of subsidiary operations.

With some subsidiaries, mana ōrite approaches are evident even without a formal mana ōrite agreement. For example, the board chair and chief executive of one subsidiary regularly engage with the respective chair and chief executive of the iwi collective authority in their region. The subsidiary chair and chief executive are advised and supported by the subsidiary's executive director Māori and the subsidiary's Māori office.

3.1.4 Subsidiaries hold a range of formal partnership agreements at various iwi 'levels'

The subsidiary reports reflected a range of formal arrangements for Te Tiriti o Waitangi partnerships with iwi, hapū and papatipu rūnanga, including:

- multiple memorandums of agreement with iwi (or an iwi collective), hapū or papatipu rūnanga (or collectives) in the region.
- single memorandum of agreement with iwi, hapū or papatipu rūnanga collectives in the region.
- memoranda of understanding with iwi, hapū or papatipu rūnanga (or collectives) in the region.
- formal agreements with iwi education subsidiaries or business units.

The agreements commonly outlined both the nature of the relationship along with expectations from both parties. Their objectives include building skills and knowledge of iwi and Māori communities in the region and building strong communities and whānau to support iwi social, cultural, and economic development.

One subsidiary views their formal agreement as a *"living agreement"* that is reviewed and re-signed with their Te Tiriti o Waitangi partner at periodic intervals (tri-annually).

One subsidiary acknowledges that there are several hapū within their region. It has, however, entered into a Te Kawenata agreement with one iwi. The subsidiary notes that this iwi *"is acknowledged and recognised as the mana-whenua iwi group for the... region."* It has signed that Te Kawenata agreement with a post-settlement governance entity that is the formal representative body for the Iwi. Other iwi are *"involved and informed"* in the subsidiary's activities *"whenever both parties [to the agreement] feel it is appropriate"*.

While some formal strategic partnership agreements have been initiated, and are the basis for joint action, not all have been formalised or finalised.

Some subsidiaries also referred to partnerships in a more 'working with each other' sense, as opposed to a Te Tiriti o Waitangi-based partnership. In these cases, their subsidiary report was not clear if the intent of the partnership was to 'give effect to Te Tiriti o Waitangi' or to have 'collaborative partnerships' that just happened to be with Māori, iwi and/or hapū.

3.1.5 Importance of maintaining mana-to-mana Te Tiriti o Waitangi partnerships established prior to Te Pūkenga

Some subsidiaries reported having Te Tiriti o Waitangi partnerships, and related arrangements, prior to the establishment of Te Pūkenga. However, during the transition from independent entities to subsidiaries of Te Pūkenga, some Te Tiriti o Waitangi partnership arrangements have not transitioned as well. For example, iwi and/or hapū representation (or similar arrangements) at a subsidiary governance level has not continued, and previous formal partnership arrangements have not 'carried over' into existing governance arrangements.

To maintain integral, ongoing Te Tiriti o Waitangi-based partnerships with iwi and/or hapū, these mana-to-mana arrangements should continue to be provided for, and where they have diminished, they should be re-empowered.

3.1.6 Some formal partnership agreements are sector specific

Some subsidiaries have formal agreements with iwi or iwi service providers that are specific to an industry sector (rather than for overarching partnership purposes). The 'partnership' is held more so with a subsidiary department or programme rather than the subsidiary as a whole and at strategic influence level. For example, one subsidiary is developing a memorandum of understanding with a Māori health service provider.

3.1.7 Most subsidiaries have strategic documents reflecting Te Tiriti o Waitangi-based partnership objectives

Most subsidiaries reported having internal strategic documents that specifically evidence intentions to develop Te Tiriti o Waitangi partnerships with iwi, hapū or papatipu rūnanga. The strategic documents reflect a range of partnership intentions and purposes, including:

- developing partnerships with pan-Māori groups that operate nationally, as well as with individual iwi.
- working closely with existing delivery partners including Te Wānanga o Aotearoa and other Te Pūkenga subsidiaries.
- focusing on nurturing Māori relationships and partnerships at board, management, and individual levels.

3.1.8 Te Tiriti o Waitangi-based partnerships need to be practiced in real-life

It is important Te Tiriti o Waitangi-based partnerships work effectively in practice.

Some subsidiaries reported feedback from iwi/hapū that some formal Te Tiriti o Waitangi-based partnership agreements *"tend to sit on shelves and can ultimately have little actual influence over how the relationship actually plays out"*.

Subsidiaries reported examples of ensuring Te Tiriti o Waitangi-based partnership is alive and active. One subsidiary noted that *"[w]e live our Tiriti partnership primarily through working closely with mana whenua locally (i.e. at a hapū level). This also supports identifying and meeting responsibilities to wider iwi and hapū communities"*.

Another subsidiary reported an example of practically expressing its Te Tiriti o Waitangi-based partnership through subcontracting agreements. Here, iwi and related service providers deliver bespoke subsidiary programmes to Māori in the region.

Other indirect approaches to maintaining Te Tiriti o Waitangi-based partnerships involved leveraging subsidiary staff connections and engagements:

"[Subsidiary] Māori staff are also represented on several boards, committees and within Māori community groups and iwi organisations, for example [local] marae and [regional Māori collectives]."

3.1.9 Marae-based engagements keep Te Tiriti o Waitangi partnerships alive

Nurturing relationships with marae keep Te Tiriti o Waitangi-based partnerships alive:

"Along with [our] formal agreement, [the subsidiary] has a long working partnership with [the iwi] through [one of their] marae. The partnership is kept active through our use of [the] marae to run our professional development workshops for staff and noho marae for [learners]."

"We have an active 'relationship' with a collective of marae that is led by iwi in the region."

"We collaborate with iwi and hapū on marae-based delivery of programmes."

"The views of our local Māori community are heard through [the board's] sub-committee...and through our annual board meeting at a local marae where the Māori annual report is presented and discussed. [The sub-committee] has mandated members from [local hapū/papatipu rūnanga] who serve their communities, support the learners and ensure that we meet their expectations."

3.1.10 Increasing hapū and papatipu rūnanga autonomy will require new approaches to Te Tiriti o Waitangi partnerships

One subsidiary noted that:

"As the devolution of roles and responsibilities continues within iwi; subsidiaries and Te Pūkenga can expect a greater appetite and growing capacity from the regional hapū/papatipu rūnanga to actively and meaningfully engage with us as their Te Tiriti partner. And [there is] an obligation upon subsidiaries and Te Pūkenga to support and contribute to iwi and hapū/papatipu rūnanga to meaningfully engage."

3.1.11 Further work is required to achieve more meaningful Te Tiriti o Waitangi partnerships

Several subsidiaries commented that more can be done to achieve meaningful partnerships:

"While the agreements and collaborative work are productive, the opportunity is evident for us to build on this activity so that it does become more genuinely 'meaningful,' particularly for iwi and the Māori /Pasifika communities we serve."

"[f]or real partnership and engagement at senior management and governance level to be effective for Māori there must be Māori representation at ELT and governance board levels. Furthermore, the roles need to be supported by a Māori organisation infrastructure including a properly resourced Māori team/s and staff who can work across the organisation and with Māori whānau, hapū, iwi, organisations and communities."

3.2 Other relationships with Māori

Te Pūkenga is expected to collaborate and partner with Māori learners and their whānau, hapū, iwi and Māori employers and communities – as well as empower Māori staff.

During the self-reflective process Māori told Te Pae Tawhiti Kaitautoko team members that they did not support being referred to as 'Māori actors' or 'key actors' as the legislation and Charter states.

Subsidiaries provided examples of 'partnerships' and relationships with Māori that may not traditionally be viewed as Te Tiriti o Waitangi 'partners'⁴. For example, subsidiaries are commonly partnering with whare wānanga, kura kaupapa Māori, Māori land trusts and marae.

Other partnerships with national and regional organisations include the national Māori health collectives, Te Rōpū Wāhine Māori Toko i te Ora/Māori Women's Welfare League, Whānau Ora commissioning agencies, and Ngā Aho (National Network of Māori Design Professionals), and Māori professional bodies.

Subsidiaries evidenced partnerships or collaborations with crown agencies to deliver Māori outcomes. These include crown partnerships with Te Puni Kōkiri, the Ministry of Health, Oranga Tamariki, the Department of Conservation, the Ministry of Social Development and District Health Boards. These are not considered to be Te Tiriti o Waitangi partnerships nor Māori-Crown partnerships, but they remain an extremely important element to wider Māori outcomes sought under the Charter. Other common partnerships are described below.

3.2.1 Partnerships with wānanga and training providers are effective

Subsidiaries evidence partnerships with Wānanga. While it is unclear whether some subsidiaries consider these to be Te Tiriti o Waitangi-based partnerships, they do suggest partnership and relationship approaches that contribute to Te Tiriti o Waitangi and kaupapa Māori outcomes – both for the subsidiary and in general. Subsidiaries noted:

"We have partnership relationships with two local PTEs... This provides education pathways for learners, placement opportunities for other learners, the provision of kaupapa Māori programmes and the support for these organisations to offer the programmes that they do."

"[The subsidiary] partnered with [a Whare Wānanga] to create a blended online version of their reo Māori course... We are using our existing partnership with [the Whare Wānanga] to provide blended delivery for Māori learners that combines our online learning expertise and learning platform with [Whare Wānanga] expertise in kanohi ki te kanohi delivery and engaging Māori learners."

"[The subsidiary] has maintained strong relationships with Ara Poutama Aotearoa – Department of Corrections, at a national and regional level, servicing ākonga Māori through highly responsive foundation skills programmes which are specifically designed to educate and empower learners [under that] care."

⁴ We are mindful that Te Pae Tawhiti does not clearly articulate who or what a Te Tiriti o Waitangi 'partner' is and that subsidiaries were not provided with clear guidance on this point in this process, because the exercise was to identify current practice and not prescribe future practice. This is a point for consideration in the development, refining and finalisation of Te Pae Tawhiti in 2022.

3.3 Te Tiriti o Waitangi-based systems

Goal 5. Stronger responsive practices

Reflective Question 2: Does your subsidiary structure and systems (i.e. governance, leadership, operations) give effect to Te Tiriti o Waitangi? How is this evidenced?

Subsidiaries recognise that Māori success, equity and Te Tiriti o Waitangi work requires Māori leadership at governance, management, and operations. The design and implementation of strategic actions and measures is the responsibility of senior leadership. The Māori management capability across the network at the time of the reports being submitted included:

- two of the 14 chief executives
- 14 executive directors across 12 subsidiaries, of which two were part-time
- two executive directors (of the 14) did not lead Māori specific portfolios
- Māori executive directors and Māori managers who met with some regularity as 'Te Tira Manukura'.

Three subsidiaries did not have senior Māori leaders on their leadership teams.⁵ There were no confirmed numbers of tiers three and four Māori managers in established Māori success and Māori support teams, the engine rooms of the Māori success work.

3.3.1 Efforts to effect systemic Te Tiriti o Waitangi-based change are not consistent

Some subsidiaries are focusing specifically on Te Tiriti o Waitangi-based systemic change across their respective organisations. These efforts include *"a whole-of-organisation systemic change that addresses institutional level systems and structures, business models, mindsets and behaviours to empower change."* Subsidiary reports reflected a range of approaches with varying reports of impact:

"There is great intention within [the subsidiary] to give effect to Te Tiriti and while there are pockets of good practice, structure and systems, it is not systemic or living across [the organisation]... The current focus has been on equity of taurā Māori, and at this point there has been no structured or intentional conversation on what Te Tiriti o Waitangi looks like across the organisation."

Regarding Te Tiriti o Waitangi-based systemic change, one subsidiary recommends that:

"...for real partnership and engagement at senior management and governance level to be effective for Māori, there must be Māori representation at ELT and Governance Board levels. Furthermore, the roles need to be supported by a Māori organisation infrastructure including a properly resourced Māori team/s and staff who can work across the organisation and with Māori whānau, hapū, iwi, organisations and communities."

Some subsidiary Te Tiriti o Waitangi frameworks are pitched at a governance level to guide organisation-wide, systemic transformation.

One subsidiary's governance framework aims to change its existing operating model to give effect to Te Tiriti o Waitangi and enable equity for taurā Māori.

The subsidiary identified that:

"the current focus has been on equity of taurā Māori and at this point there has been no structured or intentional conversation on what Te Tiriti o Waitangi looks like across the organisation. [The framework has]...repurposed the ōritetanga foci and developed strategies aligned to the four competencies that aim to address institutional level systems and structures, operating models, mindsets and behaviours to empower them to change."

⁵ At this Report's publication date, all three subsidiaries had addressed their lack of Māori leadership at executive level through internal talent promotion and external recruitment.

Previous analysis has determined that achieving sustainable Māori outcomes required a whole-of-organisation systemic change; institutional level systems and structures, business models, mindsets, and behaviours to empower that change. The subsidiary identified that change would be achieved through momentum strategies clustered around six foci: Tāngata (People), Kaiako (Teachers), Kotahitanga (Partnerships), Rangatiratanga (Leadership), Poutama (Systems), and Hangarau (Technology).

It is founded on embedding four competencies across the subsidiary's structures, systems and staff (competencies and expectations), namely:

1. Aronui ki te Taurira (being learner centred).
2. Whakaumu (transformation that leads to a whole-of-organisation cultural paradigm shift and operating model).
3. Te Reo (values and responds to the reo of our stakeholders).
4. He kawē, He whakatōkia i nga āhuetanga mātauranga Māori ki roto i wā tātau mahi (recognises the value-add that mātauranga makes to the learner journey).

One subsidiary has established a cross-organisational advisory group to bring about systemic, organisational-wide change. The advisory group informs organisation-wide decision making and is expected to play a key role in shaping work on Te Tiriti o Waitangi and kaupapa Māori actions.

3.3.2 Te Tiriti o Waitangi partnership awareness needs to be communicated to all staff and learners

One subsidiary reported that communicating Te Tiriti o Waitangi-based systemic change needs to occur throughout the entire organisation, including all staff and learners. The subsidiary acknowledges that it needs to have Te Tiriti o Waitangi-based relationships to meet the needs of the region and the community, and that engagement needs to be visible at governance and senior leadership levels.

However, it is also aware that a proportion of its staff are not sufficiently informed of the need for – and benefits of – Te Tiriti o Waitangi-based partnerships and how staff may contribute to the desired partnership outcomes. Indications from some of their staff were that they have little or no engagement in or exposure to any of the Māori-Crown partnerships that are in place.

The majority of staff are exposed and engaged with Māori-crown partners in some capacity due to the nature of their roles, however they may not understand they are engaged, or how. This has highlighted where improvements are necessary to ensure the subsidiary has active and meaningful partnerships by sharing awareness of any partnership relationships across the organisation.

The subsidiary views that a shared awareness of what an active and meaningful Māori/Crown partnership entails will enlighten all staff and partners to the significance of the relationships and the importance to the subsidiary and the regions.

Defining an active and meaningful relationship will enable all parties to develop the capability to deliver on the Charter in pursuing Te Tiriti o Waitangi excellence.

3.3.3 A range of innovative Te Tiriti o Waitangi-based strategies and frameworks

Several subsidiaries referenced the Ministry of Education's *Ka Hikitia* strategy, which aims “to achieve system shifts in education and support Māori learners and their whānau, hapū and iwi to achieve excellent and equitable outcomes and provides an organising framework for the actions [to] take.” All the subsidiaries have some form of strategy or framework that contribute towards progressing positive Māori outcomes and give effect to Te Tiriti o Waitangi.

It is unclear whether some subsidiaries perceived the existence of a strategy and/or framework in itself as 'giving effect' to Te Tiriti o Waitangi.

The strategies and frameworks reviewed varied in scope and detail. Some are akin to mana ōrite agreements and provide (or are working to provide) direct iwi, hapū and Māori partnership and governance across the entire organisation.

Others are Te Tiriti o Waitangi related and yet remain internally focused. For example, one has partnership and participation goals and provides a vision with some kaupapa Māori concepts. Another promotes 'protection', 'participation' and 'partnership' in the classroom (encouraging Māori learners to bring their culture into the classroom; welcoming the student and developing a whānau-like learning context in the classroom is providing an inclusive space of belonging).

One subsidiary has a bicultural development framework that is designed to support staff to grow and enhance their knowledge and skills for Māori educational success. The framework's three areas of competence are: Te Reo Māori me ōna Tikanga, Ako and Te Tiriti o Waitangi.

The strategies and/or frameworks evidence a range of principles used to develop and inform strategic implementation. These include:

- Te Tiriti o Waitangi is lived at the subsidiary.
- Success for Māori is success for the subsidiary.
- Māori culture, language, aspirations and identities are valued.
- Māori success is inevitable when the system is designed for that purpose.

Subsidiaries reported that it is not only the principles and/or themes within the strategy that contribute to success, but also the way in which principles and themes are woven together to inform implementation. For example, one subsidiary highlighted the “purposeful interconnection” of the five whenu (strands) of its framework for activating and engaging Māori. These whenu are:

- Partnership
- Decolonising Practice
- Structures and Power
- Cultural Legitimacy and Innovation
- Māori Flourishing

One subsidiary reflected feedback from rūnanga representatives in their rohe that emphasised the value and relevance of that subsidiary's specific Māori strategic framework and its priorities, to them.

The representatives signalled they were particularly concerned about the establishment of Te Pūkenga in light of their desire to maintain the unique partnership they held with the subsidiary. They viewed the partnership as “*crucially important to achieving their educational aspirations*” that were reflected in the framework.

In addition to frameworks, some subsidiaries have Te Tiriti o Waitangi specific policies that provide guidance in meeting subsidiary board expectations concerning Te Tiriti o Waitangi relationships and responsibilities. Such policies commonly acknowledge the subsidiary's commitment and duty to embed Te Tiriti o Waitangi and its principles within the subsidiary's policies and practices.

3.4 Te Tiriti o Waitangi-based leadership

Outcome 1. Demonstrable Te Tiriti o Waitangi partnerships

Reflective Question 2: Is partnership engagement and support visible and proactively led at senior governance and leadership levels throughout network of Te Pūkenga?

This section contains insights about Te Tiriti o Waitangi partnerships led at governance and senior leadership levels.

3.4.1 Meaningful Te Tiriti o Waitangi partnership includes co-governance

Subsidiary reports are clear that meaningful Te Tiriti o Waitangi partnerships involve mandated iwi and Māori representation at a governance level; ideally co-governance with iwi and Māori. One subsidiary, with a formal partnership agreement in place, noted that while a Te Tiriti o Waitangi partnership was being articulated, it was not "being honoured" as there is currently no mandated iwi/hapū voice on the governing board. Another subsidiary, which has two mana whenua board members, pointed out that *"there is nothing in the legislation which requires mana whenua representation in the governance structures of subsidiaries of Te Pūkenga, and we consider this to be a partnership risk"*.

Some subsidiaries had evidence of governance arrangements to support progressing and/or developing Te Tiriti o Waitangi-based partnerships. These are reflected in the form of:

- Iwi/hapū mandated members of governance boards.
- Governance board sub-committees⁶.
- One subsidiary committee is made up of iwi/hapū representatives mandated by local marae and chaired by a board member (in this case, a board member that has whakapapa to the local rūnanga. The sub-committee reports directly to the board and is responsible for ensuring the board meets the objectives of their Māori strategic framework.
- Another subsidiary komiti is made up of their two mana whenua Board members, along with the chairs of their two mana whenua rūnanga.
- Māori strategic advisory groups.

3.4.2 Boards need to develop Te Tiriti o Waitangi capability of all board members

While all subsidiaries acknowledged the importance of Māori representation on governance and decision-making boards, one subsidiary noted the importance of *all* board members engaging with te ao Māori and tikanga Māori, both within their subsidiary organisation and more broadly within the region:

"The board of eight includes three Māori members who inform at governance level on Māori development matters. There was a custom and practice set by the previous... council in ensuring that council members participated in iwi hui, and student pōwhiri and graduation."

⁶ Subsidiaries did not provide a view on whether a board sub-committee was intended to be a reflection of Te Tiriti o Waitangi-based partnership.

3.4.3 Clarity on the capacity in which Māori sits on governance boards

The benefits of having iwi or Māori members on governance boards are relatively clear. These arrangements contribute to:

- Iwi and Māori partnership continuity;
- Assisting the board and the chief executive to maintain Te Tiriti o Waitangi relationships;
- Effective communication with iwi and Māori;
- Monitoring the implementation of formal agreements, including the development of strategic frameworks; and
- Strong, proactive connection to kaupapa Māori and te ao Māori.

Subsidiary boards commonly include iwi or Māori membership in various ways:

"[The subsidiary] board has two directors who identify as [iwi from the rohe]. Having two [Iwi] directors on the...board is a sign of visible engagement and support at senior governance level."

"[The subsidiary] has a new board [that] includes the new chief executive of a [papatipu rūnanga], is of iwi descent and leads a strong, proactive connection to local kaupapa Māori."

"Two members of the subsidiary board... whakapapa to a number of [regional] iwi, which is advantageous to [the subsidiary] and presents opportunities to increase genuine engagement."

"The membership of the board includes two tāngata Māori, with one of them appointed on the recommendation of the [regional Iwi Chairs Forum], and with the support of all [iwi in the region]. The... board and in particular the board chair, actively seeks the input and guidance of iwi board chairs regularly, both formally and informally."

"The opportunity for the board is to have a member who identifies as Māori and can bring the voice of Māori for Māori in a way that enhances the work undertaken by the board."

Some subsidiary reports noted that appointments of Māori to subsidiary boards had the support and mandate of iwi or Māori of the region. For example, the appointment of a subsidiary board member was recommended and supported by the iwi collective (of eight iwi) from a region.

However, not all subsidiary reports are always clear about whether:

- Iwi or Māori board members sit in those positions in an iwi or Māori mandated/representative capacity;
- Having a Māori member on the board is considered 'giving effect to Te Tiriti o Waitangi'
- Iwi or Māori had a role in that appointment; and
- Their appointment is for specifically Te Tiriti o Waitangi-based partnership and/or kaupapa Māori purposes.

One subsidiary has a novel initiative whereby there is an expectation that one of the subsidiary's board meetings will be held on a local marae, with whānau and community members present. This meeting coincides with the release of the subsidiary's Māori annual report, and the meeting agenda is guided by issues that stem from the report. The meeting is chaired by the board's deputy chair who has whakapapa to the [papatipu rūnanga].

3.4.4 Sub-committees and Māori advisory groups established for Te Tiriti o Waitangi purposes are progressing towards co-governance

Some subsidiary boards have sub-committees for specifically Te Tiriti o Waitangi and kaupapa Māori purposes. One subsidiary's sub-committee comprises of local hapū/papatipu rūnanga members:

"The views of our local Māori community are heard through [the board's] sub-committee... and through our annual board meeting at a local marae where the Māori annual report is presented and discussed. [The sub-committee] has mandated members from [local hapū/papatipu rūnanga] who serve their communities, support the learners and ensure that we meet their expectations. Meetings are held monthly, and the minutes reported to [the subsidiary] board. The chair of [the sub-committee] is also the deputy chair of the board."

One mana whenua komiti member at another subsidiary said, *"we've bought the double hull together; we're running at 20% of what we could produce. It is exciting that both iwi are at the table. If the double hull is here, I like the word co-design, partnership is outdated. As we start to develop it, we will see some transformation trickling down. I think as iwi we can bring a lot more, also about educating our board not on Pae Tawhiti, rather Pae Tata"*.

One subsidiary board has created an 'Iwi, Industry and Investments Committee' to develop opportunities for partnerships.

Other subsidiary boards have Māori advisory groups *"set up to acknowledge the partnership between [the subsidiary] and [the Iwi Authority] and its rūnanga representatives... to enhance a treaty relationship with mana whenua"*.

Some subsidiary reports were not clear about whether or not the advisory groups were solely for governance purposes and/or organisation-wide management and operational purposes; it is likely that there is a range of mixed purposes across the network.

One subsidiary's Māori Strategic Advisory Group indicates the range of potential capability membership, including an iwi authority chief executive, a recognised, national Māori academic, a general manager of a national Māori non-governmental organisation (NGO), a Māori local councillor and a Te Puni Kōkiri official. This range of representation reflects diverse perspectives within te ao Māori.

Another subsidiary Māori advisory group is convened by the executive director ōritetanga, people, culture and learner services (previously director Māori) in conjunction with the curriculum manager of mātauranga Māori and the manager of Māori learner services - Te puna manaaki learner services. The advisory group includes representatives of iwi, Māori organisations, marae, secondary school teachers of te reo Māori, learners and staff. The advisory group was fully engaged to provide input into the redevelopment of the subsidiary's mātauranga Māori programmes and continues to be a source of communication and feedback from iwi and the Māori community.

And yet another subsidiary has an active partnership with a rūnanga established specifically for subsidiary purposes. It has members that represent hapū, iwi, schools, organisations, businesses, marae, community groups, and crown agencies of the region. The rūnanga has open communication and consultation with the subsidiary and provides advice, guidance and direction to the subsidiary's board and executive leadership team.

3.4.5 Subsidiary executive leadership and management teams need capable, Māori members in meaningful positions

All subsidiary reports stated the need to ensure subsidiary executive and management has capability and capacity to give effect to Te Tiriti o Waitangi and its principles. This includes capability and capacity to maintain and build their learner, community and stakeholder relationships in a way that honours and gives effect to Te Tiriti o Waitangi.

Existing, formal Te Tiriti o Waitangi-based partnership arrangements with iwi, hapū or Māori can contribute to executive and management capacity. For one subsidiary, an early outcome of their iwi partnership was the shared commitment to establish and appoint two strategic leadership roles, each requiring appropriate experience and understanding of iwi, te ao Māori and the education sector.

Subsidiaries commonly have Māori focused roles at all organisational levels. Kaupapa Māori executive leadership team members will often report directly to the board and the chief executive on Te Tiriti o Waitangi and kaupapa Māori matters. For example:

"[The subsidiary] is actively seeking to increase Māori voice within leadership and management teams. The recruitment of Māori and Pacific leaders into senior positions... has also contributed to the visible engagement between [the subsidiary] and Māori communities."

"The executive leadership team has two Māori [of six] executives, each with responsibilities for areas with a Māori focus e.g. Māori success and Tiriti partnerships."

All subsidiaries evidenced engagement between subsidiary executives and iwi and hapū.

"From time to time, heads of departments and programme leaders also engage with [iwi] and other iwi-Māori entities to co-design opportunities to increase the number of Māori who come, stay and succeed at [the subsidiary]."

3.4.6 Subsidiaries have dedicated resource to support Te Tiriti o Waitangi partnering

One subsidiary prioritised establishing a 'business development' function as a key focus from their business plan to build its future state model. It further created a 'business strategy' team to initiate and develop Te Tiriti o Waitangi-based partnerships and relationships with tangible actions and outcomes for both the subsidiary and Māori in that region.

3.4.7 Academic quality requires capable kaupapa Māori leadership

In addition to capable organisational management, some subsidiaries are prioritising quality academic leadership. One subsidiary ensures that all of its academic committees have Māori representation as well as prioritising Māori knowledge in the requirements of members, to ensure a diverse Māori voice within these fora. Another subsidiary provided context and a solution:

"That approximately only 2.5% of our current workforce has specific kaupapa and mātauranga Māori focussed roles, and many of those roles are also responsible for wider non-kaupapa Māori focus areas too;"

One part of their solution is to consider: *"investing in the development of a centre of kaupapa and mātauranga Māori where a pool of experts will be available to partner with colleagues to guide their work in regard to 'equitable outcomes of Māori'."*

3.5 Charter Expectation 2 – Māori as key actors in regional development

This section contains insights about the extent to which the network recognises, contributes to and engages with Māori as key participants in regional social, environmental and economic development.

3.5.1 Iwi and Māori are Te Tiriti o Waitangi partners – as well as key actors

Te Pūkenga kaitautoko reported subsidiary feedback on the use of the phrase, 'Māori as key actors'. They explained that the subsidiaries who shared this view felt that rather than being 'actors, iwi and Māori were already 'drivers' or 'leaders' of the change within and for their rohe, and the legislation merely recognised that, rather than established that.

Another significant consideration about referring to 'Māori as key actors' is the status of iwi and hapū as partners to Te Tiriti o Waitangi. Arguably, there is a distinction between a 'Māori Te Tiriti o Waitangi partner' and a 'Māori stakeholder'. An iwi, hapū or Māori entity may be operating in a Te Tiriti o Waitangi partnership capacity, while another may be operating as a service provider and thereby as a stakeholder (along with other stakeholders).

The perceived or acknowledged status of the entity has implications on the principles and processes that may govern the nature and extent of the subsidiary and network relationship with that entity.

3.5.2 Partnering with iwi collectives provides robust guidance and direction

Some subsidiaries are supported by iwi kāhui – a collective of one or more iwi representatives or pūkenga established for specifically [collective/regional] iwi education and mātauranga purposes. Subsidiaries provided examples of iwi collective visions, priorities and objectives that guide subsidiary strategy, policy and planning development.

In one region, a kāhui mātauranga has established priorities and work plans that the subsidiary supports. Further, the kāhui and the subsidiary board have scheduled strategic planning workshops throughout the year that inform the subsidiary's key priorities. Planning for responding to Māori community needs starts with the joint subsidiary board and kāhui strategic sessions. These are then turned into actions for the leadership team to implement and manage.

Another subsidiary expressed how in partnership with an iwi collective, a shared vision that gives effect to Te Tiriti o Waitangi informs and aligns the subsidiaries governance, leadership, organisation and operations strategy. The plan is updated yearly to meet the needs of the changing environment. In another region, an iwi collective shares with the subsidiary its plan that achieve outcomes *"Its vision, pou and objectives/priorities give effect to Te Tiriti o Waitangi"*. The subsidiary's governance, leadership, organisation and operations all align to this plan, which is reviewed and updated each year to ensure the subsidiary remains relevant and addresses the evolving needs of all stakeholders including Māori learners and communities.

Subsidiary engagement with iwi and Māori communities also results in important iwi and Māori-led indicators of success for subsidiary adoption and/or integration. One subsidiary *"is committed to engaging with Māori communities to identify what they see as success and a range of measures or indicators to support that view"*.

3.5.3 Iwi and Māori community engagement is critical for subsidiary strategy and performance

One subsidiary clearly stated that it *"understands the need to identify the critical success factors that are relevant for ākonga Māori which begin with engagement and contribution from whānau, hapū, iwi and Māori organisations and communities"*.

Another subsidiary observed that *"Te Tiriti partnerships within the context of the portfolios held across the executive leadership team had not been clearly defined. There are pockets of excellence operating at the executive leadership level however there needs to be a strengthening of evidence of partnership"*. The subsidiary acknowledged that, *"[T]here has been no meaningful engagement with iwi in 2020 that has led to positive outcomes for whānau, hapū, iwi or Māori learners or staff"*. Establishing an internal Māori staff forum and external Māori forum are in place is an action within that subsidiary's Te Pae Tawhiti action plan.

Other subsidiaries described engagements with mana whenua and their [education agents] during the development of subsidiary strategy and programmes. Such engagements often provided an opportunity for mana whenua to share their own education aspirations and strategic objectives.

"[The subsidiary] kaiwhakahaere meets with [the iwi] education komiti... This builds on earlier work with the previous [subsidiary] council... to whanaungatanga and hear from [the iwi] education strategy."

"The education strategy from local hapū... was presented to the [previous] council of [the subsidiary] at a marae visit... by [a] representative of the [rūnanga] education committee. This, in conjunction with the [overarching iwi] education strategy was for consideration for adoption by [the subsidiary]. This is still a work in progress."

"We consult with the... rūnanga about every new degree, postgraduate and master's programme being developed at [the subsidiary] to ensure that the programme is meeting Māori needs and to seek support for the programme."

"We identify the needs of our iwi-Māori communities... primarily by: [the iwi] education strategy; [the iwi] workforce development strategy; feedback from local iwi-Māori communities; education professionals from the RoVE [Reform of Vocational Education] related hui held in [the region] in 2019; and; ongoing communications with iwi-Māori entities, including local hapū representatives."

One subsidiary works with iwi to recognise Māori student success within secondary school and the pathway planning that aligns with the aspirations of that iwi for education. One initiative is education excellence awards to acknowledge and celebrate Māori achievement in secondary schools across the region and provide pathways for successful recipients to access the subsidiary.

3.5.4 Integrated regional development approaches contribute to broader outcomes

Subsidiary reports reflect positive outcomes from regional collaborations amongst iwi, hapū and other tertiary education providers within a region. Developing subsidiary strategy, policy and programmes through a region-wide lens provides a more holistic approach to aligning with, and supporting, iwi and Māori community aspirations and strategic objectives:

"[The iwi] aspiration for an integrated "kura to career" system through collaboration amongst education providers, industry and iwi is aligned to our own framework for Māori achievement. We both share the same vision – "equitable education, employment and income levels for all Māori" – and we continue to work together to help realise it (e.g. data sharing arrangements so we can monitor our progress and adapt our approaches based on a common understanding)."

Another example of integrated, regional development is captured in a regional investment plan that one subsidiary manages. The regional investment plan was developed in collaboration with iwi, Māori partners, industry, stakeholders and the community across the region. Its primary purpose is to deliver better social and economic outcomes with a focus on Māori and to benefit all learners in both the region and across Aotearoa New Zealand. The regional investment plan has an established advisory or steering group that is well connected and respected across the region.

3.5.5 Engaging with iwi education teams contributes to better outcomes

Some subsidiaries engage with iwi entities primarily through the education team of that iwi (or iwi collective) for better outcomes:

"We have a strong strategic and functional relationship with [the iwi], through [the iwi education team]. The mahi completed by [the iwi education team] allows us to better support and pathway our taura into meaningful and valued careers and higher education. It also supports us to provide inclusive teaching practices and a culturally safe learning environment to gain better outcomes for our taura."

3.5.6 Partnering with Māori communities contributes to wider outcomes

A number of subsidiaries engage with and provide services for Māori communities that come together with a common purpose for education, health, sports, social services, local government, etc. Examples include weavers, Māori language groups, young mothers' groups, Māori basketball whānau. Some subsidiaries engage with Māori communities to contribute to wider social, cultural and economic outcomes. For example, *"A partnership with Te Wānanga o Aotearoa ensures that iwi and Māori communities in [the south] can participate in te reo and tikanga learning"*.

Another subsidiary is:

"... in the process of partnering with Te Wānanga o Aotearoa to host their kaitiaki for home based learning to extend the provision of te reo and te ao Māori. While there is evidence of steady improvement in [Education Performance Indicators] data for learners (described earlier), and early monitoring through the Institutional [Quality Improvement Plan] there is not yet a pattern of impacts or formalised work to gather the views of Māori communities. This was due to begin in early 2021."

One subsidiary said:

"...[they] have ample opportunity to be engaging with iwi and Māori communities throughout the year. Māori staff particularly are part of these communities and involved in iwi/Māori events and organisations where the local networks keep us informed pretty directly of any issues. Our campus sites are community gathering centres with high numbers of taura Māori and therefore access to te ao Māori in the rohe."

3.5.7 Active management of relationships with Māori industry will enhance Māori learner outcomes

Subsidiary relationships and links with Māori industry and the Māori economy was not reported on well, acknowledging Te Pae Tawhiti did not specifically invite subsidiaries to reflect on these types of engagements.

One subsidiary refers to *"iwi and industry needs"* and *"iwi, industry and education"* in their framework, and also noted that, *"equitable education, employment and income levels for Māori will require genuine input from iwi and Māori industry stakeholders, not just industry and education"*.

Another subsidiary includes references in their Māori capability development framework, for example, "a core 'knowledge' capability is understanding the local Māori community structures, economy and social environment" so that staff are "able to engage and interact with Māori learners, staff, community and business". In addition, the framework lists iwi names and links to iwi corporate internet sites.

There were also a range of other references:

- One recognises that there is, *"Potential for iwi and [subsidiary] to collaborate in innovative training partnerships contributing to Māori industry and aspirations"*.
- Another said, *"the [iwi] aspiration for an integrated "kura to career" system through collaboration amongst education providers, industry and iwi is aligned to our own Framework for Māori Achievement. We both share the same vision - "Equitable education, employment and income levels for all Māori"*.
- One subsidiary reported that they, *"Have strong links with [a Māori health provider] ... to provide placement and internship opportunities for learners to work within a kaupapa Māori environment"*.
- One also said that, *"Tourism industry employers were stakeholders for Tourism Māori Guiding L3 & 4 schemes"*.
- And another referred to partnerships with *"ahuwhenua trusts and Miro"* as well as *"an iwi health and social services organisation"*.

This is significant and needs further planning and coordination by Te Pūkenga and its subsidiaries. The Review of Vocational Education (led by TEC) and the Charter, both refer to the voice of employers, as well as the need to engage and partner with employers (including Māori employers) and industry. Further, this relates to the broader conversation about how 'success for Māori' is determined and by whom. It is envisioned that employment outcomes will be a key feature in determining what 'successful outcomes' look like.

In relation to this, there is a need for Te Pūkenga to plan for engagement with its various partners and stakeholders. How are these partners and stakeholders identified and by whom? For what reason does Te Pūkenga and/or subsidiaries wish to engage? When and how frequently does this engagement need to occur, and to what end?

It will be important for Te Pūkenga and its network to plan for comprehensive engagement, but also, understand that there could be an element of 'choice' among some partners and/or stakeholders as to why they would want to engage with Te Pūkenga and the benefits that flow from such involvement, both short and long term.

3.6 Māori needs and views of programme design and delivery

Goal 1. Greater Relevance of Provision

Reflective Question 1: Are services well matched to needs?

Reflective Question 2: Views of Māori communities?

Goal one is about greater relevance of provision. Te Pae Tawhiti asks subsidiaries how well provision and services are matched to the needs of its Māori communities, what are the views of Māori communities, and are they evidenced by strong Tiriti-based partnerships?

Subsidiaries acknowledged that they were not required to engage with iwi and Māori communities for the purposes of this self-reflective review. Some also acknowledged *“the opportunity to seek out further evidence of the impacts of [their] partnerships on Māori success from [their] partners and communities, and to further extend [their] capabilities across the Te Pūkenga network”*.

Some subsidiaries reported the views of Māori communities about their education and service provision for Māori. For example, one subsidiary reported that *“Māori community views about education and service provision are over-all very positive. The prevalent view and desire is the common pragmatic and simple theme: they expect their tamariki/mokopuna to succeed in their studies and get into employment, and they see the large portion of that being our role as the provider”*.

However, while subsidiaries reported on views, not all reported on the process by which these views were gathered and reported, nor did the reports evidence specific views.

3.6.1 Mana ōrite arrangements enable Te Tiriti partners to genuinely progress Māori visions and aspirations

Building and managing enduring relationships of trust and respect where partners can embrace different worldviews is important for iwi and Māori to share their visions and aspirations in a genuine Te Tiriti-based way.

There is an outstanding mana ōrite relationship approach in the network that demonstrates this, for example, one subsidiary reported how:

“[They] monitor and measure the satisfaction levels of partners and stakeholders. For their mana ōrite partner, they conduct a kanohi kitea (face to face) approach rather than utilising a survey. In 2019 and 2020 this consensus-based, collective analysis approach provided ‘Satisfied’ ratings. In 2020, the relationship with the new board of directors was established and all kanohi-kitea commitments were honoured.”

They are also forging ahead with a Māori learner data project *“to provide iwi information to iwi partners as well as identify where there might be gaps and opportunities. One planned outcome is to join up Māori learners with initiatives within their own iwi/hapū that may have employment and or other mutually beneficial outcomes for the learner and the community”*.

At another subsidiary the iwi-Māori community has over the last 20 years *“[p]rimarily shared their feedback through the kaiārahi and the only kaupapa Māori board member. The iwi rely on each of the positions to maintain strong connections to the communities and advocate for their needs and aspirations accordingly”*.

In regard to managing relationships, balancing the need to engage effectively with iwi-Māori without overwhelming them with too many enquiries and/or points of contact across the organisation is a significant issue.

Most subsidiaries benefit from the whakapapa and networks of their Māori staff who formally engage with iwi and Māori for a range of activities and events, including cultural, industry and community activities. These staff may not have formal Te Tiriti engagement and relationship management roles, so

the benefit that accrues to the subsidiary is a value add that subsidiaries have not historically factored into workload, attribution, or enabling investment.

Another said that they were informed *“primarily by iwi Education Strategy and Workforce Development Strategy, as well as feedback from local iwi-Māori communities.”* One of their challenges was culturally responsive education in and outside the classroom as well as a greater focus on transitioning Māori into higher levels (above Level 3) with a greater focus on transitioning into ‘sunrise’⁷ industries.

3.6.2 Iwi-supported trades training programmes are important to the network

Iwi participation in and/or collaboration on the consortia or governance committees are a key success factor. Further inquiry of how this occurs will be important for the future of this approach, as, in the very least, will an operational relationship between Te Pūkenga and the Tertiary Education Commission (TEC), which funds trades training across the network.

At one subsidiary, “the chair and deputy chair of [their] consortia are mana whenua representatives. This was a deliberate acknowledgement of our commitment to meaningful partnerships. [We] continually seek opportunities to express partnership. This can be seen in multiple programmes and structures”.

In 2020 another subsidiary taught a number of initiatives such as horticulture and first line management to those affected by the downturn in tourism, both coming off the back of an investment in a relationship with local hapū and iwi.

One subsidiary also developed two new training schemes with iwi and the Department of Conservation with mātauranga Māori content on Māori guiding and storytelling.

Another subsidiary reflected on how they are on a continuous improvement journey about how they might better engage with their rohe. Where iwi or communities may have specialist needs in their rohe, they have been able to offer some programmes of study in that rohe close to where learners live. Limitations are due to capital costs being too extensive for small learner numbers.

3.6.3 Representative and responsive workforce

One subsidiary reflected on how difficult it had been to deliver authentic, culturally-responsive learning and teaching without strong collaboration and co-design with kaupapa and mātauranga experts. Some of this learning came from receiving complaints from iwi consortia of the Māori trades training programme in regard to the provision of consistent, relevant and authentic, culturally responsive environments, events and experiences.

They grew capability to listen to further advice and feedback, *“that influenced the way they progressively moved away from “qualifications”, which can often lag behind industry and community needs, and focus more on “skills development”.* They now look to provide more short-term learning opportunities that facilitate the ability of those in the workforce to readily ‘up-skill’ and transition into higher skilled, higher paid careers, ideally within ‘sunrise’ industries.

⁷ A ‘sunrise’ industry is one that is new or relatively new, is growing fast and expected to become important in the future.

3.7 Charter Expectation 3 – Improve outcomes

3.7.1 More equitable outcomes

Goal 4. More Equitable Outcomes

Reflective Question 1: Are overall outcomes satisfactory?

Reflective Question 2: Employment, social or cultural outcomes?

This section provides an overview on how subsidiaries report on outcomes and whether they are satisfied with their overall Māori course and qualification outcomes as well as employment, social or cultural outcomes.

The majority of subsidiaries have proudly reported that their Māori learner participation rates are higher than their regional Māori population rate. One reflected on its very high participation rate and strong pass rates as positive indicators of how Māori communities' view them. A number of subsidiaries are attracting Māori learners at the same rate as non-Māori learners. Many are also proud that their Māori participation rates closely reflect or exceed the population percentages of their regions.

3.7.2 Inequities continue for Māori learners

Many gaps and disparities continue. This is evident across the majority of subsidiaries and the majority of their programmes. There is a high level of dissatisfaction across the subsidiary network in regard to their Māori learner outcomes.

There are pockets of excellent outcomes that deserve further acknowledgement. One subsidiary, for example, had 90% course completion rates in two of their degree programmes and 36 of their programmes had reported excellent results where Māori course completion rates were equal or higher than non-Māori.

While there is no doubt that there are a wider range of great results to celebrate, overall, the big picture remains grim.

There was some reporting of good analysis, but the reports did not provide confidence that enough relevant, consistent analysis is taking place across the network for useful, consolidated reporting by Te Pūkenga.

One subsidiary's explanation about how they are approaching this important work reflected the spirit of other subsidiaries:

"At the heart of our strategy is our commitment to using evidence to inform our understanding of our ākonga Māori, and to strengthen reflective practice, enquiry, ownership, and accountability to improve our services to them."

3.7.3 Subsidiaries report Māori learner inequities in a variety of ways

Some reported the four typical education performance indicators including course completion, retention, progression and qualification, but most preferred to focus on course completion rates as the key indicators of Māori success. Some gave summaries of what course completion rates looked like across levels 1 – 8, across funding categories, across departments and/or programmes. Subsidiaries gave no reasons why all four educational performance measures (EPs) were not analysed and commented on in their reports.

Reporting on targets was inconsistent. Some shared some of their targets, others did not. There was also a range of targets for course completions, e.g. 67% to 80% for 2019. One subsidiary reported that the ITP course completion rate average for extramural provision for Māori learners in 2020 was 69%. Most focused on the gaps between Māori and non-Māori results. It was also noted that a few subsidiaries who were satisfied with some of their outcomes had set lower targets than others.

Only one subsidiary has consistently performed well in all four EPI measures consistently over a number of years, including 2020, when they achieved the highest qualification outcomes for Māori learners. Another reported that they were ranked second. These results should be celebrated and promoted across the sector.

Thirteen of the 14 subsidiaries continue to report disparities overall, and the majority of them clearly state that they are not satisfied with their Māori learner outcomes. Some are developing plans to minimise or improve their gaps; others are aiming higher for parity or equality of outcomes between their Māori learners and non-Māori learners. Some are proud of gains in achieving more specific targets for outcomes by funding type or programme type and they should be commended for their results, particularly in the current context of disparities.

Some were more thorough in their narratives than others, one said:

"The outcomes for ākonga Māori vary from programme to programme, but overall improvements are required to meet our key performance indicators to reduce the gap between Māori and non-Māori course and qualification outcomes. The support provided to Māori has seen improved outcomes, but further improvements are needed to achieve our targets."

"There are a large number of Māori who enrol in entry level programmes who do not start the programmes or do not complete, and this is where improvements are necessary and investigation as to why [learners] aren't engaged through to completion. For those that do progress to higher level programmes they often supersede their non-Māori contemporaries."

"Senior leadership team considered that more work is required to meet satisfactory outcomes, to discuss and review targets. Concern is held over the high withdrawals and the need to better understand why in the drive to remove inequity."

Most subsidiaries do plan for improved retention and progression rates; however, those indicators were not well reported. From the few who did report them, there are a number of interesting reflections. For one subsidiary, which has maintained a focus on the progression of Māori learners:

"In 2019, 45% of Māori learners were studying at levels 4 or above, including 23% at degree level or above."

Another subsidiary reported that:

"The difference between Māori and non-Māori learner retention rates is consistently between 10-19%, this indicates the largest difference in outcomes and the one most needing to be looked at and addressed."

For another subsidiary:

"Māori progression rates have remained relatively stable after a substantive drop from the rates of 2016 and 2017. The opposite can be said for non-Māori progression rates which are on a steady upward trajectory. Drilling down into the different year levels it is found that Māori overall achieve higher progression rates at Level 1 but lag behind in levels 2 and 4 in particular. Māori withdrawals increased from 7.8% to 10.1% in 2020. For comparison, the domestic non-Māori withdrawal rate dropped from 6.1% to 5.6%."

Another subsidiary is committed to engaging with Māori learners and Māori communities to identify what they see as success and a range of measures or indicators to support that view. They have had strong pass rates and high rates of student satisfaction. They have asked themselves, “Why is this programme successful?”

“It is an education programme delivered at a culturally significant centre for the Māori community, within a Māori context where the skills developed contribute to the development of the marae and the hapū.”

One subsidiary highlighted that some consistent successes in one of their programmes included, “strengthened knowledge of ones’ own whānau, hapū and iwi connections, and tikanga Māori, improved financial position, awakening of leadership potential and first in family”.

Despite these positive indicators, there is a need to increase the opportunities for the Māori community and Māori student voice to be heard and responded to. This is a priority issue that will be investigated during 2021 with the purpose of subsidiaries:

“Working more collaboratively with iwi and others to help improve Māori achievement, and recognise the economic benefits to individuals, groups, and society from improved levels of skills and education.”

One subsidiary was proud of the way it collects graduate destination and employer satisfaction data annually, but they admitted that cohort analysis has not been a focus of these surveys. As part of Te Ōritetanga and the development of strategies, they have identified target/potential social and cultural outcomes. These outcomes have been refreshed and realigned to their impact framework.

3.7.4 Distinctive te ao Māori approaches are required to address Māori inequities

Subsidiaries noted the need to be aware that many Māori learners begin their tertiary studies at a disadvantaged ‘starting point’ (e.g. there are significantly lower National Certificate Educational Achievement (NCEA) grades for Māori male school leavers in the Canterbury region). And whilst Māori participation is relatively high, their retention and success rates have yet to match non-Māori levels:

“[We] have achieved early gains in response to achievement improvement initiatives but this has plateaued, and Māori [learners] are still not achieving educationally at the same rates as non-Māori. There are still too many Māori learners not completing (qualifications) through failure to complete all course requirements.”

“It is clear that [the subsidiary] is continuing to improve the outcomes for Māori learners (in qualification completion terms). However, gaps still exist in course completion rates, which seems at odds with the parity seen at qualification completion rates.”

“While there has been some good practice, the outcomes for Māori have not improved in the key areas of participation and course success over the past three years. The groundwork has been laid to raise the consciousness of why equitable outcomes for Māori matter and how all staff have a responsibility for understanding what the expectation is. 2021 is the year to enhance and advance outcomes for Māori learners.”

“More Māori are succeeding but the gap between Māori and non-Māori success remains. [The subsidiary] is enrolling more ākonga Māori, however the gap between Māori and non-Māori success remains.”

One subsidiary recommended that:

"Te Pūkenga needs to focus on addressing the issues of Māori course and qualification completions by developing a series of strategies for ensuring Māori learners are better prepared for study and courses are better designed to support Māori learner success."

One subsidiary pointed out that, "Māori participation, completion and qualification achievement rates are high in the programmes that are Māori managed and delivered", for example, nursing Māori and Māori and Pasifika Trades Training (MPTT) scholarship programmes. They said, "all ākonga in these programmes are interviewed by programme or support staff; and whānau are requested to attend the initial interview all about manaakitanga. You can feel it and see people striving and endeavouring and it's because of the permutation of wairua... that manaakitanga and arohainatanga... it's a natural space that permeates te ao Māori." These were noted as a success factor.

It is clear that subsidiaries are putting more effort into these matters and realise the importance of collecting Māori data and developing better understandings of the Māori data. If, for example, attrition rates are high and Māori withdrawals are occurring later, then minimising barriers in the first six weeks of study is crucial.

Some subsidiaries identified the types of work their Māori support teams and tutors are carrying out in the learner induction and enrolment stages, e.g. is course selection right? The first two weeks of class are important too. Embedding academic literacies into the first week and presenting learners with assessment experiences will assist learners to decide whether the programme is for them.

Subsidiaries reference a growing understanding of meeting the needs of Māori learners to achieve equity. They described their unique approaches to achieving equity:

"Our strategy and operational approach for equitable outcomes is to provide additional, culturally appropriate and differentiated interventions for ākonga Māori to bridge the gap in starting points between ākonga Māori and [other subsidiary] learners."

"[The subsidiary] has positions that have a kaupapa Māori focus and there have been good initiatives that have supported better outcomes for Māori in particular areas. One of the areas for focus for 2021 is to identify areas of good practice and why they are successful and create opportunities for these groups to share the good practice."

"Improving outcomes for Māori learners has been a priority for [the subsidiary] for the last few years. A study facilitated by [the subsidiary] to identify barriers and initiatives were developed to ensure equitable outcomes... student services were restructured to better meet the needs of ākonga Māori with the provision of Māori 'Navigators'. More resources are required to expand academic support."

"There are other more complex barriers to overcome in how to imbed kaupapa Māori across the [organisation] and enable access to Māori learners who live in remote regional areas without technology."

3.7.5 Active and meaningful partnerships help to raise the visibility and interrogation of the data

One subsidiary has had wānanga with their iwi partner about iwi and Māori outcomes. One of the mana ōrite projects is identifying iwi success measures. They have a Māori success strategy that sets out organisation wide self-improvement by publishing 12 success indicators and 40 outcome measures. Together, the mana ōrite agreement and the Māori success strategy impact on the way the subsidiary focuses on what matters. For example:

“One of the key projects that forms part of the institutional KPIs [is] the Māori Learner Data Project (working title), this project will identify the key data points and the monitoring and reporting practices required. The intent is to raise the visibility and interrogation of the data across the whole organisation which should in turn lead to actions that will increase Māori success.”

3.7.6 Subsidiaries should actively contribute to a range of Hapū, Iwi and Māori outcomes

Some subsidiaries show clear evidence of intentional programme design and development that aligns with and contributes to hapū, iwi and Māori outcomes.

There is evidence of opportunities during which hapū, iwi and Māori communities present strategy and development to subsidiaries to explore partnership opportunities and influence subsidiary education and training development:

“[The subsidiary] was pleased to attend the presentation by the [iwi] about the major project..., which will contribute to a revitalised and prosperous [rohe]; [the subsidiary] has been included as a partner to assist with training needs where required.”

Another subsidiary is doing outstanding work in developing a vibrant capable iwi Māori research culture.

One of their Māori success priorities focuses their partnerships with mana whenua on applied, collaborative projects and increased Māori research outputs nationally and internationally. Their research outputs have included an edition of their subsidiary's peer reviewed journal, one of which exclusively focused on their iwi research and was co-edited by their Māori director. Māori research symposia and exhibitions have also expanded the types of outputs shared with the community.

Another area of subsidiary service that is being impacted by iwi feedback is Māori student support. They highlighted that the service had been designed by Māori, for Māori.

3.8 Learning environments to address Māori inequities

Outcome 2. Inclusivity and equity for Māori

Reflective Question 1: Are learning settings safe and welcoming?

Reflective Question 2: Is the environment improving outcomes?

Learning environments must be safe and welcoming to be inclusive and equitable

Outcome 2 focuses Te Pūkenga and the subsidiaries on inclusivity and equity for Māori. Te Pae Tawhiti asks subsidiaries to reflect on whether their learning environments are safe and welcoming, and whether they are improving outcomes – and ensuring equitable outcomes – for Māori learners. There is also a question about whether they are improving outcomes as well as ensuring equitable outcomes for Māori learners.

There are a variety of ways in which subsidiaries reflected on inclusivity and equity. Some of the common elements of safe and welcoming learning environments presented in this section include strategy, successful programmes, the overall feel or tone of the organisation and student support services.

During 2020, considerable effort went into improving outcomes for Māori learners. Ten subsidiaries presented evidence of and/or linked their reflections to their comprehensive Māori success or achievement strategies, frameworks and policies. It was clear that subsidiaries had taken time to develop new or update old strategies that focus on Māori learner outcomes, Te Tiriti o Waitangi and equity. Subsidiaries were very good at referring to their strategies and demonstrated that the strategies provided a vision and direction for their governors, leadership and management to set goals and targets. For example:

"The higher-level documents show how [we] are approaching our Māori equity aspirations [lists a suite of five strategic documents, including the subsidiary's draft strategic roadmap for 2021, focus areas and priorities 2020-2021, framework for Māori achievement, a teaching and learning framework, and a dashboard with Māori education performance indicator data]."

"Aspirational and purposeful in positioning and privileging the Māori voice, the core principles are: Te Tiriti o Waitangi is lived [here]; Success for Māori is success for [us]; Māori culture, language, aspirations and identities are valued; and Māori success is inevitable when the system is designed for that purpose."

These are strong starting places for subsidiaries who are planning or continuing to be excellent Te Tiriti o Waitangi partners. There is much work to be done by those subsidiaries across the network who are still responding to Māori success in ad hoc, inconsistent, and unstructured pockets of action. The development and implementation of a Māori success strategy, aligned to strategic plans, is an urgent matter for Te Pūkenga.

Subsidiaries were consistent in recognising the important teaching and learning work carried out by tutors and the invaluable work of allied staff. Tutors engage with learners on a daily basis at the frontline of learning environments. They are the ones who are expected to pronounce Māori names correctly on the first day of class, attend the pōwhiri with their learners, sing waiata at the pōwhiri, show interest in who their learners are and where they come from, outline their expectations clearly, provide relevant examples in their delivery of class content and 'know their stuff'.

3.8.1 Kaupapa Māori-embedded programmes in the learning environments improve outcomes and need to be part of all curriculum decisions

Subsidiaries design and deliver a wide range of programmes. A range of programmes were consistently reported as being successful across the network. One subsidiary referred to their Bachelor of Social Work, their early childhood education qualifications, and creative arts programmes as examples. They were proud of how strongly kaupapa Māori is embedded in the programme content, as well as the degree to which these programmes are enhancing outcomes for not only Māori learners but also non-Māori learners who will no doubt be working with Māori people and communities.

Another subsidiary reported their Bachelor of Occupational Therapy and Bachelor of Nursing as two very successful programmes with Māori course completion rates of 90%. Furthermore, they highlighted that in 36 of their programmes, the Māori course completion rates were equal to or greater than non-Māori rates.

There were a number of positive reports about Māori success in nursing degrees across the network:

"One Nursing Māori programme at year one includes a paper called, "Ko Wai Au" and ākonga are encouraged to bring whānau to hear their presentations. These presentations provide a starting point for understanding relationships and experiences that are important to these ākonga."

Other programmes may benefit from learning why such programmes are so successful and how they have embedded elements of kaupapa Māori and biculturalism into their programme/course content. There is an opportunity to capitalise on this with the work already being done to look at the social work and business qualifications across the network; these could be two disciplines that become 'early' adopters, providing an example to other programmes of learning that still need to have mātauranga Māori embedded into the curriculum.

3.8.2 Learning environments that uphold mana Māori improve outcomes

"Uphold Mana Māori" is wording borrowed from one subsidiary's Māori success strategic framework in its description of one of its whenu or key strands called, "Cultural Legitimacy and Innovation".

All subsidiaries identified whakatau and pōwhiri as well as karakia, taonga Māori and bilingual/Māori signage as important elements of learning environments being safe and welcoming.

There was little explanation or acknowledgement of hapū, iwi, mana whenua and/or Māori who are leading and managing pōwhiri or karakia, creating taonga Māori such as carvings and marae, or deciding about the use of Māori ancestral names and designs on buildings.

Only some subsidiaries referred to mana whenua in these contexts. Relationships and partnerships through existing subsidiary and network taonga are important and special ways to give effect to Te Tiriti o Waitangi.

Whakatau and pōwhiri foster Māori identity, culture and values. A number of subsidiaries said that their senior management teams were present at their pōwhiri for new learners. If new learners and their whānau can see that the board, management and staff are present, have learnt waiata, are helping to serve kai and are interested in talking to them, it will do a lot for their sense of belonging.

On-campus kaupapa Māori spaces such as marae, Māori learner hubs including cafe and study areas are settings where cultural practices can also occur to further embrace Māori learners into the fold of their learning environments. Karakia, hui and wānanga are held regularly across the network throughout the academic year in these types of collective spaces. Staff participation at these events can create opportunities for learners to grow their sense of belonging.

3.8.3 Te ao Māori sites of learning improve outcomes

The majority of reports highlighted how common it is now for teaching and learning to occur at off-campus venues, outside 'traditional' classrooms.

A number of subsidiaries were proud to reflect on the growing number of their programmes that are being delivered at marae, on Māori land, at iwi/hapū and Māori community venues and Māori workplaces.

One subsidiary is working with hapū, iwi and Māori to develop programmes "*by Māori, for Māori at a site decided to by Māori*". Their report shows how their partnership relationships have developed over the years through a number of collaborations. This highlights that they are now ready to devolve to the Māori community some agency and authority (fino rangatiratanga), to design and deliver programmes. This is a particularly outstanding effort in regard to giving effect to Te Tiriti o Waitangi.

One other subsidiary reported success and positive impact of a marae-based cookery course delivered across 11 marae in their region. They attributed the success being:

"An education programme delivered at a culturally significant centre for the Māori community, within a Māori context where the skills developed contribute to the development of the marae and the hapū."

This is another great example of what this subsidiary refers to as *“a clear strategy to maintain relationships through action orientated activity rather than passive agreements”*. They are also working with an iwi partner to create a local Māori workforce to support an iwi-led housing project, by developing an appropriate trades/business acumen and te reo and tikanga training programme for the apprentices.

3.8.4 Calling out racism and bias in learning environments is required to improve outcomes

The lack of explicit references to racism and bias across the network of Te Pūkenga is concerning. Although Te Pae Tawhiti refers to unconscious bias as a key concept to be considered under goal five, only five subsidiaries reflected on racism and bias as issues in their learning environments. Therefore, only these five organisations consider racism and bias in their Māori success strategies and/or their staff cultural development frameworks. All five are at the early stages of refining or implementing their strategies.

One subsidiary admitted that although their student surveys show that Māori learners are more satisfied with their experiences than non-Māori learners, they:

“Continue to encounter acts of racism within the classrooms (learner to learner), anecdotes of conscious and unconscious bias where tutors have either side-stepped or speed-through kaupapa Māori content leaving Māori [learners] feeling under-valued and under-served. We applaud the courage of Māori learners to report these unacceptable experiences.”

Another subsidiary reported that their learning environment was, *“inconsistent, patchy”*, and one of their kaimahi said that it ranged from, *“systematic racism... to too much of a European lens... to barriers to... breaking down tutor arrogance to... conscious use of Māori frameworks”*.

Due to the low number of references to racism and bias, it is important for Te Pūkenga to consider how the network can do better at dealing with this issue and provide a framework and guidelines on how subsidiaries can be more courageous in not only reporting but also interrupting and stamping out racism and bias.

A second subsidiary reported that feedback from their learners about whakamā, lack of cultural connectedness from staff, and feeling a lack of belonging, resulted in them designing a more holistic support service for Māori learners that includes cultural and pastoral services. This is important in regard to supporting Māori learners but what about the organisational systems and structures.

Another one of the five subsidiaries is already calling out racism and bias in their organisation. Their Māori Success Strategy refers explicitly to bias. One of the four strategic priorities is *Transforming implicit bias* and *“the goals or whenu include partnership, decolonising practices, structures and powers, cultural legitimacy and innovation, and Māori flourishing”*.

They reported on how they have already completed a two-day Courageous Conversations About Race workshop for all members of their senior leadership team. They said that:

“This opened the doors to having courageous conversations about Māori success and equity and why it is important. The workshops were challenging for many but laid the platform for the ability to have uncomfortable conversations about what we are endeavouring to achieve with the Māori Success Strategy and meeting the aims of the Te Pūkenga Charter.”

This approach is a potential practice for Te Pūkenga to consider for the whole network, as to is how Te Pūkenga can link with the work currently being led by the Racial Equity Office at the Ministry of Education.

It deals with implicit bias in a very explicit way by naming it and strategising to transform it in order to support other strategic priorities such as system wide quality improvement, initially across its governance, leadership and senior management and then the whole organisation. Their board reporting has also included an equity section since June 2020, and they expect an update at every meeting. This is an excellent example of governance and management giving effect to Te Tiriti o Waitangi.

3.8.5 Māori learning environments that uplift the mana of whānau improve outcomes

Some subsidiaries reflected on the student journey and the importance of more specifically embracing whānau when engaging and celebrating with Māori learners. Whānau evenings have become more common across the network and the feedback is that they are achieving their purpose of engaging Māori learners and their whānau in the early stages of their student journey. Whānau evenings focus on developing relationships and sharing information through whakawhānaungatanga, kai and some fun.

One subsidiary invites whānau to a hui at least a week before the semester begins. This is a good time for tutors and support staff to go over programme expectations and check both learner/whānau commitment and support.

Another subsidiary's registry team works in consultation with the Māori executives to:

"Ensure that enrolment policies and procedures enable the expectation of Māori specific programmes that ākonga Māori are engaged in ways that include whānau and uphold their mana."

An example is, they meet the applicant and whānau at interviews and ask them and their whānau about their expectations of the programme and they explain what the programme expects of them. One of their kaimahi emphasised that *"interviews for 'fit' were imperative to improving outcomes for ākonga Māori"*. Marae graduations are also important in the late stages of the student journey to acknowledge and celebrate the achievements of graduates, their whānau, hapū and iwi as well as Māori success. A number of subsidiaries reflected on how organised events during Te Wiki o te Reo Māori, Puanga and Matariki contribute to serving Māori learners and communities.

One subsidiary was proud to report that they have developed a Te Rautaki Reo Māori (2019), a Māori language strategy that enables assessments to be completed in Māori - a first for the sector. This can be an easy and important way of recognising the official status of te reo Māori and the value that it has for Māori. This strategy could be promoted by Te Pūkenga as a relevant example and all subsidiaries could be encouraged to collaborate on an output that will be valued by Tiriti partners as well as Māori organisations, especially kura kaupapa and kura-a-iwi.

3.8.6 Māori learner support services contribute to Māori learner success improve outcomes

All subsidiaries reported extensively about the contributions of their Māori learner support services to making their learning environment not only safe and welcoming but also conducive to Māori learner success. There was only one subsidiary that was disappointed with how:

"[Their] Kaitakawaenga - Māori Liaison Officer, and [their] Kaiāwhina - Māori Student Support Advisor roles were disestablished and mainstreamed into the student journey staff structure."

Most subsidiaries have grown Māori teams that provide a holistic approach from the beginning of the student journey to the end. One subsidiary said:

"The ultimate intent is end-to-end support (case management), the intention is to ensure tauira Māori make learning [here] more accessible, relevant, enable stronger participation, leading to better outcomes. It is intended that the holistic support model will align itself to meet the requirements of [our framework]."

Others provide a range of services including pre-start facilitators, pastoral care, tuakana-teina mentoring, learning advice, as well as cultural and advocacy support. These types of culturally relevant, holistic approaches are receiving positive feedback from learners and staff.

One subsidiary reported positively about the impact of their student services whose staff are, *"managed by Māori and all but two are Māori"*. Their student support team was established by mana whenua and subsidiary staff. Their *"support services include nine staff who provide cultural, pastoral, and where academic support during study, training and in some cases into and in employment"*. One of their learners said, *"without support from [support and services team] it would have been harder to stay on course ... little things like getting a Pak n Save voucher, gas..."*.

Another subsidiary highlighted the importance of a suite of ten critical success factors which included recruiting the right people, good strategic execution, a strong underpinning kaupapa, institutional commitment, support from teaching areas, internal collaboration and relationships, good management and communications, quality reporting, whānau/iwi involvement, and student commitment to success. It is not difficult to agree that these ten factors can make the role of Māori student support teams significantly easier.

At another subsidiary:

"Māori learners can access support services initially via the 5-touch points be it – self referral, tutor referral, first impression survey, enrolment form/application, literacy and numeracy testing. Student support services has a new report in the report portal that identifies our priority learners via programme for easy identification. Support for our tauira Māori is via the Mason Durie's Te Whare Tapa Whā model. This model of hauora is built into our two outdoor education programmes."

One other subsidiary said that:

"Internally [we] know [our] recruitment and support systems have improved since 2011 with the commencement of [our] student support initiative as well as [our] culturally responsive pedagogy of relations initiative. A critical step has been greater internal collaborations with faculties, teaching staff, registry and information, the student success team and a greater all-round recommitment to student success ('project transform' initiative) have been the basis of this improvement."

They also highlighted the importance of their programme appraisal system that looks at the impact on Māori.

"[We have] recognised the impact of kaitakawaenga and the [Māori] space to the ultimate success of Māori learners. There are now three kaitakawaenga with different strengths and areas of focus, working together in a kaupapa Māori space to positively influence the Māori learner and whānau experience, as well as providing advice and feedback to the rest of the organisation."

Learners and staff also acknowledge the success of events like whānau evenings, the annual Māori celebration for Māori graduates, Māori student luncheons, whanaungatanga events, as well as campus celebrations for Puanga, Te Wiki o Te Reo Māori, etc. These initiatives are meeting the needs of Māori learners and Māori communities, and are well attended by Māori whānau. They have recognised the impact of kaitakawaenga and their cultural space to the ultimate success of Māori learners.

"There are now three kaitakawaenga with different strengths and areas of focus, working together in a kaupapa Māori space to positively influence the Māori learner and whanau experience, as well as providing advice and feedback to the rest of the organisation."

3.9 Access to address Māori inequities

Goal 2. Better Equitable Access

Reflective Question 1: Good Access In All Communities?

Reflective Question 2: Accessing Optional Provision?

This section is about better equitable access and the self-reflective practice questions asked subsidiaries to report on whether Māori have good access to Te Pūkenga services in all communities and whether Māori learners are accessing optimal provision for their learning needs.

3.9.1 Equitable distribution of funding and resources improves outcomes

One subsidiary delivers programmes at six sites in a large urban region, and they know that their "ākongā have limited direct public transport access from isolated communities." While they "offer a free bus to some campuses, the bus cannot service all communities". They reported one of their kaimahi saying, "too much 'one size fits all' approach... that Māori support for Māori was important, that access to Māori support, while available, was limited by capacity (insufficient staffing) and that disability among Māori learners was high".

Some whānau, hapū, iwi and Māori communities reside in districts that are at some distances from campus delivery sites. Return trips could take three to five hours per day. One subsidiary reported that their region is relatively big and quite diverse, from the two main campuses and three regional campuses, through to quite remote tribal communities in northern coastal and southern inland locations. They admitted that their:

"Ability to provide equitable access right across their rohe is somewhat hampered by a funding model that is predicated on bums on seats as well as a delivery model that is largely based on traditional campus-based delivery."

Regional provision is a focus for subsidiaries in 2021 with a project that is looking at what good provision in the regions looks like. Their iwi partners have also been involved in developing success measures which will set a good frame for what is expected from them.

In regard to the goal of better equitable access, some subsidiaries admitted that they needed to work on better understanding the issues and challenges in order to respond better. A number of subsidiaries are working harder to understand taurā Māori. One has focused on an enrolment review to identify barriers and decided to streamline entry criteria for levels 1 to 6. The distribution or re-distribution of

resources in ways that honours Te Tiriti o Waitangi and are equitable will continue to have its challenges.

One subsidiary made the point that the increase in their non-Māori participation rate was significantly higher than for Māori, 30 percent and 13 percent respectively. non-Māori participation in level 7 and 8 programmes was much higher than Māori participation.

The majority of Māori were studying at levels 3 and 4. The subsidiary admitted there was much work to be done, that, *“There is planning underway to further increase access to Māori communities... [and that a]... marae-based programme was being delivered in line with the marae tikanga”*. They are also increasing their capability to deliver blended learning and online options as well as how they partner with local libraries to provide learning hubs.

These are all important interventions that pivot the system and structures to better serve Māori. As noted earlier it will be important for Te Pūkenga to build key performance indicators into their plan and monitor them over the coming years to assess the success of their interventions. A continuous quality improvement system would assist them to keep improving access for iwi, hapū and Māori communities across their region based on feedback, something they have already started to do. Funding and resources to design and implement a continuous quality improvement system will be important.

3.9.2 Development of flexible delivery whether they are on campus, in the workplace, online or otherwise, and the support systems for that delivery need to improve outcomes

The ‘traditional’ approach of leaving home in the regions and small towns to get a trade or qualification in towns and cities is less popular today. Staying at home can mean that learners can continue to participate in their whānau, hapū, iwi and Māori communities, places where they have grown up and feel that they belong. Over the last 18 months, greater willingness from some employers to allow more flexible work practices has been evident, therefore allowing more to operate from their regional homes.

Online and blended delivery is also evident, as well as the provision of courses in places such as marae, community houses and workplaces where tutors and support staff connect with them. For a number of subsidiaries, access for some taura is online as a member of TANZ E-Campus. Currently they are also developing blended learning delivery as a major project to ensure greater access to Māori and all learners. The catchphrase of the project is ‘learning on-campus, online, on-workplace’.

One subsidiary said that the proportion of its learner base that is Māori and their geographic distribution across New Zealand largely matches that of the national population and has grown proportionally over the last few years alongside demand for online, distance, and flexible learning (ODFL). This data indicates that ākonga Māori are choosing this form of education provision (ODFL) in alignment with the aspirations of Māori communities. They also admitted that cultural support is challenging but they are seeking to improve.

3.9.3 Regional campuses and hubs to support learners will improve outcomes

As referred to earlier, enrolments in rural areas are growing and some subsidiaries are proud of their participation rates. Regional campuses or hubs provide smaller town residents the opportunity to study while living at home. One subsidiary in a similar sized, high Māori population region reflected on how they had dealt with access and provision issues by accessing non-traditional venues away from campuses. They reported that:

"In 2019, over 600 EFTS were delivered into communities across their regions, in a venue other than a 'subsidiary owned location', e.g. marae, community centres, community projects, employment-based locations etc. Over 90% of learners engaging in these offerings were Māori. They remained critically aware that delivery reach like this required that same reach of student support services. Predominantly the introduction of support services and the connection with appropriate support is carried out by the tutor and then if the class sizes require it, often a learning facilitator will be allocated to support with the delivery too. The main connection between community-based learning is back to the closest Regional Learning Centre. In turn, regional learning centre managers and support staff meet together regularly and with the student and learning support staff (co-ordinated from the two main campuses) to ensure effective coverage."

Over the years, subsidiaries have designed and developed spaces where whānau and iwi can be appropriately supported and engaged with, including the ability to formally welcome and manaaki manuhiri.

Some admitted that they are working on better understanding Māori learner access challenges. Some subsidiaries chose to report on how they provide scholarships and hardship grants, as well as pathways with their partners.

Such examples of flexible delivery options will undoubtedly help to inform the new operating model for Te Pūkenga. While there are good examples across the network of Te Pūkenga, the transition of the Transitional Industry Training Organisations (TITOs) will also be significant; the volume of learners, functions of Industry Training Organisations (ITOs), work-based models of learning and the direct relationships they have with employers appears to be different from that of the subsidiaries.

, Once operating in a unified network, it is anticipated that the eco-system of Te Pūkenga will be well positioned to deliver a multiplicity of flexible delivery models to ākonga, in line with the requirements of Te Pūkenga Letter of Expectation from the Minister of Education and the Charter. As a starting point, this will be enhanced as the TITOs begin to transition into Te Pūkenga from August 2021 and undertake their own self-reflective exercise in relation to Te Pae Tawhiti.

3.10 Cultural responsiveness to address Māori inequities

Goal 5. Stronger Responsive Practices

Reflective Question 1: Are teaching staff responsive to Māori learners?

This section is about stronger responsive practices. The self-reflection process expected subsidiaries to consider key concepts such as unconscious bias, and whether planning, decision-making and reporting processes demonstrate conscious consideration of Māori learners and communities.

3.10.1 Developing strong cultural capabilities in staff is crucial to improve outcomes

Subsidiaries recognise how important it is that their staff demonstrate strong (Māori) cultural capabilities in interactions with all learners and in their work developing and delivering programmes. Understanding and commitment to this came across clearly in their reports by the way they linked their Māori cultural capability plans and frameworks to both strategy and action. A number of subsidiaries were standouts, for example:

[We are] committed to all forms of Māori educational development and its activities are guided by the following three strategies:

1. A Māori Student Success Strategy (2017 -2019))
2. A Māori Capability Development Framework (2016)
3. A Mātauranga Māori Policy and Procedure

In 2020 [we] introduced [their framework] to enhance the cultural capability of all staff [here]. This aligns with the appointment of an amorangi and a cultural capability team. This combined with professional development rolled out by AKO Aotearoa in 2020 and continuing into 2021 affords all staff the opportunity to learn how to be culturally responsive and understand inclusive practice.

[Our] culturally responsive pedagogy of relations framework seeks to improve the educational achievement of Māori [learners] and has been spreading across the organisation since 2013. [It] establishes that effective educators of Māori [learners] create a culturally appropriate and responsive context for learning. [programme] coaches have worked alongside over 300 teachers using the Effective Teaching profile (R. Bishop, 2013) to inspire and encourage teachers to deepen their understanding and practice.

In developing cultural responsiveness to [our] Māori [learners], the most important actions on the part of teachers are:

1. Accepting professional responsibility for, and making a commitment to, improving Māori learners' educational achievement.
2. Caring for the learners as Māori learners.
3. Developing relationships with whānau and iwi.
4. Transforming power relations in the classroom.
5. Developing discursive and co-constructive pedagogies.
6. Managing classrooms to promote learning.
7. Having high expectations of Māori learners, reflecting on learning outcomes and goals with learners and whānau.

One subsidiary highlighted the success of, "Recruiting a tutor from the mana whenua to deliver te reo, tikanga and Tiriti o Waitangi papers in two of their degrees", and how, "some other programmes ask Te Wānanga Māori and Māori Services staff to deliver sessions to their classes." They pointed out that:

"This increases the workload of Māori kaimahi and does not improve the cultural competence of non-Māori kaimahi. Where it has worked well has been in courses which intentionally foster a partnership approach to delivery. What causes strain here is the student numbers needed to justify, financially, two tutors for course delivery."

They highlighted that "the [organisations] will need to consider that the expertise required to deliver effectively to Māori is a cost that must be borne until all kaimahi meet Te Pae Tawhiti expectations."

Another subsidiary is struggling to fully understand Māori student needs and seeking support to develop:

"A clear understanding of what Māori [learners] want to enhance, acknowledge, and reflect their culture in a way that will make them feel safe [it] is constantly changing. Te Pūkenga should support and conduct ongoing research of Māori student learning preferences across the whole network. We could then use evidence-based research of our Māori learners wants, where they can be themselves and be successful. Te Pūkenga should develop a framework of preferred Māori learning pedagogies and identify processes for developing a safe and welcoming environment for Māori and an understanding of how they influence Māori learners. Such a framework would be a particularly useful resource for non-Māori staff."

3.10.2 Developing a plan for racism and bias is needed to strengthen responsive practices

Some subsidiaries have made big strides in their plans to change by naming and grappling with some of the more difficult issues. They made strong connections between the why and the how. Two of four subsidiaries mentioned earlier in the learning environment section who reported on racism and bias reported that, as with all mainstream education, barriers exist which influence equity, including but not limited to programme content, poor staff relationships with Māori learners, a lack of understanding of a Māori worldview, and a lack of understanding by some staff of the engagement and access barriers that exist for Māori learners.

Further qualitative research had also provided evidence that “some Māori [learners] experienced a lack of understanding and respect from some lecturers”. It is these types of Māori learner experiences and the reporting of them that have been pressuring, importantly so, the education system to make transformational changes.

One of the four subsidiaries said there was a growing appetite for these sorts of changes and explained how their suite of professional development and training had changed to reflect the needs of Māori learners and their communities. Previously their staff had been expected to complete Te Tiriti o Waitangi and bicultural training. Others had included te reo and tikanga courses. Now the staff employed by the subsidiary above are expected to complete the following training:

- Te Tiriti o Waitangi - what does it say and mean? why is it relevant in the education sector?
- Te Reo me ōna Tikanga.
- Local iwi Māori – who are they? what are their values, interests, aspirations and expectations?
- Kaupapa and mātauranga Māori - what is it? Why is it relevant in our sector? How does it relate to me and my role?
- Raising racial awareness - understanding bias and racism in our sector and society.

These expectations in the current context of change may place some stress on staff. One subsidiary said that their board is going to send a strong, carefully worded message to provide clear expectations to their organisation.

3.10.3 Everyone should and needs to work on stamping out racism and bias

It became evident in the analysis of Te Pae Tawhiti self-reflective reports that Māori managers and their teams across the subsidiaries have been leading out in this important work. But, is this their responsibility alone?

At one subsidiary, staff have been made aware of the expectations of Māori student achievement through targets and the requirement to report against them in performance reporting. The Māori directorate then met with each of the curriculum areas multiple times throughout 2020 to establish relationships and ascertain supports required by staff to meet increasing targets and expectations.

There is also a trend of Māori staff being employed as cultural capability trainers or coaches. Some frameworks have focused on te reo and tikanga Māori, te Tiriti and biculturalism. Others include ako and mātauranga Māori workshops. Only four are explicitly developing ways in which they build capability to deal with racism and bias. Engagement with whānau, hapū and iwi has also been identified as key for staff to contribute to Te Tiriti o Waitangi excellence. Most subsidiaries also emphasised the importance of having a staff incentives programme and structured staff development and appraisal systems. One subsidiary began presenting staff values awards a few years ago to acknowledge staff contributions and hard work involved in living the organisational values.

This is a workstream that Te Pūkenga operations team could either lead centrally or resource and support so that the subsidiaries can progress this important work quickly and consistently across the network.

3.10.4 Developing strategies and actions for embedding te ao Māori is required to strengthen responsiveness

Some subsidiaries were more confident than others in reporting on how they are embedding te ao Māori, ako and mātauranga Māori into their plans and programmes. One comment from learners in an external evaluation and review report highlights the expectation of Māori learners:

"If staff are including te ao Māori then they need to truly understand the history, protocols and tikanga."

One subsidiary reflected on how little they were doing and how ad hoc their approach is. They had new and post kaiako induction programmes that had Māori names.

At the other end of the continuum, one subsidiary has a number of key priorities in their framework. Priority two is about attracting and developing Māori staff as well as the cultural capability of all staff.

Another priority states that: *"Priority 3 - Culturally responsive programmes are delivered by culturally capable, credible and suitably qualified pedagogues."*

They also highlight that their *"Office of the kaitohutohu has a business partner approach to working with other directorates to ensure mātauranga Māori embedded into programmes"*, and that they have a student support team who have *"moemoea with a plan, targets, status and some outcomes already achieved."*

Another subsidiary reported that:

"...internally we know our recruitment and support systems have improved since 2011 with the commencement of the two initiatives ([including our] culturally responsive pedagogy of relations initiative). A critical step has been greater internal collaborations with faculties, teaching staff, registry and information, the student success team and a greater all-round recommitment to student success ('project transform' initiative) have been the basis of this improvement."

There was limited information about exactly how tutors are including these key Te Tiriti o Waitangi pedagogies into their practice, however there were references to existing te ao Māori and mātauranga Māori content being taught by qualified iwi or Māori tutors or by expert guest speakers. The added expectation to prioritise mātauranga Māori as a learning area is particularly significant for the sector, especially at a time when there are fewer and smaller kura Māori (Māori departments) across the sector.

In response to these issues, some subsidiaries are prioritising the recruitment and development of more Māori tutors, support staff and managers rather than just focusing on increasing the cultural capability of all tutors, and/or bringing in mātauranga Māori expert guest speakers. One subsidiary has developed a Māori talent strategy, and another has workforce goals and objectives.

Building Māori capacity and Māori capability across subsidiaries and the network is important for transformational change and requires purposeful intervention. One subsidiary made two suggestions:

"Crown-Māori relationship development is a specialised skill and current capacity, and capability is limited (on both sides), and will need to be developed before 'active and meaningful' partnerships can genuinely occur; and invest in the development of a centre of kaupapa and mātauranga Māori where a pool of experts will be available to partner with colleagues to guide their work."

Graham Smith (2003)⁸ provided a comprehensive list of a range of important interventions, when he wrote about the indigenous transformation of education and schooling. They are:

- Capacity building by employing more indigenous academic staff and where necessary growing them.
- Capability building by uplifting the skill and leadership level of indigenous academic staff.
- Developing indigenous staff into leadership positions across the academy.
- Growing a critical mass of indigenous intellectuals who have a consciousness about their indigenous roots and responsibilities.
- Developing curriculum options that are built around indigenous interests first and foremost.
- Growing both horizontal (participation across the organisation) and vertical equity development within organisations.
- Re-claiming equity definitions from the neo-liberal economic hegemony that tends to argue against compensatory forms of equity in favour of the 'level playing field' form of equity that simply entrenches the 'status quo'.
- Putting equal emphasis and accountability on 'access', 'participation', 'retention' and 'success' of indigenous [learners].

Some of these elements have been highlighted in some subsidiary reports, but few have covered them comprehensively in regard to how they might manage growing their Māori staff numbers and potential.

3.11 Systems, structures and services to address Māori inequities and transform vocational education

This section is about stronger Māori participation and the questions asked the subsidiaries to reflect on how their systems, structures and services increase access, engagement and success for Māori learners. This section uses Graham Smith's (2003) intervention elements as headings to highlight the extent to which the sector is strengthening stronger Māori participation, not only of Māori learners, but just as importantly, of Māori governors, management and operational staff.

3.11.1 A strategic approach with Māori in leadership positions is necessary to improve outcomes

Partnership and engagement with Māori and the challenge of Māori student success is driven by boards and executives. Subsidiaries identified board members and executives who are Māori, as well as their strategies, frameworks and policies that support Māori success. One admitted that they had been focusing considerably on these matters over the past two years. Another reflected on their efforts since 2013. There is some hope and expectation that strong Māori membership and leadership will make a difference. One subsidiary referred to their leadership and senior management in some schools as "*experienced thought leaders*" and are hopeful about their future contributions to lifting Māori success further.

Another subsidiary emphasised their structure and high level, strategic approach:

- Te mana ōrite Tiriti relationship agreement with iwi from across the region.
- Board and iwi governance partnership, with iwi educational success measures.
- Iwi governance and board meet twice annually.
- 5 of 6 Māori board members specific focus on equitable outcomes for Māori.
- 2 of 6 Māori executives responsible for key portfolios.
- A strategic partnerships manager connected to iwi.
- All academic committees have Māori representation.

⁸ Smith, G. H. (2003). Kaupapa Māori Theory: Theorizing Indigenous Transformation of Education & Schooling (pp. 1–17). NZARE/AARE Joint Conference.

A second subsidiary noted that, so far, they had made sure that their “Māori Achievement Framework was aligned with the Teaching and Learning Framework” and then they began developing a cultural intelligence capability framework to inform recruitment policies and practices.

Another five subsidiaries consistently referred to their strategic plan, their Māori success strategies/frameworks as well as specific policies. A further approach was a result of a review, for example:

“[It] aims to change the existing operating model [here] to give effect to Te Tiriti and enable equity for tauira Māori. It aims to achieve this through the embedding of four competencies across all structures, systems and staff (competencies and expectations) – these being Tauira (student-centred), Reo (stakeholder voices), Whakaumu (system wide transformation) and mātauranga Māori. The project will officially launch in 2021.”

3.11.2 Capacity building – employing and growing Māori staff is crucial to improve outcomes

Some subsidiaries made specific comments about employing and/or growing more Māori staff and reported their genuine commitments by highlighting sections in their strategies and frameworks.

A strong example from one subsidiary that mentioned their extensive range of priorities set out in their strategic framework, which includes priorities such as Te Tiriti o Waitangi, to increase Māori staff and to understand analytics. They reflected on how lucky they were to have an iwi representative on their new board and that they demonstrated their commitments to Māori communities by presenting their Māori annual report at local marae. They also highlighted that their Māori strategic framework was key in focusing them on a vision.

Another subsidiary with less than 9% kaimahi who are Māori, emphasised that:

“What we have noticed and learnt has been where kaimahi Māori present in diverse fora then there are greater opportunities to support staff understanding and responses through naturally occurring opportunities. The paucity of kaimahi Māori stretches the limited resource and only creates pockets of opportunity. Recruitment of more kaimahi Māori requires immediate focus.”

One other subsidiary who has two iwi-Māori board members but no senior Māori executives is seeking to increase Māori voice within leadership and management teams. The recruitment of Māori and Pacific leaders into senior positions in 2020 has also contributed to the visible engagement between the subsidiary and Māori communities.

3.11.3 Capability building – uplifting Māori skills and leadership is a key intervention to improve outcomes

The majority of subsidiaries are currently focused on uplifting the skills and leadership of non-Māori staff. Only a few have prioritised “growing” or increasing the number of their Māori staff. If this issue is to progress equally alongside the other interventions listed by Smith, it will require further strategic focus across the network. Without a strategic organisational focus and an integrated approach, this issue will highly likely fall on the shoulders of senior Māori leadership. It should be an organisational wide responsibility.

3.11.4 Critical mass and thought leadership are important for kaupapa and mātauranga Māori to flourish in Te Pūkenga and its subsidiaries

Subsidiaries were not asked to report on Māori staff numbers, their roles and whether they had a Māori department or kura Māori, but some subsidiaries provided this information. It was concerning to read that one subsidiary does not have a Māori department at all and it was not clear what has contributed to this. However, other subsidiaries reported on the important things that their Māori departments do, for example:

"Te Kura Māori provide generalist kaupapa Māori teaching support to a number of programmes as well as delivering te reo Māori, tikanga and Māori governance programmes. We utilise our ACE funding to support whānau and hapū with their learning aspirations by providing learning that is tailored to their needs."

This is important to raise because in the past there was always a critical mass of Māori staff in tertiary Māori departments. One stated that 90 (or 19.2%) of their 468 staff were Māori. Another reported that 10% of their staff were Māori. Both these levels of Māori staff were lower than their Māori learner numbers. Critical mass and thought leadership are key interventions for Te Pūkenga and subsidiaries if there is to be a genuine commitment to incorporating mātauranga Māori into curriculum design and delivery.

3.11.5 Development of te ao Māori and mātauranga Māori curriculum is crucial

All subsidiaries have been attempting to respond to iwi, community and industry needs and aspirations in ways that meet the needs of Māori learners. A number of examples have already been noted in earlier sections about successful programmes and iwi-supported programmes.

One subsidiary says that their, *"Programme delivery portfolio is increasingly being shifted to meet the needs of Māori learners as and where required"*. One way in which they are demonstrating this is by, *"Introducing mātauranga Māori into all new degree programmes and above"*. However, two other important factors were noted in their report. First, that mātauranga Māori programmes currently exist in some of their schools where there are high levels of Māori leadership. Secondly, some of their vocational curriculum includes mātauranga Māori too e.g. a building apprentice programme that includes business as well as te reo me ōna tikanga training.

Another subsidiary said that all programmes of study are encouraged to include kaupapa Māori. Another reported that their tutors delivering reo and tikanga are from local iwi.

3.11.6 Equity reclamation is required

Te Pūkenga has employed six Deputy Chief Executives (DCE), of which three are Māori. One is the DCE of Partnerships and Equity who is responsible for leading Te Pae Tawhiti Te Tiriti Excellence work. This is positive and has much potential for the future of equity in Te Pūkenga and its subsidiaries. The others are:

- DCE Learner Journey and Experience – another key strategic portfolio, as Te Pūkenga has a commitment to empowering ākonga and their whānau; and
- DCE Operations – that (among many other roles), monitors performance, outcomes and impact, leads the people and capability development, and allocates and resources.

In line with Smith's (2003) model, the key aspect of this work is to re-claim equity definitions from the neo-liberal economic hegemony that tends to argue against compensatory forms of equity in favour of the 'level playing field' form of equity. The Tiriti-based Equity approach planned by Te Pūkenga will be critical in this reclamation.

3.11.7 Redefining outcomes is necessary

The sector uses quantitative education performance indicators, and some have reported their outcomes better than others. Some subsidiaries have consistently highlighted their updated strategies and frameworks, as well as their key performance indicators and measures. Many are quantitative, but there is more work to be done focusing on social, cultural and employment outcomes with qualitative measures.

3.11.8 Equal performance outcomes is a minimum

Putting equal emphasis and accountability on 'access', 'participation', 'retention' and 'success' of Māori learners is important. One subsidiary reported that it was important to:

"Acknowledge the strengths we have in data analytics and in making use of that data to underpin the models and services that ensure our unique learning environment is conducive to Māori participation, progression, completions and success. Combining data with intentional positive human interventions allows us to maintain a learning environment that is continuously recognising and responding to the needs of individuals."

Another prioritises "System-wide, continuous performance and quality improvement" in its Māori success strategy and uses a range of success indicators including:

- Performance measured against TEC's education performance indicators for Māori is equal to our best performance outcomes; and
- A bi-cultural, continuous quality improvement framework is valued and utilised.

All interventions discussed in this section have the potential to transform education systems, structures and services to increase access, engagement and success for Māori learners.

3.12 Performance measurement

This section contains insights about initiatives and innovations across the network to measure subsidiary performance.

3.12.1 Exploring the distinction between Māori outcomes and Te Tiriti o Waitangi outcomes will broaden strategic and performance approaches

Overall, subsidiaries reported on Māori learner 'performance' outcomes, for example, enrolment, progression and completion rates. Reporting on employment, social and cultural outcomes was not as robust.

On a related note, the distinction between 'Māori outcomes' and 'Te Tiriti o Waitangi outcomes' needs to be considered. 'Māori' outcomes are those relating to, resulting from or impacting Māori - including Māori people and places. Whereas Te Tiriti o Waitangi outcomes are potentially those relating to, resulting from or impacting Te Tiriti o Waitangi partnership. The scope is broadened beyond Māori to include the Crown (non-Māori) partner and is more relational in nature.

Each outcome type may be distinctive but not mutually exclusive. They are potentially complementary. The former rightly focuses on Māori - *by Māori, for Māori, with Māori*. The latter broadens the focus to the Māori and crown partners and examines their identity, performance, and impact *in relation to* both Māori and Te Tiriti o Waitangi. The distinction has potential implications on what is defined as a positive outcome and how that might be measured.

3.12.2 Key performance indicators designed and implemented in genuine Te Tiriti o Waitangi partnership will improve overall and Māori outcomes

The subsidiary reports varied in terms of the extent to which, if at all, subsidiaries were measuring performance against broader iwi, hapū and Māori community aspirations and priorities – in addition to the subsidiary outcomes and objectives.

Some outcomes and objectives (including measures) have been developed by the subsidiary in consultation with iwi, hapū or Māori communities. However, these outcomes and objectives may still provide a narrow perspective of performance when measured against a more holistic picture of iwi, hapū and Māori community development.

There are some innovative examples of subsidiaries measuring performance against 'Māori success key performance indicators' and targets set annually and monitored in more co-governance type arrangements with iwi and Māori.

Overall, more focused attention at developing measures and collecting data on employment outcomes and social or cultural outcomes for Māori would be useful. Similarly, Te Pūkenga could partner meaningfully with iwi, hapū and Māori to develop the success measures that may contribute to social and/or cultural outcomes.

3.12.3 Tikanga-based performance measurement approaches

Subsidiaries reported a mix of quantitative and qualitative approaches to measuring performance. One example of a qualitative approach was distinctively tikanga-based (kanohi kitea):

"[The subsidiary] has a set of statements of service provision with one of these being a measure on the satisfaction levels of interactions with [the subsidiary]. This is conducted with [an iwi mātauranga collective] using a kanohi kitea (face to face) approach rather than utilising a survey. In 2019 this was conducted and had a somewhat satisfied rating due mainly to the uncertainty of the ROVE process and what that might mean for the mana ōrite agreement. In 2020 a kanohi kitea, consensus-based collective analysis approach was undertaken again, the consensus was satisfied."

Another quantitative approach supports iwi and hapū tikanga to better provide for Māori learners and their whānau. A subsidiary reported a Māori learner data project which is:

"Looking to breakdown the data by iwi and hapū... to provide this information to them as well as identifying where there might be gaps and opportunities."

The subsidiary aims to join up Māori learners with initiatives within their own iwi and hapū that may have employment and or other mutually beneficial outcomes for the learner and the community. It seems that iwi-Māori dashboards are recent developments in those organisations who referred to them.

3.12.4 Māori success data-analysis varies across the network

Significant numbers of Māori learners are in foundation and vocational programmes, levels 1-4. Therefore, some subsidiaries focus more on the analysis of their Māori data associated with levels 1-4. They have drilled down deeper than others to find, for example, that success is more likely in foundation vocational programmes, in levels 1-3, and less likely at levels 6 and 7. Another subsidiary has had less success in level 4 programmes in comparison to higher levels. A third subsidiary reported that they were focused on Māori learner success at level 7 and higher. It seems that they had already put significant resources into lower level programmes previously.

A departmental and programme approach to analysing data has been recommended by some because there are major discrepancies across departments. One subsidiary is focusing on annual education performance indicators analysis, working directly with programmes *“where there are greater gaps. Understanding of why and what changes can be made is growing due to PD and reflection of practice”*.

Another subsidiary reflected on how outcomes are stronger in some programmes, for example:

“Such as nursing and Māori arts, and developing in others such as social work and business but requires intensive re-development and planning in most other programmes. Greater flexibility around programme design could enhance a learning environment to be more conducive to ākonga Māori participation and improved outcomes. Senior leadership team have shown they are diverse in their responses and would benefit from more institutional information and increased Māori cultural awareness to be better informed and to better serve our [learners].”

The subsidiary that is implementing a Māori learner data project is already deep diving into some hapū-iwi-Māori data.

Some also reported the results of student satisfaction surveys. One interesting point was that sometimes Māori learner satisfaction was high, and sometimes higher than non-Māori satisfaction, even though gaps in the success data continue. However, we also note that participation rates of Māori learners in surveys was not specifically requested.

3.12.5 We Can Improve Data Collection and Analysis Relating to Graduate Employment, Social or Cultural Outcomes

Across the network there is an increase in the levels of work and thought going into identifying employment, social and cultural outcomes and measures. Fifty percent of the subsidiaries reported on the results of graduate outcome surveys. One mentioned that they had sourced their data from TECs Ngā Kete and their result (51%) was significantly different to results of others, which ranged from 86% to 99%.

One subsidiary reported that their Māori graduate outcomes have been on par with non-Māori for the last four years with between 70% to 86% ending up in employment or higher education study. Their positive employment outcomes for Māori are partly attributed to the high number of Māori graduates in areas of high demand including nursing, teaching, social work and various trades. A recommendation to Te Pūkenga was: *“We need to have better electronic data collection systems and processes that capture high quality and timely information for quality assurance and strategic planning purposes.”*

One subsidiary is waiting for their iwi partner governance group to complete an iwi success measures project with their iwi clusters. Another subsidiary reported on employment outcomes presented to them by their iwi partner. Iwi partner aspirations might be at the heart of progressing this issue.

3.12.6 All Subsidiaries and Te Pūkenga Would Benefit from Monitoring and Analysing a Wider Range of Quantitative and Qualitative Māori Success Data

Quantitative data should at least include participation rates, attrition rates, qualification rates and progression rates. One subsidiary found a correlation between course completion rates and course success rates. A deep dive of withdrawal or attrition rates allowed them to pay more attention to minimising barriers in the first six weeks of study, informing some thinking about how their Māori success team could collaborate with colleagues to find solutions. Qualitative data should include Māori student satisfaction surveys as well as whānau, hapū, iwi and Māori satisfaction surveys.

3.12.7 There are pockets of innovative, Māori-specific data initiatives

Subsidiaries reported data innovations to analyse and understand the state of Māori learners, and to inform actions required to achieve progress.

Two subsidiaries are developing dashboards for Māori data. Some of the ways in which the sector analyses data, continues to use deficit thinking (deficit theorising by teachers and administrators is the major impediment to the educational achievement of Māori learners (Bishop, 2009)⁹.

Other Māori-specific performance measurement and data innovations include:

"We collect good data and this is accessible via our te ao marama repository. Each year each programme undertakes a programme self-assessment report. These are done as an evaluative exercise and asks the programmes to analyse and comment on Māori participation and success.

For 2021 one of the key projects that forms part of the institutional key performance indicators is the Māori Learner Data Project (working title), this project will identify the key data points and the monitoring and reporting practices required. The intent is to raise the visibility and interrogation of the data across the whole of the organisation which should in turn lead to actions that will increase Māori success."

Subsidiaries provided examples of indicators and measures developed by iwi and Māori communities that the subsidiary has integrated into its performance measurement approach. Some indicators include:

- Decent data over ethnicity data.
- Enrolment of first from whānau.
- Enrolment of iwi, hapū cohorts.
- Enrolment of women in non-traditional trades training.
- Enrolment of Māori, Pasifika and those with disabilities in level 4 study and above.

3.12.8 There is intention to measure impact as well as performance

Subsidiaries reported examples, or intentions to measure impact to move beyond measuring outcomes.

One subsidiary intends to develop an impact framework that includes an Iwi Pulse and Te Tiriti Partnerships Pulse as well as establish an external Māori stakeholder group.

Another innovative performance measurement approach is to co-design iwi educational success measures with iwi of the rohe.

⁹ <https://www.educationcounts.govt.nz/publications/Māori/english-medium-education/9977/5375>

3.12.9 Partnering for Data

As part of the new operating model for Te Pūkenga, there will be an Information Systems Strategic Plan (ISSP); all of what already exists – including challenges, opportunities, and need – will help inform this plan. The need for consistency of data and its usage across the vocational education partners, including agreed definitions of 'success', is essential.

There are other data sets, such as the TEC secure portal, Ngā Kete, which was launched in 2016 and contains three information products to make it easier for tertiary education organisations to securely access and explore up-to-date tertiary sector information. From its own website TEC notes its use to include:

- The secondary to tertiary transition application explores the transition of secondary school leavers into tertiary education. It will help identify the secondary-tertiary pathway and where opportunities exist for Tertiary Education Organisations (TEOs) to work more closely with schools.
- The tertiary provision application shows where, and in what subjects, learners are enrolling (only for Student Achievement Component (SAC) and Youth Guarantee (YG) enrolments collected in the Single Date Return (SDR) at this stage) across the country. Insights gained will help identify delivery patterns and demographic make-up to help TEOs better plan and understand future provision.
- The provision application provides a detailed view of the tertiary provision application personalised for each individual TEO.

While the use, or otherwise, of Ngā Kete across the network is currently not determined, it is important to note it as an example of what exists elsewhere in the vocational education network that could support better analytics for all subsidiaries, and especially for the new Te Pūkenga operating model.



Te Kōrari | Growth and
Potential

4 Te Kōrari | Growth and Potential

4.1 Conditions

4.1.1 Subsidiaries exceeded progress reporting expectations under constraining conditions

The willingness and efforts of subsidiaries in completing their Te Pae Tawhiti Reports in the requisite time must be acknowledged. Throughout the network there has been much investment in the self-reflective practice that was required to prepare the subsidiary reports in addition to business as usual.

A number of subsidiaries highlighted a range of conditions that impacted their year and their abilities to complete their reports. For example:

"The impacts of COVID (and the inability to enrol foundation learners over lockdown to support ākonga in care) has resulted in significant drop off in ākonga Māori at Levels 1-2 (foundation) in 2020 after successive increases since 2017. Approximately 46% of foundation learners in 2020 are Māori.

COVID-19 impacted greatly on the type and level of support [we] provided to tauira in 2020 but also enabled the fast-tracking of some of the systems designed for tauira Māori. ... one of the barriers to learning was access to technology.... [therefore] ... there were a disproportionate amount of loan laptops being dropped off to tauira Māori during lockdown.

Due to Covid-19 completion outcomes in 2020 were impacted... some [learners] had to take up employment to assist family, some were relocated out of the region, some did not feel confident with e-learning.

Previous administration of [our subsidiary] caused considerable damage to the relationships with local hapū ... the new subsidiary board is in the beginning stages of discussing partnership activity with the two Rūnanga."

4.2 Te Tiriti o Waitangi partnerships

4.2.1 Subsidiaries have inconsistent perspectives of a Te Tiriti o Waitangi partnership

Analysis revealed a range of divergent perspectives on what constitutes a 'Te Tiriti o Waitangi partnership' and suggests that a consistent perspective is needed.

Analysis of the subsidiary reports also recognises that the Māori version of Te Tiriti o Waitangi guarantees to Māori tino rangatiratanga and to the crown kāwanatanga. There is an evident shift from 'active crown protection' to 'Māori autonomy'- a notable shift in power dynamic.

The notion of 'partnership' for Te Pūkenga purposes may require further analysis, which has started with the co-design process of the operating model but will be a specific focus of a Te Tiriti project led by the partnerships and equity team from July 2021.

First, a Te Tiriti o Waitangi partnership may be understood as distinctive in nature and extent from other more commonly understood forms of partnership. For example, in some contexts, subsidiaries refer to 'partnerships' with iwi, hapū and Māori.

In other contexts, they also refer to 'partnerships' with businesses, government agencies, other tertiary providers and also Māori organisations. The basis upon which these partnerships have been formed and are operating is not always clear.

A similar point concerns references to 'partnerships' with Māori and 'collaborations' with Māori. In relation to Outcome 1 (Demonstrable Tiriti o Waitangi Partnerships), Te Pae Tawhiti states that a key concept being considered is that "Te Pūkenga can demonstrate it works in collaboration with Māori, iwi and hapū partners, as per legislative requirements". It is unclear whether 'partnership' and 'collaboration' have the same meaning in this context, or at least the same understanding by Māori, iwi or hapū.

4.2.2 Te Tiriti o Waitangi partnerships should be with the entire subsidiary

Some subsidiaries refer to 'Te Tiriti o Waitangi partnerships' as captured in agreements and arrangements between the organisation as a whole and an iwi, hapū or Māori organisations. Other subsidiaries refer to 'Te Tiriti o Waitangi partnerships' when describing agreements or arrangements between a department within the organisation and an iwi, hapū or Māori organisation. With the latter, the agreement or arrangement is in relation to a specific sector rather than the services for a range of sectors that the subsidiary may provide.

It is interesting to note the approach to Te Tiriti o Waitangi partnerships taken by those subsidiaries that are located across different geographical locations. For example, one subsidiary (with campuses in both Te Waipounamu and Tāmaki Makaurau, and a national reach through an innovative suite of professional practice programmes) has Te Tiriti o Waitangi partnerships that differ in both nature and extent. This is an understandable approach.

A negative impact on constructive, formal Te Tiriti o Waitangi partnerships is the lack or absence of mandated iwi/hapū representation on governance boards, "*A mechanism that can once again whakamana our partnership in a formal way, mana to mana*".

One subsidiary summarised useful insights about understanding Te Tiriti o Waitangi partnership in a Te Pūkenga context, as follows:

- *The legislative intent and associated ramifications of our obligation to "give effect to Te Tiriti o Waitangi" need to be properly understood across the Te Pūkenga network if we are to answer this line of questioning meaningfully, let alone realising those obligations*
- *This understanding must be consistent across the network*
- *Without clarity and consistency, we will struggle to effect positive collective impact in relation to equitable outcomes for Māori*
- *"Giving effect to Te Tiriti o Waitangi" must of course recognise and provide for iwi-Māori's own perspective on what this means. Anything less than this will inherently undermine Te Tiriti o Waitangi. It could be viewed as the antithesis of 'giving effect'*

4.2.3 A wider systems approach is required to re-vision and resource what “active and meaningful” partnership and engagement looks like

Te Pūkenga needs to support capability and capacity to develop and maintain meaningful Te Tiriti o Waitangi partnerships. One subsidiary identified that “*Crown-Māori relationship development*” is a specialised skill in itself. The current capacity and capability on both sides of this sector’s “*Crown-Māori*” relationship is limited and will need to be developed before ‘active and meaningful’ partnerships can genuinely occur. Capacity and capability of the Māori Te Tiriti o Waitangi partner in a Te Pūkenga context includes iwi, hapū, mātā waka groups and, potentially, other local Māori entities and collectives with which subsidiaries engage.

Subsidiaries need to ensure that they engage strategically with iwi and hapū rather than operationally. This will ensure iwi and hapū are not overloaded and overwhelmed with “*a plethora of uncoordinated approaches from across the [organisation].*”

4.3 Te Pae Tawhiti: Te Tiriti o Waitangi Excellence Framework

4.3.1 Te Pūkenga needs to give equal consideration to outcomes, goals and the future state of Māori education in Te Pae Tawhiti

The Charter includes duties which, when applied together, support giving effect to Te Tiriti o Waitangi. These are:

1. Empowering learners and staff on well-being matters.
2. Giving effect to Te Tiriti o Waitangi, including developing meaningful partnerships with Māori employers and hapū and iwi.
3. Recognising that Māori are key actors (participants, leaders) in regional development.
4. Improving outcomes for Māori.

Te Pae Tawhiti was designed to influence and guide Te Pūkenga and its subsidiaries to develop strategy, policy and planning, actions and reporting, and a self-reflection and review of itself.

In the future, it is important that both parts of Te Pae Tawhiti are considered equally to inform the development of Te Pūkenga. That is, both Part A concerning outcomes and goals, and Part B concerning the future state of Māori education as identified by Māori.

At present, there appears to be an emphasis on the outcomes and goals of Te Pae Tawhiti (Part A) and thereby an emphasis on meaningful Te Tiriti o Waitangi partnerships and improving outcomes for Māori.

However, equal consideration needs to be given to Part B of Te Pae Tawhiti which, arguably, better provides for the Charter duties concerning well-being, rangatiratanga and Māori as key in regional development and prosperity.

4.4 Te Pae Tawhiti Subsidiary Report Template

Te Pae Tawhiti was designed as a working document and tribute is given to its author as starting not just a conversation, but an effort by each subsidiary to report against a common framework. Once consulted on more broadly, it is expected that there will be changes to the working draft. But for now, there is a framework to critique and to test with key partners and stakeholders.

4.4.1 Insights from this Progress Reporting Process can Improve Future Processes

The potential 'limiting' effect of the Progress Report Template has been noted previously in this report. In hindsight, it could have been designed to better capture data which provide insights on that part of Te Pae Tawhiti that speaks to the desired future state of Māori education.

The Subsidiary Report process is also a very subjective one. Each subsidiary is constituted and operates distinctively and within a unique and distinctive context, including te ao Māori context. This analysis has therefore steered away from 'comparing' the subsidiaries against each other.

To support future initiatives to garner subsidiary insights, a range of subsidiary feedback in relation to Te Pae Tawhiti, the self-reflective process and the Subsidiary Report template should be refined as a matter of continuous quality improvement.

4.5 Challenges

4.5.1 He Whakaputanga o te Rangatiratanga o Nu Tireni

One subsidiary noted that their role within Te Pūkenga is to include He Whakaputanga as central to the understandings of Te Tiriti, and as a founding document. He Whakaputanga o te Rangatiratanga o Nu Tireni 1835 is the founding document and Te Tiriti o Waitangi is the response to it.

4.5.2 Pre-existing iwi relationships

Some subsidiaries are having to develop current partnerships and plans based within a context of "damaged" relationships with iwi and Māori communities attributed to previous administrations, strategies, policies and action plans. In these cases, subsidiaries are having to initiate partnerships conversations with this context.

4.5.3 Implementing vision and strategy

One subsidiary is proud of its vision and strategy, but it has some concerns, i.e. that there is:

- no collective understanding of what inclusivity and equity for Māori is;
- no collective understanding of what delivering in partnership with iwi and Māori looks like and means;
- no collective understanding of how to respond to needs of whole region and to support needs of hapū, iwi and Māori; and,
- the lack of consistency across the organisation in regard to cultural competency.

"[They need to] consider how feedback and input from [their] strategic partners and iwi-Māori stakeholders is recognised and provided for within [their] business as usual - both in the classroom and outside the classroom ... how we account back to those partners as well as our own performance management."

Another subsidiary said that:

"There is little evidence of targeted or focused strategy or conversation around what Te Tiriti partnerships look like [there]. While there is an ongoing agreement between their [iwi corporate] and [themselves], it is renewed as needed rather than intentional and planned".

4.5.4 Limited capacity and capability on both sides of the Tiriti partnership

One subsidiary noted their capacity and capability will need to be developed before 'active and meaningful' partnerships can genuinely occur across the organisation. Currently, all iwi engagements are channelled through the Māori DCE office to help ensure that the subsidiary "*Engage[s] strategically and do[es] not overload/overwhelm the iwi through a plethora of uncoordinated approaches from across the [organisation].*"

4.5.5 Te ao Māori design and delivery

There were no references in the self-reflective reports that specified provision of Māori medium pathways for mokopuna raised with te reo Māori as their first language. This was disappointing and it will not be surprising if Kura Kaupapa Māori, Kura-a-Iwi and whānau agitate in the future for mātauranga Māori and te reo Māori opportunities and co-developed pathways for their graduates, tamariki and mokopuna.

4.5.6 Timing of self-reflective practice

Māori success is part of programme self-assessment and there has been a noticeable increase in good reflective practice when reviewing how well a programme has been successful for Māori learners. Unfortunately, this is often too late to make a difference for the learners within that year as 'lag' data tends to be used. In real time data analytics and action if not widely used.

4.5.7 Limited resources to research and understand Māori learner needs

One subsidiary has made significant investment into researching and understanding taurua Māori needs in order to better design and implement strategies, systems and processes that will enable equity for taurua Māori (self-assessment commentary). However, it admits that it has limited resources to implement the required responses.

4.5.8 Limited resources to research Māori cultural competency pathways

At one subsidiary, Ako Aotearoa was contracted to survey staff understanding of Te Tiriti o Waitangi and cultural capabilities for baseline data as well as workshops with staff looking at Māori cultural competency pathways.

4.5.9 Māori student support staff disestablished and mainstreamed

A subsidiary noted recent changes in the student journey team resulted in the loss of two key positions critical to their Māori cohorts. The kaitakawaenga – Māori liaison officer, and the kaiāwhina – Māori student support advisor roles were disestablished and mainstreamed into the student journey staff structure. The subsidiary notes the negative impact of this has been significant.

This subsidiary also lost membership to the Kei ā Tātou te Ihi (KATTI) leadership programme for transitioning Māori secondary learners into tertiary education training. Māori specific student support staff are critical for ensuring Māori learners receive quality engagement and service delivery.

4.5.10 Working in Silos is Not Helpful

There are focused kaupapa Māori support services across the network, but these often work in isolation and their roles are not always known to Māori learners. Access to these services is not equitable across all delivery sites or delivery modes either. Further work needs to be undertaken to work on specific initiatives to understand and respond to the needs appropriately. It was noted that subsidiaries by and

large have been set up to focus on individuality, rather than the collective. This is a significant challenge and priority for Te Pūkenga – as it seeks to develop a unified and collaborative network.

4.6 Practices with Potential

4.6.1 Co-governance processes with iwi

One subsidiary has a novel initiative whereby there is an expectation that one of the subsidiary's board meetings will be held on a local marae, with whānau and community members present. This meeting coincided with the release of the subsidiary's Māori annual report, and the meeting agenda is guided by issues that arise from the report. The meeting is chaired by the board's deputy chair who has whakapapa to the [papatipu rūnanga].

4.6.2 Rūnanga Te Tiriti governance with iwi, Māori, community and industry

One subsidiary has an active partnership with its rūnanga which is made up of members who represent hapū, iwi, schools, organisations, businesses, marae, community groups, Crown agencies and mana whenua. The rūnanga have open communication and consultation with the organisation and provide advice, guidance and direction to their executive leadership team and the board.

4.6.3 Mana Ōrite and Manatū Whakaaetanga Tiriti Relationship Agreements

One subsidiary has an agreement that embodies the intention of iwi and the subsidiary to establish an enduring mana ōrite Tiriti relationship, which creates a future that benefits all whānau, hapū, iwi and Māori in their rohe. The relationship recognises tangata whenua status where all iwi are recognised as the first inhabitants of the land.

Mana ōrite is defined by the partners as meaning that the parties are equal and their respective views will be heard, considered and afforded equal influence. The subsidiary reported that iwi and the council had come together to complete a joint submission to TEC on the Reform of Vocational Education, and that iwi are currently designing iwi success measures.

4.6.4 What does a Te Tiriti o Waitangi partnership look like for you?

One subsidiary notes:

“When proactively developing relationships with Māori communities [we] need to be mindful of what Māori communities view as what is provided on campus in education and service provision for Māori to evidence a strong Tiriti-based partnership. In 2019 Māori stakeholders were contacted and asked, “What does a ‘Te Tiriti o Waitangi partnership’ with [this subsidiary] look like to you?”. The responses were consistent: stakeholders wanted to collaborate with the subsidiary on what was delivered and how. To do this, Māori should be represented at every level of management and governance.”

4.6.5 Calling out racism and bias

This is a potential area of development for Te Pūkenga to consider for the whole network. It deals with implicit bias in a very explicit way by naming it and strategising to transform it in order to support other strategic priorities. These include system wide quality improvement, initially across its governance, leadership and senior management and then the whole organisation.

Examples of practice that can be developed include board reporting that has an equity section that is updated regularly. This is an excellent example of governance and management giving effect to Te Tiriti o Waitangi.

4.6.6 Regional collaborations with iwi and Māori service providers, subsidiaries and other tertiary providers

The establishment of Te Tapuae o Rehua in 1998 following the Ngāi Tahu settlement stimulated a collaboration of senior representatives from Te Rūnanga o Ngāi Tahu, Ara, Otago Polytechnic, University of Otago, Lincoln University and the University of Canterbury.

The Tai Tokerau Regional Investment Plan (TRIP) is another example of regional collaboration which in part led to a network or provision for the region that at the time focused on whenua-based programmes of study.

4.6.7 Developmental evaluation

The analysts involved in this work suggested that Te Pūkenga may want to consider a developmental evaluation, to explore and co-create with Māori a framework of Te Tiriti o Waitangi excellence. A benefit of developmental evaluation is that it starts with no preconceived output and the process is designed to navigate complexity to gather insights, which may inform an emerging output, and unintended outcomes.

The process will usually be informed by a clear, distinctive purpose, and it will often have fit-for-purpose values and principles that guide design and implementation. The self-reflective reporting process is providing an opportunity for subsidiaries to focus on Te Tiriti o Waitangi excellence within their unique contexts.

If it has not already been considered, Te Pūkenga may want to consider a developmental evaluation that is system-wide, and which integrates Te Tiriti o Waitangi-based initiatives currently (or proposed) across Te Pūkenga eco-system. The self-reflective reports exercise may contribute one stream of insights to this broader evaluation.

The developmental evaluation may also provide Te Pūkenga with its own 'self-reflective' opportunity and its design and implementation may be informed by the three pou, and Te Pae Tawhiti. Co-creating the design and implementation process of the developmental evaluation with iwi and Māori is also an opportunity.

Such an approach would contribute to several positive Te Tiriti o Waitangi outcomes, namely to:

- map and integrate the current interdependent elements of Te Pūkenga to ensure alignment with and support for its Charter duties.
- enable hapū, iwi and/or Māori voices to be strongly presented in a co-design process (as envisaged by the kōrero about the future insights (cf. Te Pae Tawhiti reference).
- contribute to ongoing Te Pūkenga Te Tiriti o Waitangi partnership and relationship building.
- provide critical, eco-system wide analysis in accordance with Te Tiriti Principles of Kaupapa Māori research (including Ako).

4.6.8 Synthesising subsidiary Te Tiriti o Waitangi strategic approaches

This report has provided a high-level analysis of subsidiary Te Tiriti o Waitangi strategic frameworks and policies. However, it was unclear whether a complete collection of subsidiary frameworks and policies were provided.

If not already happening or planned, it is recommended that a more focused, comparative analysis and synthesis of current, updated subsidiary Te Tiriti o Waitangi frameworks and policies is undertaken. Findings of this process will inform network level Te Tiriti o Waitangi partnership approaches. It would also support a more cohesive and consistent development of Te Tiriti o Waitangi partnerships approaches for and amongst subsidiaries.

Effectiveness in connecting with Māori communities is also supported by high profile contributions to research into Māori health and wellbeing, and excellence in and promotion of Māori visual arts. Research collaborations with iwi is obviously a good partnership-building approach for subsidiaries across the network of Te Pūkenga.

4.6.9 Holistic, end-to-end Māori student support

End-to-end support for Māori learners that is holistic is how one subsidiary refers to a new approach it is implementing. As mentioned earlier, another subsidiary highlighted the importance of a whole suite of ten critical success factors which included:

“Recruiting the right people, good strategic execution, a strong underpinning kaupapa, [organisational] commitment, support from teaching areas, internal collaboration and relationships, good management and communications, quality reporting, whānau/iwi involvement, and student commitment to success.”

4.7.10 Māori Learner Data Project (working title)

This project, initiated by one subsidiary, allows for the collection of good data, providing wide access to a live Māori data portal or dashboard for:

- Māori learner performance with priority group performance (Outh Guarantee and Secondary Tertiary Partnership and Māori and Pasifika Trades Training).
- Māori learner course completions.
- Māori learner withdrawals.
- Māori learner applications and enrolments.
- regional analysis.

This project is an important step in the collection, collation and use of Māori learner analytics for Te Pūkenga. The Māori Learner Data Project will identify the key data points and monitoring and reporting practices required. The intent is to raise the visibility and interrogation of the data across Te Pūkenga, which should in turn lead to actions that will increase Māori success.

4.7.11 A strategic partnerships manager who is Māori

The appointment in subsidiaries of a strategic partnerships manager who is Māori, with whakapapa to iwi within the rohe, is an important step to progress meaningful partnerships with key iwi-Māori groups. While the implementers of this role have acknowledged that this one position is not enough to really fulfil the desire to meet the needs of Māori across their region, it is a start.

4.7.12 Advisory or steering groups of well-connected and respected people

The development of one region's Regional Investment Plan was commissioned by the TEC and managed by one subsidiary during 2017/2018. This was a collaborative exercise between Te Tiriti o Waitangi partners, industry, stakeholders, and the community across this region to improve the social and economic outcomes for learners, and all Aotearoa New Zealand. The region was identified as an area to target investment in response to government priorities, to deliver better outcomes with a focus on Māori. A kaupapa Māori approach was taken to this project and to the engagement needed across the industries and across the region. The project had an established advisory or steering group that was well connected and respected across the region.



Te Pūkenga