

An opportunity to promote and support enhanced use of mātauranga Māori within the education and training system

Date: 3/02/2021		NZQA Priority:	High
Security Level:	In confidence	Report No.	CR21503

	Action Sought	Deadline
Hon Chris Hipkins, Minister of Education, and Hon Kelvin Davis, Associate Minister of Education	<p>a. Note that over the past two decades a number of qualifications system developments have been introduced to support the recognition and promotion of mātauranga Māori within the formal education and training system.</p> <p>b. Note that feedback as part of the New Zealand Qualifications Framework (NZQF) review and engagement on Reform of Vocational Education (RoVE) qualification issues suggests there is significant support for further raising the status of mātauranga Māori in the education and training system.</p> <p>c. Note that NZQA has identified some key changes to the NZQF and qualifications system settings that could provide a stronger foundation to gradually embed mātauranga Māori within qualifications including NCEA.</p> <p>d. Note that following initial feedback from Ministers, NZQA would engage with key stakeholders, particularly wānanga, before reporting back on specific proposals that could be included in the forthcoming public consultations on changes to the NZQF and the design of vocational qualifications to support RoVE.</p> <p>e. Provide feedback on the opportunities set out in this report.</p>	15 February 2021

Enclosure/Appendix: Yes

Round Robin No

Contact for Telephone Discussion (if required)

Name	Position	Telephone	Cellphone	1 st Contact
Dr Grant Klinkum	Chief Executive	[REDACTED]	[REDACTED]	√
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The following departments/agencies have seen this report:

Ministry of Education
(specify)

Tertiary Education Commission

Other

Minister's Office to Complete:

Noted

Seen

Approved

Needs change

Withdrawn

Overtaken by Events

See Minister's comments

Declined

Referred to:

Comments:

An opportunity to promote and support enhanced use of mātauranga Māori within the education and training system

Recommended Action

It is recommended you:

- a. **Note that** over the past two decades a number of qualifications system developments have been introduced to support the recognition and promotion of mātauranga Māori within the formal education and training system.
- b. **Note that** feedback as part of the New Zealand Qualifications Framework (NZQF) review and engagement on Reform of Vocational Education (RoVE) qualification issues suggests there is significant support for further raising the status of mātauranga Māori in the education and training system.
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Proactive Release Recommendation

NZQA recommends

- f. **agree/disagree** that this report is not proactively released as part of the next publication of documents as we are still at an early stage of thinking.

Agree Disagree



Dr Grant Klinkum
Chief Executive
3 February 2021



Iona Holsted
Secretary for Education
3 February 2021



Hon Chris Hipkins
Minister of Education

13 / 2 / 2021

Hon Kelvin Davis
Associate Minister of Education

...../...../.....

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Dr Grant Klinkum
Chief Executive
3 February 2021



Iona Holsted
Secretary for Education
3 February 2021



Hon Kelvin Davis
Associate Minister of Education

Hon Chris Hipkins
Minister of Education

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10, 02, 2021
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Purpose of Report

1. This report highlights opportunities to promote and support the more widespread use of mātauranga Māori within the education and training system using existing levers.
2. The levers include potential changes to the New Zealand Qualifications Framework (NZQF) and qualification settings, and associated refinements to NZQA's qualification approval arrangements and quality assurance processes.

Background

3. NZQA has a long history of working alongside Māori/iwi to include mātauranga Māori qualifications on the NZQF. Appendix one summarises this history.
4. NZQA's Māori Qualifications Services team has worked collaboratively for over 25 years with Whakaruruhau, panels of mātauranga Māori experts, developing and maintaining mātauranga Māori assessment standards and qualifications.
5. In 2010, NZQA began to develop and implement a quality assurance model for qualifications based on mātauranga Māori¹. The Mātauranga Māori evaluative quality assurance framework was launched in 2012 and subsequently evolved into the Te Hono o Te Kahurangi quality assurance framework in 2016.
6. Te Hono o Te Kahurangi is the framework and methodology NZQA uses to carry out quality assurance for mātauranga Māori qualifications and self-selected education organisations. All quality assurance activities can be undertaken through this framework. Six kaupapa are at the heart of Te Hono o Te Kahurangi: Whanaungatanga, Te Reo, Rangatiratanga, Kaitiakitanga, Manaakitanga, and Pūkengatanga. Appendix two sets out the key features of Te Hono o Te Kahurangi.
7. In 2016, following extensive negotiations with Te Tauihu o Ngā Wānanga, quality assurance arrangements were put in place enabling a new category of iwi wānanga qualifications to be listed on the NZQF. This new category of qualification was to specifically recognise the distinct role of wānanga in New Zealand. The wānanga sector has contributed significantly to the development and delivery of mātauranga Māori.
8. Today there are 93 mātauranga Māori qualifications at levels 1 to 6 of the NZQF. Just over 60% of these qualifications are New Zealand diplomas and certificates, most of which have been developed by NZQA working alongside iwi/Māori. The remaining 35 mātauranga Māori qualifications were developed by wānanga, with the majority of these having been approved since iwi wānanga qualification status was formally introduced. Appendix two provides further details about mātauranga Māori qualifications.
9. Throughout this work, NZQA has been clear that its role is to be a conduit for whānau, hapū, iwi, and providers to express mātauranga-a-iwi. Mātauranga Māori is the preserve of Māori.
10. In summary, there is a well-established pathway by which mātauranga Māori qualifications and organisations can be listed and quality assured within a kaupapa Māori context.

¹ NZQA Statement of Intent 2010-2013

The next opportunity

11. The step-up opportunity is to gradually normalise the inclusion of mātauranga Māori into all ('mainstream') qualifications, where appropriate. This opportunity includes NCEA which supports the changes within the NCEA Review to recognise and value mātauranga Māori.
12. The routine inclusion of mātauranga Māori into 'mainstream' qualifications would elevate the status of traditional indigenous knowledge within qualifications, as appropriate to the field of study and the level of learning.
13. A result would be greater use of Te Reo Māori and tikanga in tertiary teaching and learning, and te ao Māori perspectives in pedagogy. We expect such teaching and learning environments would be more culturally engaging for Māori learners, which may help to address the significant disparity in Māori achievement, especially at higher levels of the framework.
14. The benefits would not accrue to Māori learners alone. Te Taumata Aronui, in their recent meeting with Ministers commented on the "creative potential" of mātauranga Māori to positively transform the education system (and Aotearoa as a whole) to benefit everyone.
15. NZQA considers that such a development would be consistent with, and would reinforce, the Maihi Karauna, Statement of National Education and Learning Priorities (NELP) and Tertiary Education Strategy (TES), Ka Hikitia – Ka Hāpaitia, Tau Mai Te Reo, and NCEA Review Change 2 – Mana ōrite mō te mātauranga Māori. Appendix three shows the precise alignment between the proposed direction of travel in this paper and each of the key strategy documents referenced above.
16. The Education and Training Act 2020 reinforces the Crown's obligation to establish and regulate an education system that honours Te Tiriti o Waitangi and supports Māori-Crown relationships (section 4(d)). Increasing the use of mātauranga Māori in qualifications directly contributes to this obligation. The Government's recent speech from the Throne noted that te ao Māori plays a large play in defining who we are as a nation and setting us apart from the rest of the world.
17. The gradual inclusion of mātauranga Māori into qualifications would support New Zealand's bicultural aspirations. National qualification frameworks have a function in reinforcing key social, economic and cultural priorities. Qualification frameworks are reviewed relatively infrequently. Hence, the current review of the NZQF provides a valuable opportunity to contribute to New Zealand's bicultural aspirations, through establishing a more enabling base from which to embed mātauranga Māori into the education and training system.

Available Levers

18. Across the NZQF, qualification and quality assurance settings there are a number of levers that could be used to promote and support the use of mātauranga Māori within the education system. Subject to high level support from Ministers, NZQA would like to provide you with more detailed advice on:
 - ***the opportunity to embed mātauranga Māori within the core NZQF documentation***

In particular, mātauranga Māori could be included in the description of the context for the NZQF, and in its purpose, along with the priorities and expectations of graduates.

- ***opportunities for mātauranga Māori to be considered and, where relevant, included in the design of qualifications, as a new criterion for approval***

This would not be framed as an obligation to include mātauranga Māori, but rather as an expectation to consider how mātauranga Māori might best be included in qualifications and standards, where appropriate. A developmental and incremental approach to implementation of this criterion would be taken, as capability develops over time.

Workforce Development Councils (WDCs) and other qualification developers would engage with employers, iwi, hapū and whānau to understand whether mātauranga Māori is relevant to a specific field of study.

- ***ensuring quality assurance processes give greater visibility to the successful delivery of mātauranga Māori***

Mātauranga Māori would be given greater weight within External Evaluation and Review to identify and disseminate information on good practice in implementing mātauranga Māori.

Engagement

19. Since 2008, NZQA has had an external Māori advisory group, Ngā Kaitūhono, providing expert advice and support to the NZQA Board and organisation regarding mātauranga Māori and te ao Māori. The membership currently includes Professor Wiremu Doherty (Chair), Hone Sadler, Rahui Papa, Dr Hana O'Regan, Rangimarie Hunia, Sophie Tukukino, and Merepaea Dunn. This group is supportive of NZQA actively encouraging the greater inclusion of mātauranga Māori in qualifications through its levers.
20. NZQA has been engaging extensively with a wide range of stakeholders on changes to the NZQF and early ideas related to simplifying the qualifications system and design of vocational qualifications to support RoVE. In these engagements we have heard significant support for raising the status of and promoting mātauranga Māori more fully in 'mainstream' education and training.
21. Māori and others have noted that although the original proposal to develop a bilingual NZQF (all elements of the framework in both English and Māori, including the names of qualifications) represented a good start, it does not go far enough. Stakeholders have sought a more aspirational approach that would elevate the standing of mātauranga Māori.
22. Te Taumata Aronui, offering their initial feedback to our kaupapa in early October 2020, supported the strategic direction, noting that care would be needed when managing the kaitiakitanga of mātauranga-a-iwi. They also noted the need for an 'engine' at the heart of the system to assist with the required capability development across the provider sector. The wānanga sector could potentially have a role in this 'engine'.
23. NZQA has recently engaged with academic staff of each Te Pūkenga subsidiary as part of the RoVE qualifications stream of work. Some subsidiaries described how they are endeavouring to make genuine progress in strengthening mātauranga Māori, but that they lack the requisite capabilities to do this consistently and at the right quality level. We observed a deep interest within the Te Pūkenga network to strive to integrate mātauranga Māori into 'mainstream' qualifications.
24. NZQA has not discussed this opportunity formally with Te Tauihu o Ngā Wānanga, although as noted earlier, Professor Wiremu Doherty is also chair of NZQA's external Māori advisory group. Subject to Ministers' support for progressing work in this area, our first formal engagement would be with Te Tauihu o Ngā Wānanga.

Risks and Challenges

25. There are potentially many complex 'operational' layers related to the opportunity to more routinely include mātauranga Māori in qualifications and skill standards. Immediate examples include the capacity of iwi and hapū to respond to requests for support around mātauranga-a-iwi, along with the capacity and capability of:
- WDCs to include mātauranga Māori into qualifications
 - providers to deliver mātauranga Māori content.
26. Aspects of these operational issues – the need to develop relationships with whānau, hapū and iwi to enable mātauranga-a-iwi; the system level capabilities that would need to be developed over time; and the specific role wānanga would play for the system as a whole – would all need to be worked through over the medium term. It is likely some centralised capability development would be required.
27. The immediate opportunity is to use the current review of the NZQF and changes to the qualification arrangements as part of RoVE to provide an enabling foundation for mātauranga Māori to grow and thrive in 'mainstream' qualifications.
28. If this work were to progress, there would be some additional costs for NZQA, but these would be managed within our existing baseline.
29. NZQA would work closely with the Ministry of Education to manage any implications arising in both the tertiary and schooling systems.

Next Steps

30. NZQA would value an opportunity to discuss this paper - alongside Ministry officials - with Ministers.
31. Subject to Ministerial support, NZQA would then engage with the wānanga sector and other key stakeholders prior to bringing a paper to Ministers setting out specific options that could be included in both the final NZQF consultation document and the RoVE qualification options consultation document (likely to be in April).

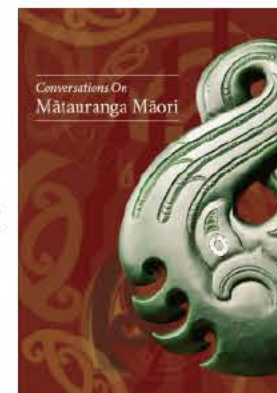
1990-2004

- National Qualifications Framework established
- NZ Register of Quality Assured Qualifications created
- Whakaruruhau established to provide advice on the development of unit standards and qualifications in field Māori
- First iwi Wānanga qualification approved
- First mātauranga Māori qualification approved (National Certificate in Whakairo)



2010-2012

- New Zealand Qualifications Framework (NZQF) established
- Mātauranga Māori working group established to provide advice on MMEQA (Mātauranga Māori Evaluative Quality Assurance)
- Mātauranga Māori Symposium and launch of 'Book of Proceedings: Hui Mana Tohu Mātauranga Conference'
- Toitū te Mātauranga Symposium and launch of 'Conversations on Mātauranga Māori'
- MMEQA framework launched.



2020 and beyond

- Review of NZQF to more explicitly embed mātauranga Māori
- 141 programmes leading to mātauranga Māori qualifications (Levels 1-6)
- NCEA Review Change #2 'Mana ōrite mō te mātauranga Māori'
- New Achievement Standards created in Te Ao Haka domain



- Ngā Kaitūhono established to provide Board with advice on mātauranga Māori



- Targeted Review of Qualifications undertaken
- Māori Economic Development Forum established to provide advice on qualifications in the context of Māori economic growth
- Hui Mana Tohu Mātauranga Conference

2005-2009

- MMEQA evolved into the Te Hono o Te Kahurangi quality assurance framework

- Addition of Te Marautanga o Aotearoa subjects to UE approved subject list



- Te Whakarewa Waka Mātauranga and launch of 'Enhancing Mātauranga Māori and Global Indigenous Knowledge'



2013-2019



Te Hono o Te Kahurangi and Mātauranga Māori Education Levels 1-6

What is Te Hono o Te Kahurangi?

Te Hono o Te Kahurangi (THoTK) is the framework and methodology NZQA uses to carry out quality assurance for mātauranga Māori qualifications and programmes in the non-university tertiary sector.

For Māori providers who use the whare ako it:

- **Encourages** Māori providers to “tell their story”
- **Expects** providers to know how they are meeting needs
- **Expects** providers to consistently improve their delivery and services.

Who is using Te Hono o Te Kahurangi?

Māori providers

These are providers who identify themselves as Māori and deliver Māori subjects, conduct their courses in a Māori environment, or focus specifically on the needs of Māori ākonga.

Non-Māori providers

These are providers who choose, for some of their applications, to be evaluated under the THoTK framework.

Māori Providers

Currently, 35 organisations identify as Māori providers, 3 wānanga and 30 PTEs. Of those 23 are funded by TEC.

Most Māori providers have been delivering education for a long time – 24 of the 35 have been registered with NZQA for more than 11 years.

- 1 Reo Māori
- 2 Te Marautanga o Aotearoa
- 3 Te Ara: Hou ki te Ora
- 4 Whenua
- 5 Tourism Māori
- 6 Manaaki Marae
- 7 Reo Māori Media
- 8 Māori Performing Arts
- 9 Mana Wehine
- 10 Nga Mahi a te Whare Pora
- 11 Whakairo
- 12 Taonga Pūoro
- 13 Mau Rakau
- 14 Nga Mahi a te Rehia
- 15 Seafood Māori
- 16 Māori Business and Management
- 17 Environment Māori
- 18 Te Ara Nunumi
- 19 Te Mātauranga Māori me te Whakangungu
- 20 Tikanga

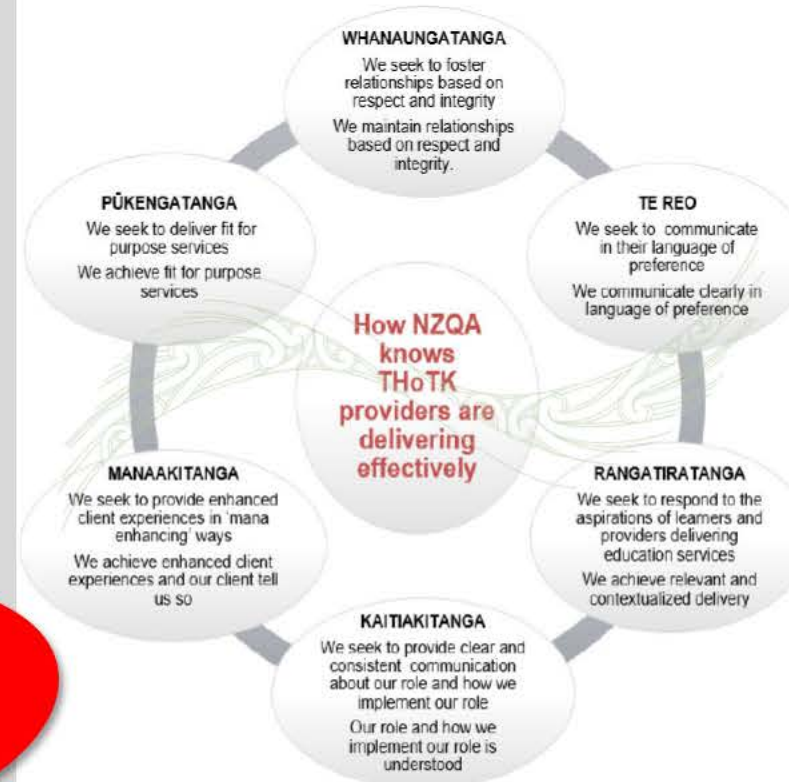
Features of Te Hono o Te Kahurangi

There are six dynamic and interconnected kaupapa at the heart of THoTK and these act as a common point of reference for education providers and NZQA. They guide conversations and decisions about:

- What quality looks like
- How organisations know they are meeting the needs of ākonga, whānau, hapū, iwi, hāpori Māori and other stakeholders
- Whether organisations have sufficient capacity and capability to deliver and sustain educational outcomes
- How well organisations reflect upon their delivery to improve overall educational performance.



Ngā Kaupapa o Te Hono o Te Kahurangi



93 Mātauranga Māori Qualifications Level 1-6

- 58 New Zealand Qualifications (62%)
- 35 Wānanga Qualifications (38%)

58

NZ Quals

- Māori Qualifications Services (NZQA): 54 Quals (93%)
- Skills Active: 3 Quals (5%)
- Ministry of Education: 1 Qual (2%)

35

Wānanga Quals

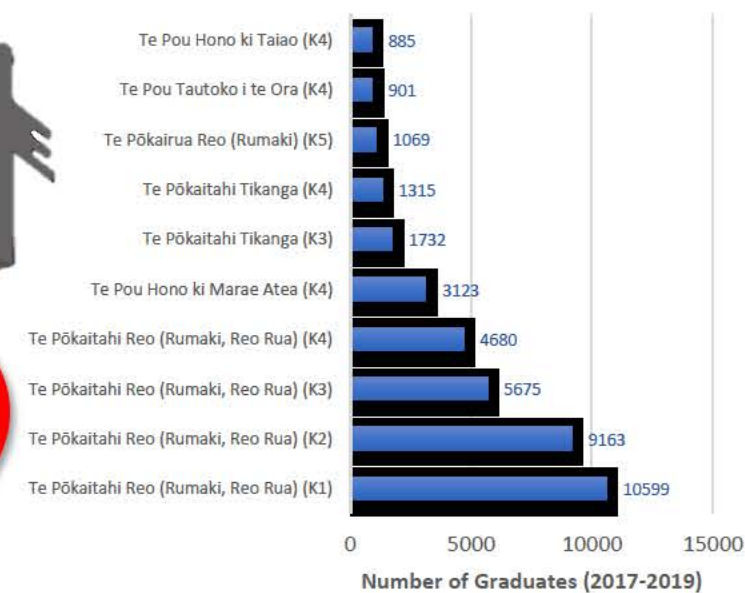
- Te Wānanga o Raukawa: 21 Quals (60%)
- Te Whare Wānanga o Awanuiarangi: 12 Quals (34%)
- Te Wānanga o Aotearoa: 2 Quals (6%)

141

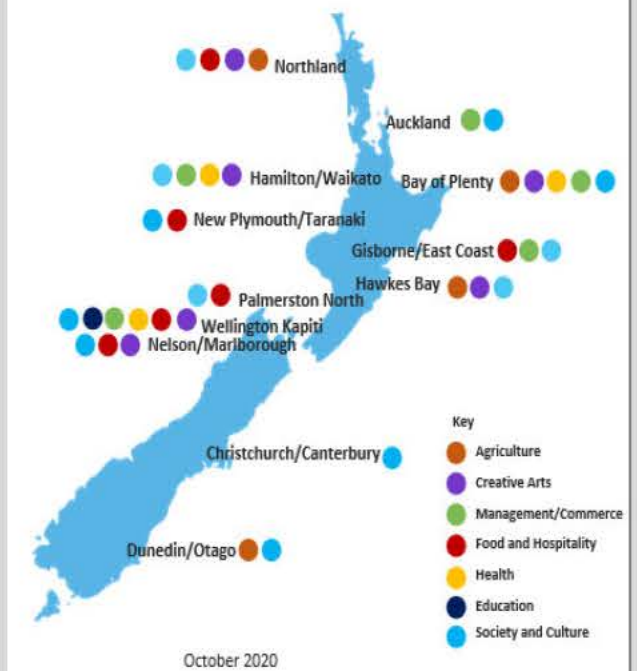
Programmes leading to Mātauranga Māori Qualifications Level 1-6

- 111 Certificate Programmes (Level 1-6) 79%
- 30 Diploma Programmes (Level 5-6) 21%

Top 10 Mātauranga Māori Qualifications (2017-2019)



Programmes leading to Mātauranga Māori qualifications (Levels 1-6)



Te Hono o Te Kahurangi Quality Assurance Processes

The Quality Assurance Māori Team complete the following processes within a mātauranga Māori context:

- Qualification development and listing
- Programme approval and accreditation
- External Evaluation and Review (EER)
- Assuring national consistency
- Approving consent to assess against standards
- Registration of a Private Training Establishments (PTEs)
- Listing of assessment standards on the directory of assessment standards (DAS)
- Approval of training schemes and micro-credentials
- Approval, accreditation and monitoring of degrees or related qualifications.

Field Māori – Mātauranga Māori Standards

Māori Qualifications Services works collaboratively with Whakaruruhau, providers, industry and other stakeholders to develop, review, and maintain mātauranga Māori assessment standards, qualifications, and assessment support materials.

MĀTAURANGA MĀORI AND THE QUALIFICATIONS SYSTEM: ALIGNMENT WITH GOVERNMENT AND SECTOR STRATEGIES

