

Te rautaki mātauranga Māori — contribute to the achievement of Māori development aspirations

Objectives

- Tertiary education leadership that is effectively accountable to Māori communities
- Strong and balanced Māori staff profiles within the tertiary education system
- Quality programmes that recognise Te Ao Māori perspectives and support the revitalisation of Te Reo Māori
- Robust options for kaupapa Māori tertiary education that reflect Māori aspirations
- Increased participation by Māori in both a broader range of disciplines and in programmes that lead to higher-level qualifications
- A tertiary education system that makes an active contribution to regional and national Māori/whānau/hapū/iwi development

The change required to achieve this strategy

Contributing to the achievement of Māori development aspirations requires that the tertiary education sector works in partnership with Māori whānau, hapū and iwi to improve the success of Māori students, be more responsive to diverse Māori realities and make an active contribution to Māori whānau, hapū and iwi development. The importance of this strategy is reinforced in the change messages, particularly developing effective partnership arrangements with Māori communities.

In 2001, the Hui Taumata Mātauranga endorsed Mason Durie's three goals for Māori educational advancement:

- to live as Māori
- to actively participate as citizens of the world
- to enjoy a high standard of living and good health.

The success of this strategy needs to be assessed in terms of all three of these dimensions.

While the contribution to Māori development is specifically addressed by this strategy, it is expected other strategies in the TES will also contribute to progress towards achieving this strategy.

This strategy places particular emphasis on building management and staff capability within TEOs, further development of quality provision in te ao Māori, te reo Māori and kaupapa Māori options, and increased participation of Māori in a broader range of subjects and at higher levels.

Progress to date

Māori participation at diploma and degree level continues to increase. However, at degree level, Māori participation is still below that of non-Māori and completion rates for Māori are notably lower. Māori have similar rates of participation and completion at diploma level to non-Māori.

Māori remain significantly under-represented at postgraduate level, with a decrease in the number of Māori masters students from 2002 to 2003. Māori completion rates for masters and doctorates are considerably lower than those of non-Māori.

Growth in higher-level te reo Māori courses is slowing. Most of the provision is at diploma and degree level (levels 5 to 7), with little growth in postgraduate studies in this area. There has been no growth in the numbers of students taking specialist qualifications in bilingual and immersion teaching, which reinforces concerns about the ongoing supply of new teachers in this area.



TEOs are developing their engagement with Māori and iwi. Universities are building on consultation and relationship-building with plans to move more into partnership arrangements, mostly in relation to research. Polytechnics have varying degrees of relationship, with some moving forward into greater partnership arrangements. They are mostly focused on education programmes. For most ITOs, engagement with Māori and iwi is a relatively new area of activity. A major issue identified by them in their profiles is identifying which Māori and iwi groups to engage with and for what purposes.

The enrolment growth at wānanga has continued, particularly at Te Wānanga o Aotearoa. Wānanga are achieving progression rates to further study from level 1 to 3 certificates that are similar to those of universities and substantially above those of polytechnics. The number of Māori students in Māori PTEs is stable. Mostly they are studying at certificate level. However, Māori PTEs have a significant proportion of the Māori students at degree and masters level within the PTE sector.

The PBRF staff census confirms the low representation of Māori staff in teaching at degree level and above.

Key challenges for moving forward

From the analysis of progress to date, the following key challenges for moving forward to achieve this strategy are evident:

- improving the success of Māori students at higher levels of study
- TEOs moving forward to develop active partnerships with Māori and iwi that contribute to their development aspirations
- developing and expanding te reo Māori and kaupapa Māori education options at higher levels.

Participation at higher levels of study and across disciplines

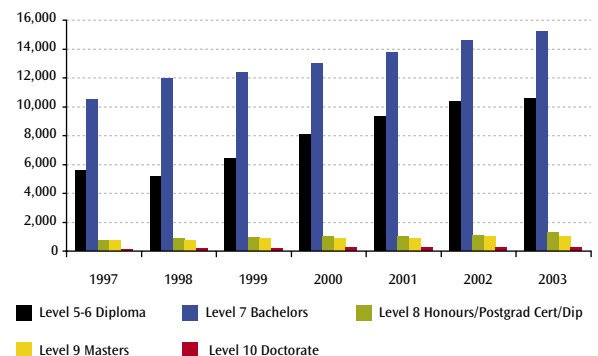
Steady increase in participation at diploma and degree level

Māori enrolments and participation rates in bachelors degrees continue to increase steadily. While participation rates are still significantly below those of non-Māori, the difference is reducing.

However, Māori five-year completion rates at bachelors level are notably lower than those of non-Māori. Thirty-six percent of Māori students enrolling in a bachelors degree in 1999 had completed by 2003, compared with 43 percent of all students.

At diploma level, Māori enrolments and participation rates levelled off from 2002 to 2003, and continue to exceed those of non-Māori. Māori have similar completion rates to non-Māori at diploma level (around 28 percent over five years from 1999).

Figure 32: Māori formal students at diploma level and above by qualification level 1997 –2003



Lower participation and completion rates at masters and doctorate levels

Māori participation rates at masters level continue to be lower than non-Māori, with a decrease in the number of Māori masters students from 2002 to 2003. Māori have significantly lower completion rates at this level than non-Māori — 35 percent over five years from 1999 compared with 52 percent for all students.

Māori participation in honours and postgraduate certificates and diplomas continues to increase steadily. Five-year completion rates for Māori students at this level were similar to those of non-Māori, with around half of the students starting in 1999 completing by 2003.

Māori students at doctoral level continued to increase from 236 in 2002 to 250 in 2003. The number of Māori doctorate students has more than doubled since 1997. As with masters, doctorate completions over five years are much lower for Māori (16 percent) than for all students (23 percent).

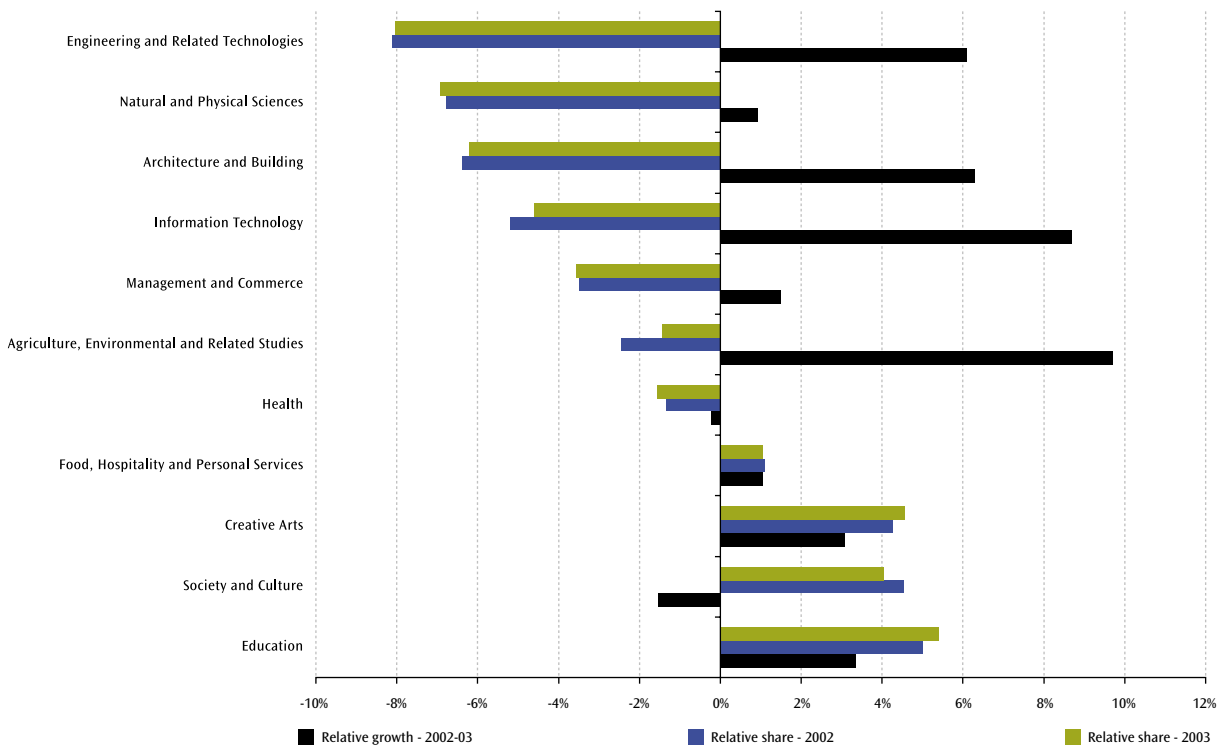
Māori participation growing faster in areas of under-representation

The following indicators look at the spread and growth of Māori participation by field of study at diploma level and above, using EFTS consumed and course subjects.

Relative growth is the percentage point difference between the growth rate in Māori student EFTS and the growth rate of total EFTS in each subject area²⁰. It provides an indicator of subject area growth where Māori student growth rates exceed total growth rates (positive number) or lag behind total growth rates (negative number).

Relative share is the percentage point difference between the proportion of Māori student EFTS in the subject area and the proportion of Māori EFTS across all subjects²¹. It provides an indicator of relative over-representation (positive number) or under-representation (negative number).

Figure 33: Relative growth and relative share indicators for Māori formal students by field of study at diploma level and above 2002–2003



The general picture shown by these indicators is that Māori participation is growing faster in subject areas where they have been, or are still, under-represented. The exceptions are sciences, management and commerce, and health.

The field with the highest relative growth has been ‘agriculture, environmental and related studies’, which has also had the largest gain in relative share. The field with the lowest relative growth was society and culture, where relative share has also declined, although Māori continue to be relatively over-represented in this area.

20 (Percentage increase in Māori student EFTS in field) — (Percentage increase in total student EFTS in field).

21 (Percent of Māori in the field) — (Percent of Māori in total).



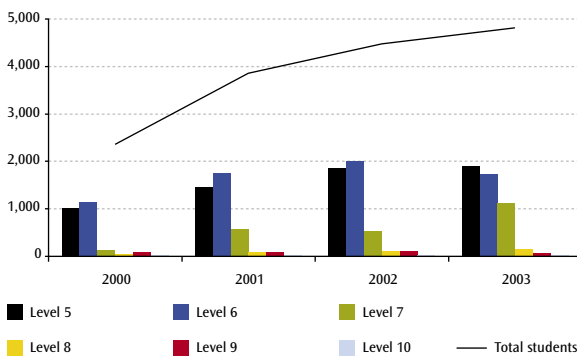
Higher-level te reo Māori provision

One of the aspects of this strategy is developing quality programmes to support the revitalisation of te reo Māori. This section looks at growth in higher-level te reo Māori courses (i.e. level 5 and above). The provision of foundation-level te reo Māori courses is reported in the foundation skills chapter. It also looks at the contribution of the tertiary education sector to bilingual and immersion education in schools.

Growth in higher-level te reo Māori courses slowing

From 2002 to 2003, the overall growth in higher-level te reo Māori courses has slowed down. Most of the growth has been in courses contributing to diplomas and bachelors degrees (levels 5 to 7). There has been little growth in the number of students studying te reo Māori at postgraduate level (levels 8 to 10).

Figure 34: Formal domestic students in higher-level te reo Māori courses by course level 2000–2003



Half of the students taking higher-level te reo Māori courses were enrolled in universities in 2003 and a further 36 percent were enrolled in wānanga.

Bilingual and immersion teacher education

There continues to be a critical shortage of teachers in the bilingual and immersion school sector who have high levels of ability to teach in te reo.

The following indicator looks at people enrolled in specialist qualifications in Māori bilingual and immersion teaching²². These numbers do not include students undertaking a general teaching qualification with a specialisation in bilingual and immersion teaching.

Te Panekiretanga o te Reo — Institute of Excellence in the Māori Language

Te Panekiretanga o te Reo is an institute established in 2004 within Te Wānanga o Aotearoa, with a focus on “extending all levels of fluency in te reo Māori, from high competence to extremely fluent”.

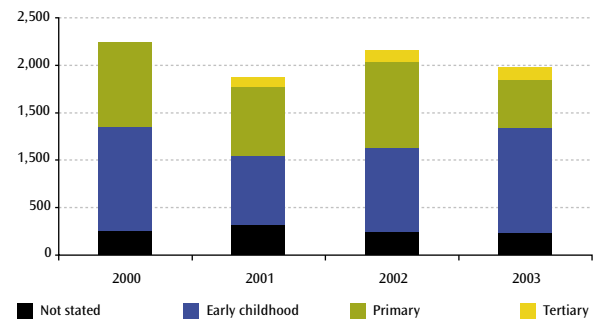
The institute’s goals are to:

- facilitate collaboration between language experts and speakers of the language
- build a critical mass of speakers with excellent language
- build a national repository of language resources
- establish language postgraduate and research programmes
- develop an indigenous language excellence model
- be a well-managed, independent entity focused on the continuation and perpetuation of language excellence.

The number of students enrolled in these qualifications has fluctuated from year-to-year. Underlying the overall numbers are year to year differences in intake by large providers and changes in course provision between providers.

In terms of education sectors²³, the largest area of provision is for early childhood education. Qualifications leading to primary school teaching is the next largest group. There are no qualifications of this type designed for secondary school teaching. A qualification in tertiary teaching has been established.

Figure 35: Formal domestic students in immersion and bilingual teaching qualifications by educational sector of the qualification 2000–2003



These figures suggest that the supply of new teachers with high-quality te reo skills will continue to be an issue in the bilingual and immersion school sector.

²² The numbers may include some students who are studying for bilingual and immersion education in other languages. Qualifications focusing on Pasifika languages have been specifically excluded.

²³ Determination of the sector is based on the NZSCED code for the qualification and keywords in the title where qualifications have been placed under general codes.

Engagement with Māori and iwi

A key aspect of this strategy is to increase the engagement of the tertiary education sector with Māori and iwi in order to deliver relevant education and research that makes an active contribution to development.

The 2005 to 2007 profiles of TEOs provide a view of how TEOs are currently going about this engagement and the areas where they are planning further development²⁴.

Universities concentrating on research programmes

The analysis of the university profiles shows a clear priority towards delivering research programmes that will contribute to iwi and Māori development. Most universities have a senior manager with specific responsibility for relationships with Māori and iwi and have consultation processes in place, including advisory bodies. Their objectives for the next three years are generally on developing relationships to move towards greater partnership with iwi and Māori communities, with a strong concentration on research. Four of the universities noted existing education programmes aimed at Māori development and one of these noted plans to expand their programme.

University of Waikato — Te Rōpū Manukura

The University of Waikato has established a partnership with Te Rōpū Manukura, which represents the 16 iwi in its area from Manukau down to Wanganui and across to the East Coast. The Rōpū works with the university council to support the development of research and education opportunities for Māori and acts to ensure that the tertiary education needs of iwi are met. In particular, it provides advice on the resourcing and direction of the work of the School of Māori and Pacific Development. It also advises on the appointment of one of the members of the council.

Through Te Rōpū Manukura, the university plans to provide proactive support to iwi in their development of Tertiary Action Plans.

Polytechnics developing relationships

The analysis of polytechnic profiles shows a focus on establishing relationships and partnerships with iwi and Māori. There is a large variation between organisations as to how far they have developed their relationships with iwi and Māori — some are just starting out while others have long-standing relationships. Only four polytechnics noted senior management positions with a focus on Māori development and six noted established advisory bodies. Seven polytechnics are developing strategic plans.

Most polytechnics see relationship development as leading to the development, or further development, of education programmes to contribute to Māori and iwi aspirations.

The focus of the two remaining Colleges of Education is on building relationships with iwi to provide greater input from iwi to teacher training and development.

Western Institute of Technology at Taranaki — Te Kupenga Mātauranga o Taranaki

A key strategic goal for the Western Institute of Technology is to provide Māori with enhanced education and training opportunities at all levels.

In Taranaki there are eight iwi and 39 hapū, and the polytechnic has found it is a challenge to identify a grouping that is acknowledged to represent all the tāngata whēnua of Taranaki. As a result of this practical challenge, during 2003 the polytechnic assisted in the formation of a pan-iwi body — Te Kupenga Mātauranga o Taranaki — that will represent Taranaki iwi and hapū and provide a united voice on education-related issues, including the polytechnic's achievement.

The polytechnic plans to develop the partnership through an agreed protocol and report annually to Te Kupenga against agreed key performance indicators. It will continue to work with iwi and hapū to deliver marae-based learning and support its specialist wānanga-style campus.



²⁴ See the section on *Engagement of TEOs with industry for skills development* (p.35) for further information on analysis of profiles.

ITO focus on identifying stakeholders

For most ITOs, engagement with Māori and iwi is a relatively new area of activity. Many are at the stage of identifying which Māori and iwi groups they need to connect with and for what purposes. Across ITO profiles, there is a heavy focus on plans for consultation and/or future relationship development.

At this stage, most ITOs are focused on improving the delivery of existing industry training programmes to Māori who are within their industries. This includes reviewing standards to ensure cultural appropriateness, examining the needs of Māori trainees and employees and promoting participation in industry training.

There are five ITOs who have moved beyond this level to develop industry training programmes targeted at the development aspirations of iwi and Māori. This includes developing Māori-specific standards and working with Māori businesses to identify their training requirements. These ITOs have had strong Māori engagement for some time, which is in part due to the nature of their industries.

ITO working together to develop relationships with Māori

The ITOs who are members of the Construction and Planning Industry Training Alliance²⁵ are taking a co-ordinated approach to developing engagement with Māori. They have agreed to develop a Māori advisory committee through the alliance, with representation from around the country. This will lead to a consultative process to identify the needs and aspirations of Māori and iwi. It will also provide a basis for the ITOs to work co-operatively to increase participation.

He Karapinenga Whakaaro is a forum for Māori in senior positions across five ITOs which all have a commitment to addressing Māori development aspirations²⁶. He Karapinenga Whakaaro enables the ITOs to work collectively to improve their services for Māori and make engagement with industry training easier for Māori. It provides a way for the ITOs to share ideas and approach, as well as jointly develop good practice.

Kaupapa Māori provision

The TES includes an emphasis on ensuring the availability of robust options for kaupapa Māori tertiary education. There are two major groups of providers in this area: the wānanga (in the public tertiary sector) and Māori providers (in the private tertiary sector). TEI profiles show that some TEIs are looking more at kaupapa Māori provision.

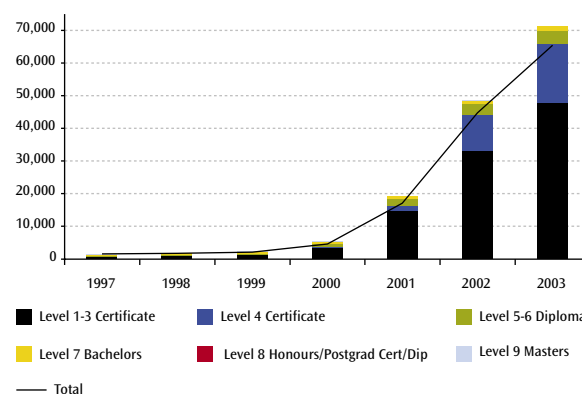
Continued growth in wānanga

The number of students attending wānanga has continued to grow, with 65,400 students attending in 2003, up 47 percent on 44,600 in 2002. The major growth continues to be at Te Wānanga o Aotearoa, which increased to 63,250 students in 2003, accounting for 97 percent of wānanga students. However, student numbers at Te Wānanga o Awanuiārangi more than doubled, from 460 in 2002 to 1,160 in 2003. Student numbers at Te Wānanga o Raukawa declined from 2,290 to 1,910.

A large amount of the recent growth has been in non-Māori enrolments at Te Wānanga o Aotearoa. Māori enrolments have started to level out, with only a 14 percent increase from 2002 to 2003.

The majority of enrolments at wānanga continue to be at certificate level. However, there has been a significant increase in enrolments in level 4 certificates. Most of these enrolments are for te reo Māori qualifications. Enrolments at diploma and degree level are also steadily increasing, albeit in relatively smaller numbers.

Figure 36: Formal domestic students enrolled in wānanga by qualification level 1997–2003



Twenty-four percent of students who completed a level 1 to 3 certificate at a wānanga in 2002, enrolled in a higher-level qualification in 2003. This rate of progression compares favourably with universities (with a higher-level progression rate of 29 percent from level 1 to 3 certificates) and is significantly higher than the rate for polytechnics (18 percent).

25 Furniture ITO, Joinery ITO, Flooring ITO, Master Plumbers, Gasfitters and Drainlayers ITO, Contracting ITO, Building and Construction ITO, Design and Construction ITO, InfraTrain and Boating ITO.

26 Te Kaiwhina Ahumahi, Seafood ITO, Aviation, Tourism and Travel Training Organisation, Sports, Fitness and Recreation ITO and Public Sector ITO.

“To a large degree, the educational needs of Māori and Pākehā are in fact the same. The major differences arise not so much in the knowledge, but in the delivery and the environment in which it is delivered. I want Māori to occupy high paying jobs and the only way that will be achieved is by acquiring the knowledge needed to survive in the new economy. At Te Whare Wānanga o Awanuiārangi we offer doorways to both the Māori world and the rest of the world, wherever they may be. We are not main-stream because we are Māori and we teach and support our students and staff according to our traditions.

“Whaia te Mātauranga ki tōnā hōhonutanga me tōnā whānuitanga. Koia ko te pepeha a Te Whare Wānanga o Awanuiārangi, he whai i te mātauranga i raro i ngā parirau o te āhautanga Māori me tikanga Māori.”

Professor G. Raumati Hook
 Chief Executive Officer
 Te Whare Wānanga o Awanuiārangi

From Foreword to Te Whare Wānanga o Awanuiārangi Profile 2005–2007

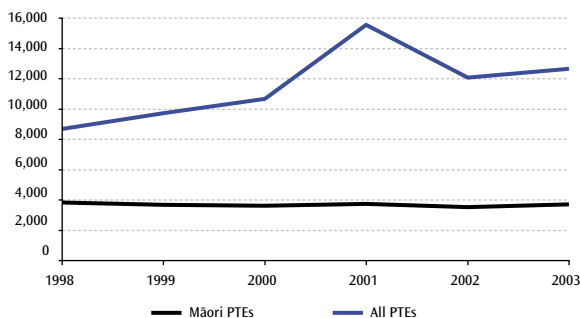
Māori private training establishments

New baseline indicator

In 2003, there were 122 PTEs that self-identified as Māori providers and provided data returns to the Ministry of Education²⁷. As at 31 July 2003, there were 5,520 domestic students enrolled with these providers, of which 3,680 were Māori. The total enrolment numbers in Māori PTEs have been stable over the last six years.

In 2003, just under one in three Māori students (29 percent) enrolled in a PTE was enrolled with a Māori PTE.

Figure 37: Māori formal students in PTEs by type of provider 1998–2003



Three out of four students at Māori PTEs (77 percent) were studying for certificate-level qualifications in 2003. Most of the rest (17 percent) were studying for diploma-level qualifications. However, Māori PTEs had a significant role in terms of providing bachelors and postgraduate qualifications for Māori within the PTE sector. Three-quarters of Māori bachelors students and five out of a total of seven Māori masters students in PTEs were studying in a Māori PTE.

NZQA audit cycle data shows improving management capability in Māori PTEs. The proportion of Māori PTEs on two or three year audit cycles increased from 9 percent in the year to June 2001 to 38 percent in the year to March 2004. Placement on these longer term cycles indicates significant satisfaction with the management systems and processes.

Māori research staff

The TES includes a focus on developing a strong and balanced Māori staff profile within the tertiary education system. This means Māori being well represented in TEO staffing, particularly in teaching and decision-making positions.

Currently, there is no central collection of information on the ethnicity of staff across the entire tertiary education system. The Baseline Monitoring Report reported that the New Zealand Census shows that 8.6 percent of tertiary teaching professionals were Māori in 2001.

The recent PBRF provides further information on the ethnicity of staff engaged in teaching at degree level and above (in TEOs that submitted staff portfolios for assessment).

Māori staff made up 6.1 percent of FTE staff with a declared ethnic group²⁸ assessed for the PBRF.

This figure fits with the Census figure and suggests that a greater proportion of Māori staff are teaching below degree level than of non-Māori staff.

Both figures highlight the continued need to recruit, retain and promote Māori staff within the tertiary education system.

27 There were a total of 161 registered PTEs that self-identified to NZQA as Māori providers. This analysis only covers those that had formal students enrolled as at 31 July 2003.

28 Around a quarter of PBRF-eligible staff did not declare their ethnic group in the PBRF staff census.



Education for Pacific peoples' development and success

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Objectives

- Pacific learners are encouraged and assisted to develop skills that are important to the development of both the Pacific and New Zealand
- A tertiary education system that is accountable for improved Pacific learning outcomes and connected to Pacific economic aspirations
- Pasifika for Pasifika education services are assisted to grow their capability and enhance Pasifika peoples' learning opportunities
- An increased proportion of Pacific staff at all levels of decision-making in the tertiary education system

The change required to achieve this strategy

Achieving this strategy requires attention to the skills that Pasifika peoples need for their development, both in New Zealand and the wider Pacific.

This requires improved connections between the tertiary education system and Pasifika communities, so that TEOs can more actively contribute to the needs of the communities and Pasifika learners are much better informed about available study and career options which can help them to achieve their aspirations.

This strategy recognises the need to improve the capability and capacity of Pasifika for Pasifika education services. These include Pasifika PTEs, community education services and services within 'mainstream' organisations.

It also places emphasis on increasing the representation of Pasifika staff at all levels of decision-making in the tertiary education system.

Progress to date

Pasifika participation at bachelors and diploma levels continues to increase, but is still substantially below that of other groups. Pasifika students have lower completion rates than others, particularly at bachelors level.

Pasifika participation at postgraduate level continues to be very low, with little growth evident. Pasifika students have low completion rates at postgraduate level also.

There is generally a low level of engagement across the tertiary education system with Pasifika communities, particularly in terms of their development needs and aspirations. Relationships between tertiary providers and Pasifika communities are varied and largely focus on developing existing relationships. ITOs are just beginning to consult and identify Pasifika stakeholders to build relationships with. Across TEOs, most are focused more on supporting student or trainee participation and success and only a few are extending out into addressing the aspirations of Pasifika communities.

The number of students studying at Pasifika PTEs has been steadily increasing. Most enrolments are at certificate and diploma levels.

The PBRF staff census confirms the low representation of Pasifika staff in teaching at degree level and above.

Key challenges for moving forward

From the analysis of progress to date, the following key challenges for moving forward to achieve this strategy are evident:

- improving the retention and completion of Pasifika students, especially at higher levels, while continuing to support increasing participation
- TEOs actively engaging with their Pasifika communities to identify and address their needs and aspirations
- * supporting and developing Pasifika for Pasifika education services, including within 'mainstream' providers and organisations.

Participation at higher levels of study and across disciplines

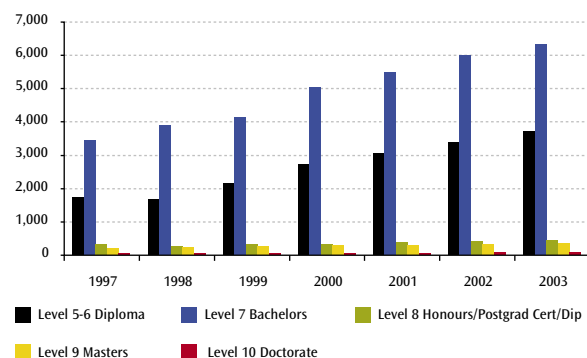
Increasing participation but low completion rates at degree level

Pasifika enrolments and participation rates in bachelors degrees are continuing to increase. While participation rates are still significantly below those of other students, the difference is reducing.

However, Pasifika students have the lowest completion rate of bachelors degrees over five years of any ethnic group. Only 30 percent of Pasifika students enrolling in a bachelors degree in 1999 had completed by 2003, compared with 43 percent of all students.

At diploma level, Pasifika student enrolments and participation rates have also continued to grow. Pasifika students' participation rates at this level are now equal to those of all students. Pasifika students have slightly lower five-year completion rates at this level than other students.

Figure 38: Pasifika formal domestic students at diploma level and above by qualification level 1997–2003



Low participation and completion rates at postgraduate level

Pasifika participation rates at masters level continue to be lower than for other students, although there has been a small increase in the number of students enrolled. Five-year completion rates for Pasifika students starting in 1999 were 40 percent, compared with 52 percent for all students.

There has also been a small increase in Pasifika participation in honours and postgraduate certificates and diplomas. Pasifika students had the lowest completion rates of any ethnic group at this level.

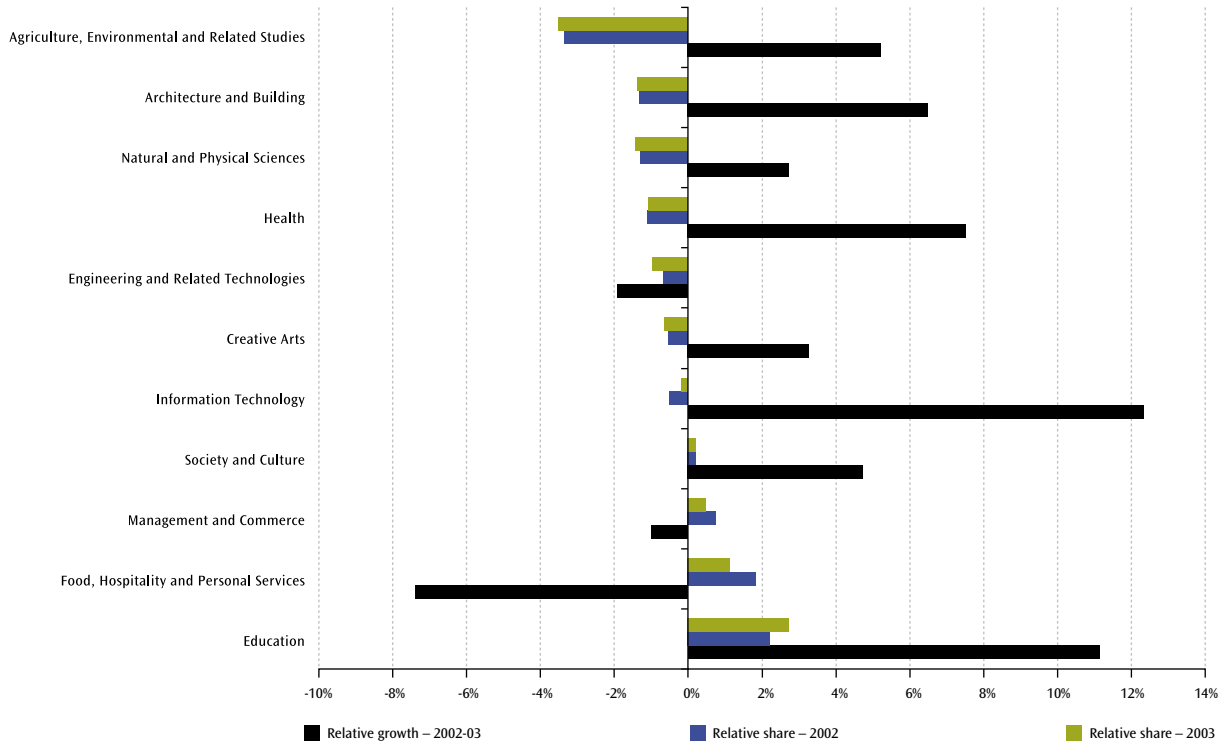
The number of Pasifika students enrolled in doctorates remains low, increasing from 63 in 2002 to 67 in 2003. The number has not quite doubled since 1997. Information on five-year completion rates for Pasifika students at this level is not available, as the low numbers enrolling each year make it statistically unreliable.



Increased Pasifika participation in education studies and some areas of under-representation

The following indicators look at the spread and growth of Pasifika participation by field of study at diploma level and above, using EFTS consumed and subjects of courses taken. The indicators are defined in the section on Māori participation at higher levels and across disciplines (p.47).

Figure 39: Relative growth and relative share indicators for Pasifika formal domestic students by field of study at diploma level and above 2002–2003



The indicators show a strong increase in education-related courses and in some of the areas of under-representation.

The area with the highest absolute growth and second highest relative growth is education, where Pasifika students have been relatively over-represented. Most of this participation is in areas of early childhood and primary pre-service training and is in part due to the increased focus on training Pasifika early childhood teachers.

The highest area of relative growth was in information technology; however, this only represents an increase of seven EFTS in absolute terms. There was also strong relative growth in the areas of health, architecture and building, and agriculture, environmental and related studies, where Pasifika students are most under-represented.

The growth rate of Pasifika students in engineering and related technologies lagged behind that of all students, leading to further under-representation in this area.

Engagement with Pasifika communities

A key focus of this strategy is increasing the connection and accountability of the tertiary education system to Pasifika communities to build the skills important to the development of communities in the Pacific and New Zealand.

The 2005 to 2007 profiles of TEOs provide a view of how TEOs are currently engaging with Pasifika communities in New Zealand and internationally and the areas where they are planning further development²⁹.

Some universities addressing relationship development

Only five out of the eight universities specifically mentioned relationship development with Pasifika communities in their profiles. Two of these institutions already had extensive international relationships with Pacific countries and had recognised the need to build relationships with local communities as well.

The focus of engagement was largely on providing support to Pasifika students within the institution. Two universities had, or were planning development of, bridging programmes to meet the needs of Pasifika students and one was looking to develop specific programmes for Pasifika communities. Only one institution included reference to the development of research to address the needs of Pasifika communities.

Auckland University of Technology working with communities to support Pasifika student success

The Auckland University of Technology is encouraging Pasifika participation through a range of initiatives which include scholarships, community and school partnerships and mentoring. The university is pursuing initiatives to provide access to students in Manukau, an area with a high Pasifika population.

The university has established an Office of Pasifika Advancement to enhance its accountability and relevance to Pasifika communities. The Centre for Equity Development monitors and promotes initiatives to enhance Pasifika outcomes.

A number of qualifications have a Pasifika focus (e.g. the National Diploma in Teaching research projects and Early Childhood Education (Pasifika)). The university is working with the University of the South Pacific to make available programmes that address the curriculum needs of Pasifika students.

From: Auckland University of Technology, Profile 2005–07

Wide variation in engagement by polytechnics

There is wide variation in the levels of engagement with Pasifika communities expressed in the polytechnics' profiles:

- three had no reference to engagement with Pasifika communities, on the basis of a low population proportion in their region
- seven have limited plans for engagement, mostly in terms of building relationships with local communities to provide better support for Pasifika students
- five have more substantial plans for engagement, which in some cases included looking forward to the development of teaching and learning programmes to address the needs of Pasifika communities. Two of these five are in areas of low Pasifika population, but nonetheless recognised Pasifika people as an important community group
- two have well-established relationships with Pasifika communities and offer a range of education programmes for these communities, which they plan to build on further.

Canterbury Tertiary Alliance — Pasifika Education Forum

The Canterbury Tertiary Alliance is a collaboration of Canterbury University, Lincoln University, Christchurch College of Education and Christchurch Polytechnic Institute of Technology.

The Alliance has established a Pasifika Education Forum with Pasifika community representatives from the region. Through the forum, the members of the Alliance can liaise with the Pasifika community and discuss ways to improve access and participation and be responsive to the needs of the community.

Both of the remaining Colleges of Education had reference to liaison with Pasifika communities. One is strongly involved with teacher training in the Pacific and is also planning to develop programmes to meet the needs of Pasifika communities in New Zealand.

29 See *Engagement of TEOs with industry for skills development* (p.35) for further information on the analysis of profiles.

ITOs planning to consult Pasifika stakeholders

Most ITOs are at the point of planning to consult, and/or develop relationships, with Pasifika stakeholders. Their main areas of focus are on promoting opportunities in their industry to Pasifika communities and identifying any barriers to participation. In most cases, plans for consultation are supported by analyses of Pasifika participation in industry and industry training.

Three ITOs are looking to develop programmes or qualifications to meet specific needs of Pasifika businesses within their industry.

There are some ITOs that have no plans set out in their profiles to engage with Pasifika communities.

Pasifika for Pasifika education services

The main area of provision of Pasifika for Pasifika education is through Pasifika PTEs. There is limited provision within TEIs, and nearly all of it is directed towards student support services.

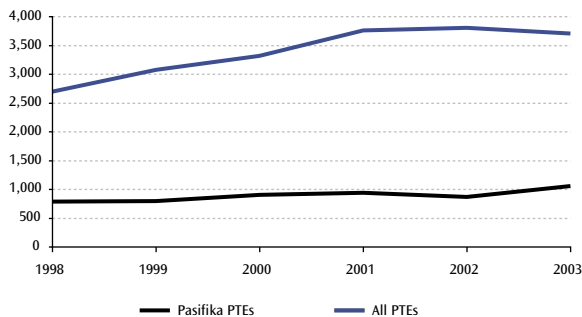
Pasifika private training establishments

New baseline indicator

In 2003, there were 25 PTEs that self-identified as Pasifika providers and provided data returns to the Ministry of Education³⁰. As at 31 July 2003, there were 3,997 domestic students enrolled with these providers, of which 1,056 were Pasifika. The total enrolment numbers in Pasifika PTEs have been gradually increasing over the last six years.

In 2003, just under one in three Pasifika students (29 percent) enrolled in a PTE was enrolled with a Pasifika PTE.

Figure 40: Pasifika formal domestic students in PTEs by type of provider 1998–2003



Four out of five Pasifika students studying at Pasifika PTEs (82 percent) were studying for certificate-level qualifications in 2003. Nearly all the rest were studying for diploma-level qualifications. There were only 14 bachelors Pasifika students and no postgraduate Pasifika students at the Pasifika PTEs.

NZQA audit cycle figures show an overall improvement in confidence in the management and development of Pasifika PTEs. The proportion on two and three year audit cycles increased to 34 percent in 2004, from 27 percent in 2003.

Pasifika research staff

The TES includes an increased proportion of Pasifika staff at all levels of decision-making in the tertiary education system. This includes staff in governance, management, teaching and research positions.

Currently, there is no central collection of information on the ethnicity of staff across the entire tertiary education system. The Baseline Monitoring Report reported that the New Zealand Census shows that 1.5 percent of tertiary teaching professionals were Māori in 2001.

The recent PBRF provides further information on the ethnicity of staff engaged in teaching at degree level and above (in TEOs that submitted staff portfolios for assessment).

Pasifika staff made up 1.2 percent of FTE staff with a declared ethnic group³¹ assessed for the PBRF. This figure is very close to the Census figure. Both figures highlight the continued need to recruit, retain and promote Pasifika staff within the tertiary education system.

30 There were a total of 33 registered PTEs that self-identified to NZQA as Pasifika providers. This analysis only covers those that had formal students enrolled as at 31 July 2003.

31 Around a quarter of PBRF-eligible staff did not declare their ethnic group in the PBRF staff census.

Strengthen system capability and quality

Objectives

- Improved strategic capacity and leadership at both governance and management levels
- Increased differentiation and specialisation across the system
- Greater collaboration with the research sector, the creative sectors, industry, iwi and communities
- Sustainable growth of export education capability centred on a reputation for quality teaching and pastoral care
- A stronger system focus on teaching capability and learning environments, to meet diverse learner needs
- Learners and the wider public have confidence in high levels of quality throughout the system
- A coherent and reliable system of qualifications, learning recognition and credit transfer

The change required to achieve this strategy

Key to achieving this strategy is supporting and developing strategic capacity and leadership at both management and governance levels. This requires TEOs giving more attention to student success (rather than focusing on simply increasing student numbers) and to developing robust, long-range planning, based on the needs of their communities, regions and the nation.

This strategy encourages TEOs to identify their distinctive contribution to tertiary education, resulting in increased differentiation of provision.

One of the ways of achieving the greater capability identified in this strategy is improved collaboration between TEOs and with key stakeholders, to make better use of resources, improve networks of professional practice and offer more integrated courses and qualifications to learners.

This strategy also emphasises raising the quality of tertiary education through improving teaching capability and learning environments, supported by the sector and government agencies working together to develop a more coherent and reliable system of qualifications, learning recognition and credit transfer.

Included within this strategy is a focus on sustainable growth of export education capability, centred on a reputation for quality teaching and pastoral care.

Progress to date

There is a strong policy focus on the quality of teaching and learning in three areas. The first is accelerating the shift towards more effective teaching and learning by establishing a National Centre for Tertiary Teaching Excellence. The second is enhancing the quality assurance and risk management practices to support and improve the effectiveness of teaching and learning. The third is to provide a broad funding-based incentive for providers to assist learners to succeed through the Student Component Performance Measure.

There has been attention given to supporting good governance practice in TEIs. The financial situation of most TEIs continues to improve. However, there are still significant areas of financial risk and indications that some TEIs are struggling to manage within the increasingly complex environment of tertiary education. There is great variation in financial performance across the PTEs. However, the number of PTEs on two-to three-year NZQA audits is increasing, indicating increasing stability in these organisations.



The strategic development funds have continued to provide support for developing wider system capability, particularly in the areas of e-learning, innovation and collaboration. The Partnerships for Excellence fund has provided support for significant, innovative projects that are developed in partnership with the private sector.

There is continued reliance on Asia for international students and signs of declining numbers of students from this region. This may put some international student programmes at risk. Compliance with the Code of Practice for the Pastoral Care of International Students has been good, with low levels of complaints being made. The majority of complaints relate to PTEs and to students wanting course refunds due to dissatisfaction with the provider and/or the course.

Key challenges for moving forward

From the analysis of progress to date, the following key challenges for moving forward to achieve this strategy are evident:

- building the external focus in leadership and management of TEOs to achieve a more cohesive tertiary education system that meets the needs of students, stakeholders and the nation
- continuing to improve the quality of provision and the success of students.

Effective teaching and learning in tertiary education

To enhance the effectiveness of teaching and learning in tertiary education, the government has agreed to a process involving three elements.

The first element addresses accelerating the shift towards more effective teaching and learning. It involves bringing together key sector leaders in a Teaching Matters Forum to provide advice on the establishment of the National Centre for Tertiary Teaching Excellence and begin to collect exemplars of effective teaching and learning practice to inform the Centre. The Centre will be created from July 2005.

The second element seeks to enhance the quality assurance and risk management practices to support and improve the effectiveness of teaching and learning. NZQA is developing a plan of action to increase the focus on quality teaching and learning in quality assurance processes and enhance the monitoring of delegations to quality assurance bodies including decisions made by academic boards of providers. The government has also agreed to extend the scope of ACE quality assurance. Risk monitoring arrangements will also be enhanced to examine educational risks.

The third element provides a broad, funding-based incentive for providers to assist learners to succeed in their education. This will be achieved through the introduction of the Student Component Performance Measure. The Performance Measure will combine information on course retention and successful completion rates with the results of an annual sector-wide survey of learner experiences. The Performance Measure means that funding will recognise provider performance in keeping students engaged and succeeding in tertiary education and provide a means for remedial action where performance is weakest.

Progress towards an integrated system of tertiary qualifications

Steady progress is being made towards a more integrated system of tertiary qualifications. Quality assurance bodies are working to ensure that all current qualifications comply with the criteria for the New Zealand Register of Quality Assured Qualifications by August 2006.

Providers agreed to have a credit recognition and transfer process in place from January 2004. An evaluation will take place in the first half of 2005 to examine whether the processes give effect to the high-level policy principles and objectives, without placing an unnecessary burden on providers. The evaluation will also identify good practice and 'what works'.

Leadership and management in TEOs

Governance of TEOs

Governance is a critical area for ensuring overall leadership and capability in TEOs. This is particularly true as the complexity of the environment increases for all TEOs. It is an area that continues to be affected by turnover and the difficulty of attracting skilled members.

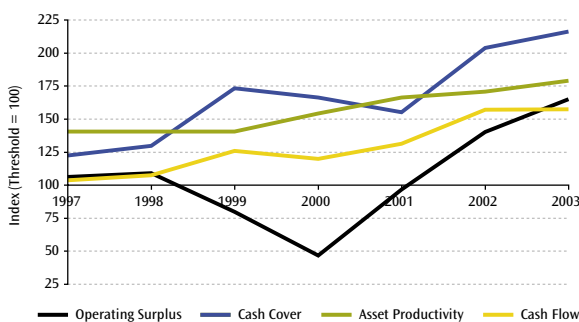
To assist TEIs to develop good governance practices, the Ministry of Education's Tertiary Advisory Monitoring Unit (TAMU) has continued to develop and deliver seminars for council members in conjunction with Institutes of Technology and Polytechnics of New Zealand (ITPNZ). Seminars are delivered on an open basis, as well as being individually tailored to the specific needs of individual TEIs. These will be stepped up in 2005 and new modules introduced. There will also be attention to governance and Māori.

Management in TEIs

The overall financial health of TEIs has continued to improve. The sector averages are above the recommended thresholds in all four key financial measures, having improved across all four measures two years running. There has been a substantial recovery in terms of operating surplus with only two TEIs in deficit in 2003 (compared with 13 in 2000) and 23 of out the 36 TEIs at or above all four of the recommended thresholds (compared with only 11 in 2000).

However, the Ministry of Education has noted an overall decline in working capital of TEIs which makes them more vulnerable to financial risks and shocks.

Figure 41: Key financial performance indicators for TEIs 1997–2003



Note: In order to compare indicators on differing scales, the percentage for each indicator has been transformed into an index, where 100 represents the Ministry of Education's recommended threshold for the indicator. See Ministry of Education, *New Zealand's Tertiary Education Sector: Profile and Trends 2003*, p.213 for original data, actual thresholds and an explanation of each indicator.

The two notable ongoing financial management risk areas for most TEIs are:

- the reliance on income from international students in the face of indications of decline (refer p.61)
- management and control of commercial ventures.

For a number of TEIs, these are compounded with risks relating to reliance on and use of community education funding — in terms of declining income as government imposes greater control over the funding and reputational damage resulting from public exposure of a few poorly managed programmes.

A reading of TEI profiles shows low emphasis on governance and management within strategic priorities and goals. The sheer complexities of the environment are challenging some TEIs' overall management capability. The use and specification of key performance indicators and targets within profiles are uneven.

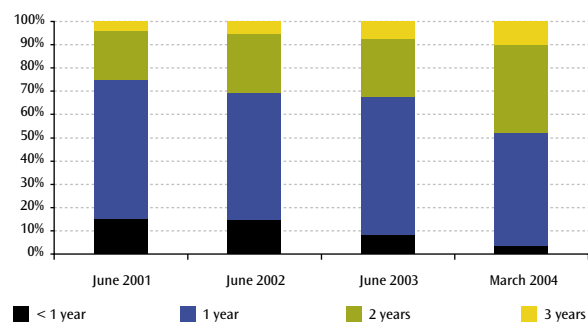
Management in PTEs

Financial management information gathered by the Ministry of Education from PTEs that received student component funding in 2003 shows varied performance, which reflects the diversity of the sector. PTEs vary significantly in size and type of organisation (company, subsidiary, charitable trust etc), all of which has an effect on their financial structures and performance.

The average operating surplus for PTEs in 2003 (2.6 percent) was around half that of TEIs (5.0 percent) and significantly lower than the operating surplus for PTEs in 2002 (7 percent).

An indicator of general confidence in the management of PTEs is the length of the NZQA audit cycle. This varies from less than a year for PTEs with significant audit concerns to three years for well-performing and established PTEs. The general trend is towards more PTEs being on a two- or three-year cycle and few on less than one year, showing a maturing sector and overall development of management capability.

Figure 42: Percentage of PTEs by length of NZQA audit cycle 2001–2004



Source: New Zealand Qualifications Authority



Support for wider system capability

Strategic development funds continuing to support wider system development

The e-Learning Collaborative Development Fund (e-LCDF) and Innovation and Development Fund (IDF) are used to assist in building the strategic capability of the tertiary education system. The funds make available a total of \$17 million per annum for four years, comprising \$7 million for e-LCDF and \$10 million for IDF. The e-LCDF builds the e-learning capability of the system through information and communication tools and knowledge that will support TEOs' ability to deliver e-learning education programmes. The IDF builds capability within the system to improve alignment with national goals. The IDF aims to foster new and innovative ideas and develop TEOs' capability to improve the operation of the tertiary education system, and to help TEOs align with and deliver on the TES and national goals. The first funding rounds for both these funds resulted in 15 projects for the e-LCDF and nine projects for the IDF.

Partnerships for Excellence was established by government in 2002 and enables the Crown to make significant new investments in the public tertiary education sector in line with the TES and the STEP, provided there is matching private sector investment. The fund enables tertiary institutions to seek matching funding from government for large-scale investment projects (generally those valued at \$10 million or more).

Two rounds of funding have been allocated, resulting in four very different projects being supported:

- Otago University's 'Leading Thinkers' advancement programme, which involves recruiting internationally renowned academics to head up new 'knowledge leader' projects
- development of a new business school at the University of Auckland
- a new Institute for Innovation in Biotechnology at the University of Auckland aimed at turning research ideas into business propositions
- Auckland University's Starpath project, an innovative programme to encourage students to enrol in tertiary studies.

Collaborating for Efficiency

A collaborative project undertaken by four university libraries exemplifies the co-operation and collaboration theme that runs through the TES.

Auckland University of Technology (AUT), the University of Waikato, Victoria University of Wellington and the University of Otago established the CONZULSys consortium with the vision of developing and using "the best enabling technologies in a pioneering collaboration which will enhance the innovative delivery of library and information resources to the New Zealand tertiary learning and research community".

The goals of the co-operative approach were to strengthen resources by working together, achieve pricing and cost-control benefits through being part of a larger group, and manage risk better by acting collectively.

The partners recognised that they were working towards a long-term goal and savings would not be immediately apparent. The major benefits expected from this approach were inter-operability among library systems, reduced maintenance of interfaces, better knowledge by systems staff and better use of that knowledge, better service to users at other universities, and improved disaster recovery.

The success of the implementation of this project was based on the development of complete trust between the personnel in the four universities and trust in the co-ordination and planning role of CONZULSys.

A commitment by all partners to creating a working solution was a necessary condition for the success of a complex project that involved four universities and two suppliers that were working in two countries in three time zones.

Sustainable export education

The TES includes an emphasis on sustainable growth in export education capability centred on a reputation for quality teaching and pastoral care

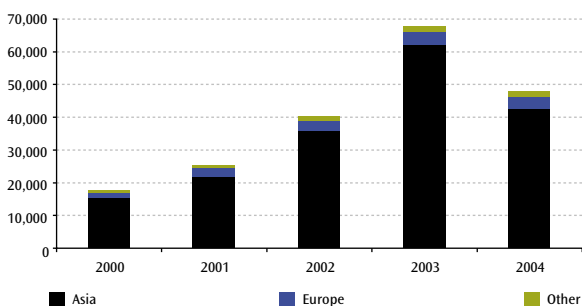
Continued reliance on Asia and reduced numbers in 2004

Overall growth in numbers of formal international tertiary students slowed down somewhat in 2003, compared with 2002. The significant growth continued to be from Asia, with Asian students making up 83 percent of international students in 2003.

However, within Asia, while there was continued growth in international students from China, numbers from other countries declined.

This trend was more evident in the Statistics New Zealand survey of English language schools, that showed a 32 percent drop in students from Asia to March 2004. Student numbers from other regions also fell, but by a smaller amount. However, total numbers were still above those recorded in 2002.

Figure 43: International students in English language schools by region of origin 2000–2004



Source: Statistics New Zealand

While this fall-off largely affects English language provision, this provision acts as feeder into higher-level, subject-based provision across TEOs. Therefore, this change may have downstream effects on demand for higher-level provision.

As part of its international education package, the government is developing a number of strategies to invest in the long-term viability of export education.

Recent research³² found that “the speed of the increase in international student numbers has had an effect on universities and polytechnics, with eight of the sixteen institutions interviewed managing international student numbers down, six of the institutions (three universities and three polytechnics) still looking to increase international student numbers, and one university and one

polytechnic having no specific policies in place in 2004 to manage international student numbers either up or down”.

The research found a range of measures for managing international student numbers, including “diversification and risk management, resource management, the impact on the domestic and international student experience, and issues of educational quality”. It was acknowledged that revenue streams from international students are important, but the risks of dominance from a single source country and reliance on one or two major study programmes are understood.

Implementation of the code of practice

In October 2002, a mandatory Code of Practice for the Pastoral Care of International Students replaced the earlier voluntary code of practice. Complaints against the code of practice could be made to the International Education Appeal Authority.

In the year to October 2003, there were 69 complaints (relating to 52 education providers) made against the code of practice, up from 15 in the previous year under the voluntary code. This increase probably reflects greater coverage and avenues for resolution under the new code, rather than a change in provider behaviour.

The majority of complaints (46) related to PTEs, with the remainder spread across TEIs and schools.

Most complaints (55) related to disputes over requests for refunds for fees — resulting from such factors as failure of the provider to have proper regard for the terms of the contract with the student, inappropriate recruitments, inadequate or misleading information or inadequate orientation. The second most common cause of complaint related to student expulsion (5), followed by misleading information (4).

Nearly all complaints were resolved before the issuance of a final report by the Authority. A significant proportion of complaints (24) were settled during the investigation process, while a similar number (23) were withdrawn, discontinued or outside the jurisdiction of the Authority.



Technical and data definitions

Completion, retention and progression rates

All completion, retention and progression rates in this report are estimates.

Completion rate refers to the percentage of students who started a qualification in a particular year who had completed after a certain number of years. In this report, completion rates are based on students who started in 1999 and whether they had completed by 2003.

Retention rate refers to the percentage of students who started a qualification in a particular year and had either completed or were still studying towards their qualification after a certain number of years.

Progression rate refers to the percentage of students who completed a qualification in a particular year who were enrolled for further study in the following year. In this report, progression rates are looked at in terms of further enrolment in a higher level of study than the qualification completed.

Counting students

This report has moved to counting any student who was enrolled during the academic year, rather than using the 31 July 'snapshot' data, as in the baseline report. Students are counted on the basis of unique individuals — so that if a student is enrolled with more than one provider during the same year, that student is only counted once. In a number of places, students are counted in each category they appear in, such as level of qualification, meaning that the sum of the categories may exceed the total number of individuals. For more information on the changes to the way students are counted, see *New Zealand's Tertiary Education Sector: Profile and Trends 2003*, pp 12–23.

EFTS (Equivalent full-time student)

EFTS is a unit for counting tertiary student numbers. The basis of the EFTS system is that a student taking a normal year's full-time study counts as a 1.0 EFTS unit or the equivalent of 120 credits on the National Qualifications Framework. The courses taken by part-time students are proportions of 1.0 EFTS unit e.g. 0.75 EFTS.

Formal student

For the purposes of statistical reporting, a tertiary student is considered to be a formal student when enrolled at a tertiary education provider in a formal programme of study of more than one week's full-time duration (i.e. an EFTS value greater than 0.03). The programme must lead to a qualification

approved by an authorised certifying body or issued by an institution.

Data on formal students excludes on-job industry training (where there is no enrolment with an education provider) and students at PTEs that neither received tuition subsidies nor offered courses approved for student loans and/or allowances during the year (where the Ministry of Education does not collect full-year data).

Index

An index is a way of comparing two or more dissimilar sets of numbers over time. In this report, completions and enrolments are indexed to the value of 100 in 1997 to compare relative growth since then. In effect, the index shows how many completions and enrolments there would be in each of the following years, if there were exactly 100 completions and 100 enrolments in 1997. An index is also used to compare the financial indicators for TEIs, where the value of 100 represents the recommended benchmark for the each indicator. In this case, the index can be thought of as representing the percentage difference between the actual indicator level and the recommended benchmark, so that an index value of 150 represents a level 50 percent above the benchmark.

PBRF quality ratings

Staff in TEOs eligible for PBRF funding were required to submit evidence portfolios. Portfolios were evaluated on the quality of research output, peer esteem and their contribution to the research environment.

The quality evaluation results were expressed in terms of a letter-based score, where in general:

- 'A' represents highly original work that is of international standing
- 'B' represents original work that is of national standing
- 'C' represents work that meets or exceeds accepted research standards.

Research portfolios that did not meet these levels were given an 'R' score. In general, these were people with insufficient output of the type required for the PBRF assessment over the last six years. They included relatively new researchers who have yet to produce substantial research output, as well as experienced researchers who had not been particularly active in producing output in recent years. It is important to note that an 'R' score is a reflection of the low quantity of research output over a specific time period, not necessarily a reflection on the quality of output.