The expected change – 2002 to 2007

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 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 that this will also be incorporated in the work resulting from the other strategies.

It is expected that TEOs will strengthen their relationships with and accountability to Māori communities and take greater responsibility for the success of Māori students. There must be opportunities for Māori communities to exercise greater authority and responsibility within the tertiary education system. The tertiary education system must become a more active contributor to regional and national Māori whānau, hapū and iwi development.

The system is expected to incorporate te ao Māori perspectives and address diverse Māori realities. It has a critical role in supporting the development of mātauranga Māori, while respecting Māori ownership of intellectual property, both traditional and contemporary.

It is expected that there will be a stronger emphasis on increasing Māori participation in higher-level qualifications and across the range of disciplines.

The system should be making growing contributions to the overall health and standard of living of Māori. It should be developing Māori learners in a holistic way that acknowledges a broad understanding of ‘being Māori’ in a global society.

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.

Te rautaki mātauranga Māori – contribute to the achievement of Māori development aspirations
The baseline picture in 2002

There was rapid growth in Māori participation in tertiary education in the five years to 2002. By 2002, Māori participation rates (ie Māori students as a proportion of the Māori population) exceeded those of non-Māori. A large amount of this growth was due to the growth in enrolments at wānanga. However, even if wānanga enrolments are taken out of the figures, Māori participation rates still exceeded those of non-Māori.

Forty-four percent of Māori enrolled in 2002 were Māori women aged 25 years and over. There is cause for continued concern about lower rates of participation of Māori in the traditional age group of 18 to 25, particularly young Māori men. While the proportion of Māori students going directly from school to tertiary study grew from 2000 to 2002, it still lagged behind non-Māori.

Māori were much more likely to be enrolled for qualifications below degree level than non-Māori. This is consistent with the relatively new entry of the majority of Māori students to tertiary education with fewer school-level qualifications than non-Māori. At the same time, Māori enrolments at degree level and higher have increased at a faster rate than those of non-Māori.

Māori were well represented in industry training, including Modern Apprenticeships. However, involvement tends to be concentrated in some industries more than others. This is particularly true for Modern Apprenticeships, with quite high representation within forestry.

The growth in enrolments below degree level has clearly flowed through to increased completion of qualifications by Māori at this level. However, the same flow-through from the growth in degree and above enrolments is not evident in the data, raising concerns about Māori completion rates at this level.

There has been significant growth in the provision of kaupapa Māori education through the three wānanga, and particularly through Te Wānanga o Aotearoa. This has supported increased availability of, and enrolments in, te reo Māori and te ao Māori courses. Polytechnics have also increased their capacity in providing te reo Māori courses.

There are also 162 registered providers identifying as Māori providers. NZQA audit results indicate that these providers need support to build their capability. NZQA is currently providing active support to 137 of them.

Data from the Census provides a picture of low proportions of Māori engaged as teaching staff in the tertiary education sector. The growth in Māori students has not been matched by a significant growth in Māori staff. Māori staff often report significantly higher workloads, because they deal with the general support and mentoring of students as well as teaching and research. The challenge is for TEOs to improve their recruitment of Māori staff, including encouraging Māori students at degree and postgraduate level to consider a tertiary teaching career, and also to actively address workload issues for existing staff.

Further development of monitoring

Future monitoring of this strategy will have a greater focus on the engagement of TEOs with Māori whānau, hapū and iwi and their development aspirations. In particular, future monitoring will look at the degree of Māori authority and leadership within partnership arrangements, evidence of TEOs taking greater responsibility for the success of Māori learners and the development of new approaches to meeting the diverse needs of Māori learners.

One source of information for this area will be charts and profiles. These will need to be compared with the perspectives of Māori whānau, hapū and iwi on the level of engagement of TEOs with their communities and their development aspirations. The views of Māori students will be a particularly important measure of success.

Future monitoring will have a greater emphasis on completion, retention and progression. A key issue will be the extent to which Māori who have entered tertiary education through short, certificate-level courses continue on to other studies. Patterns of Māori engagement with tertiary education over a lifetime will also be examined in more detail.

Richer information will also be included on kaupapa Māori, te reo Māori and te ao Māori provision. This will include a fuller picture of provision through Māori PTEs, the development of kaupapa Māori education provision within ‘mainstream’ providers, completion and progression in te ao Māori and te reo Māori courses and more extensive information on Māori research activities.
There is a need to develop systematic information on Māori staff in TEOs, particularly those in teaching roles. Monitoring of TEO plans to recruit and support Māori staff will also need to be included. This will need to be supplemented with information from Māori staff themselves, about issues such as workload, expectations and professional development.

As the monitoring progresses it will develop a greater focus on the contribution of tertiary education to the three goals set out at the start of this section. This will require linking tertiary education to outcomes for Māori across a range of life, health, well-being and cultural areas.

Māori participation in tertiary education

Rapid increase in overall participation by Māori

Participation by Māori in formal tertiary education has been growing rapidly. Since 1999, Māori participation rates (ie Māori students as a proportion of the Māori population) have been exceeding non-Māori rates. This is in part due to the substantial growth of wānanga. However, even after excluding all wānanga students, Māori participation rates were still higher than non-Māori in 2002.

Figure 46: Age-standardised participation rates in formal tertiary education, July 1994–2002

High levels of participation by Māori women aged 25 and over

There was considerable variation in participation rates by both age and gender. In 2002, both Māori men and women aged under 25 years had lower rates of participation in tertiary education than non-Māori. The difference in participation rates was much greater between Māori and non-Māori men than between Māori and non-Māori women.

However, for Māori aged 25 and over, both male and female participation rates were much higher than for non-Māori. Māori women had significantly higher participation rates than Māori men and all non-Māori. The higher level of participation for Māori women carries right through to the 65 years and over age group.

See Technical and Data Definitions for explanation of age-standardisation.
Most growth in participation is below degree level

Most of the growth in Māori participation in formal tertiary education has been at below degree level, with growth in degree and postgraduate numbers being more stable. Over the last six years, Māori enrolments below degree level have more than doubled. Over the same period, degree and above enrolments have grown by 34 percent. In both cases, enrolment growth has significantly exceeded that of non-Māori.

In 2002, 77 percent of Māori students were enrolled in courses below degree level, compared with only 49 percent of non-Māori. At the top end, just over three percent of Māori students were enrolled in postgraduate studies, compared with nine percent of non-Māori students.

Participation varies by field of study

In 2002, 22 percent of Māori students were enrolled in qualifications categorised as ‘mixed field’, compared with only 7.3 percent of non-Māori. Mixed-field qualifications are generic qualifications, mostly employment and life skills. This reflects the large number of Māori students who are re-entering education as adults and undertaking foundation level courses.
Looking at the other fields of study in 2002, the most popular area of study for Māori was society and culture, which includes tikanga Māori and te reo Māori. Whereas the management and commerce field was most popular for non-Māori, Māori tended to be over-represented in fields related to the service sector, with the exception of health. Māori were under-represented in fields related to science and business, with the exception of information technology and agriculture and environment.

The overall picture was similar when comparing Māori men with non-Māori men and Māori women with non-Māori women. There are a few notable differences. Māori women were more likely to be studying information technology qualifications than non-Māori women. Māori men were more likely to be studying agricultural qualifications and less likely to be studying for information technology qualifications than non-Māori men. To fully understand the underlying picture, a more sophisticated analysis is required that takes account of the level of study and age, as well as gender. This is beyond the scope of this current report.

Māori are well represented in industry training but are more concentrated in some industries

In 2003, Māori made up 10 percent of the workforce and 17 percent of industry trainees. Seventy percent of Māori trainees were undertaking programmes at level three or higher.

Across the ITOs, Forestry had the largest number of Māori industry trainees in 2003 (3,722), followed by Engineering, Food and Manufacturing (1,255), the New Zealand Industry Training Organisation, which covers meat and dairy (1,126), and Agriculture (1,030). Forty-nine percent of all Māori trainees were covered by these four ITOs, compared with 39 percent of all trainees.

Māori made up 14.3 percent of Modern Apprenticeships in 2003. In 2003, 23 percent of Māori Modern Apprenticeships were within the Forestry ITO, compared to seven percent of all Modern Apprenticeships. A further 44 percent of Māori Modern Apprenticeships were spread across the Agriculture, Building and Construction, Electricity Supply, Engineering, and Motor ITOs.

Completion of qualifications by Māori

As explained in the overview, qualifications completion data provides counts of the number of people completing qualifications each year. It does not provide meaningful information on completion rates, as the length of time it takes to complete qualifications may vary.

Rapid increase in qualification completions below degree level

Māori qualification completions increased by 101 percent overall from 2000 to 2002. This was almost entirely the result of a 136 percent increase in completions of qualifications below degree level, which reflects the increased enrolments at this level. Degree and postgraduate completions increased by one and two percent respectively.

Qualification completions vary by field of study

The largest proportion of Māori qualification completions are in the society and culture field of study, which is in line with the proportion of enrolments. Interestingly, health qualifications make up a larger proportion of Māori completions than of Māori enrolments, while the pattern is reversed for management and commerce qualifications. This may reflect differing completion rates in these areas or it may reflect changes in participation by qualification level over the last three years.
Assistance provided to support Māori students

Funding has been provided to TEIs, through the Special Supplementary Grants, to provide support services for Māori students. A review of the Special Supplementary Grants for Māori students was undertaken by the Ministry of Education in 2003. It found that:

- the funding made a significant difference within TEIs for Māori students, despite the limited amount of money involved
- the targeting of a specific pool of money aimed at increasing the success of Māori students in TEIs was seen as one of the major benefits of the funding.

Kaupapa Māori tertiary education

A unique aspect of the New Zealand tertiary education system is the provision of kaupapa Māori tertiary education. This is education delivered by Māori for Māori, that reflects a Māori view of the world. It has a critical role to play in contributing to Māori social and economic development. The TES includes a focus on ensuring the availability of robust options for kaupapa Māori tertiary education.

Strong growth of wānanga

There are three wānanga which are established as public tertiary education institutions: Te Wānanga o Aotearoa, Te Wānanga o Raukawa, and Te Whare Wānanga o Awanuiārangi. The wānanga provide a Māori-based tertiary education across a range of areas.

Student enrolments in the wānanga grew exponentially from 1999 to 2002, with the largest growth in numbers being in Te Wānanga o Aotearoa. As at 31 July 2002, the wānanga had nine percent of all formal tertiary enrolments and 35 percent of Māori enrolments.
Capability of Māori private training establishments developed

As at October 2003, there were 162 registered and National Qualifications Framework accredited private training establishments that self-identified as being Māori providers. This was a net increase of eight since 1 January 2000. During this period there has been moderate turnover in Māori providers through openings and closures. In the twelve months to October 2003, there were three new registrations and 16 de-registrations.

As at October 2003, there were six applications under consideration. The proportion of new registrations was considerably lower than for all PTEs in the same period, while the proportion of de-registrations was slightly higher.

Eight percent of Māori PTEs (that have been registered for more than six months) are on audit cycles of less than one year, for reasons of quality concerns. This is more than twice the proportion for all PTEs. Twenty-five percent of Māori PTEs were on audit cycles of two or more years, indicating robust and stable processes, compared with 43 percent of all PTEs.

The NZQA has established a unit which provides support to build the capacity of Māori providers by establishing relationships with the providers at a local level and working co-operatively to raise levels of quality in education management delivery. In 2003, the NZQA was assisting 137 Māori providers, helping them to prepare for quality audits and to implement the recommendations that result from the audits.
Kaupapa Māori research strengthened

The establishment of Ngā Pae o te Māramatanga – the National Institute of Research Excellence for Māori Development, through the CoRE funding, will provide a major centre of focus and strength for Māori research in the areas of education, health and science. The Institute will bring together Māori and western intellectual traditions and experience to generate new knowledge and technologies. Planned areas of research include:

- new building materials for cheaper, warmer housing
- young people’s views of schooling and society
- fundamental studies of the processes underlying diseases such as asthma and diabetes to which Māori are genetically disposed.

The Institute is hosted by the University of Auckland and involves partnerships with Te Whare Wānanga o Awanuiārangi, Te Wānanga o Aotearoa, Victoria University of Wellington, the University of Otago, the University of Waikato and Landcare Research. The research programme of the National Centre for Advanced Bio-Protection Technologies (also funded through the CoRE funding) includes a focus on ‘the area of Mātauranga Māori bio-protection, where researchers will develop agricultural technologies that value and sustain mātauranga and tikanga Māori’.

Te reo Māori and te ao Māori provision

Tertiary education has a key role to play in supporting knowledge and understanding of te ao Māori and revitalisation of te reo Māori. These are critical areas enabling Māori to live as Māori and to participate fully in Māori society and culture.

Tertiary education provision in this area can be looked at in terms of three broad types of courses: te reo Māori courses, education of teachers to teach in te reo Māori and courses about te ao Māori.

This report provides information on participation in these areas by level and type of provider. Participation is reported here at course level and across the full year.

The general pattern shown across these three areas is one of high participation by women, compared with men. In the areas of te reo Māori and te ao Māori, the majority of students were women. Most of the provision in these areas was through wānanga and below degree level.

There is a larger proportion of non-Māori enrolled in bilingual and immersion teaching courses and these courses were more evenly spread across sub-sectors, with colleges of education having the largest numbers of students.

Increased participation in te reo Māori courses

From 2000 to 2002 there was significant growth in enrolments in te reo Māori courses. Over the full year of 2002, around 23,000 people enrolled in te reo Māori courses through tertiary education providers. Most of these people were enrolled in formal courses (78 percent). The rest were enrolled through community education.

Of the total people enrolled through tertiary providers in 2002, 65 percent were enrolled with wānanga, 21 percent with polytechnics, 10 percent with universities and the rest with PTEs. Eighty-seven percent were taking courses that were part of below degree-level qualifications and nearly all the rest were part of degree qualifications. Less than one percent were at postgraduate level.

Sixty-six percent of the people studying the courses were women. Seventy-seven percent of the total were Māori.

A further 3,000 students were enrolled in te reo Māori courses through community education provided by secondary schools. Two-thirds of these students were non-Māori.

Note: Includes formal and non-formal students enrolled at any time during the year.

---

23 http://www.rnz.org/funding/core/1stround.php
24 http://www.tec.govt.nz/funding/core.htm
25 http://www.rnz.org/funding/core/overview.php
Stable growth in Māori bilingual and immersion teacher education

Over the full year of 2002, around 3,400 people were enrolled in courses related to bilingual and immersion teaching in te reo Māori. These numbers included people taking bilingual and immersion papers within a general teaching qualification, as well as those doing specialist teaching qualifications in bilingual and immersion education. This was an increase of 11 percent on 2000 enrolments and represented 11.8 percent of total enrolments in 2002 in qualifications in the field of education.

Figure 56: Enrolments in immersion and bilingual education courses by qualification level, 2000–2002

Note: Includes formal and non-formal students enrolled at any time during the year.

Eighty percent of the students were enrolled with colleges of education, 22 percent with universities, 17 percent with wānanga, 11 percent with polytechnics and 10 percent with PTEs. Ninety-six percent were formal students. Fifty-eight percent were studying towards degree-level qualifications, two percent towards postgraduate qualifications and the rest were studying for diplomas. Eighty percent of the students were women and 54 percent were Māori.

Increased participation in te ao Māori courses

From 2000 to 2002 there was significant growth in enrolments in te ao Māori courses. Over the full year of 2002, around 40,000 people were enrolled in courses related to aspects of te ao Māori (excluding te reo Māori courses). These courses covered the areas of tikanga Māori, Māori creative arts and hauora (Māori health). The majority were classified as tikanga Māori, but these are quite wide ranging in course content. Most of the people were enrolled in formal courses (89 percent) with the rest being enrolled through community education.

Māori staff in tertiary education organisations

This strategy 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 staff and decision-making positions.

Currently, the only available information on staffing by ethnicity relates to teaching staff. This information comes from the New Zealand Census. No information on ethnicity of staff is collected systematically within the tertiary education system.

Low proportion of tertiary teaching workforce are Māori

It would appear that Māori teaching staff are under-represented compared with the proportion of Māori students. There has also been little growth in the proportion of Māori tertiary teachers from 1996 to 2001, in a period where there was rapid growth in Māori student proportions.

This number may include some students who are studying bilingual and immersion education in other languages and courses on the general principles of bilingual and immersion education. However, students studying for Pasifika qualifications in immersion and bilingual education have been excluded.
The 2001 Census showed that within the Tertiary Teaching Professional occupational category, 8.4 percent of tertiary teachers in 1996 were Māori. This rose slightly to 8.6 percent in 2001. This compares with 11.6 percent and 18.5 percent of students in respective years.

Māori staff often report high workloads. They are expected to fulfil a number of roles, including support and mentoring of Māori students, cultural advice and support for their organisation, as well as teaching and/or research. The work they do is often not officially recognised by their organisation in terms of hours and pay.

**Potential for increased recruitment**

Māori completions at degree and postgraduate level provide an indication of the emerging pool of qualified Māori who may be able to teach in tertiary education. From 1997 to 1999, there was a steady increase in Māori degree completions, but this has levelled off from 1999 onwards. Postgraduate completions for Māori rose steadily from 1997 to 2000 and then levelled off, with a slight fall in 2002.

![Figure 58: Postgraduate and degree qualification completions by Māori students, 2002](image)

However, there were still around 2,700 Māori who completed degree and postgraduate qualifications in 2002. This is more than double the total number of Māori tertiary teaching professionals recorded in the 2001 Census.

This suggests that the challenge is for TEOs to attract and retain an increased number of Māori graduates as teaching staff, as well as providing better support and recognition for existing Māori staff.