
**KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI**

BEFORE THE WAITANGI TRIBUNAL

WAI 2180

IN THE MATTER OF **the Treaty of Waitangi Act 1975**

AND

IN THE MATTER OF **THE TAIHAPE: RANGITĪKEI KI
RANGIPŌ DISTRICT INQUIRY**

**BRIEF OF EVIDENCE OF
IONA HOLSTED AND JANN MARSHALL
MINISTRY OF EDUCATION**

18 February 2019

RECEIVED

Waitangi Tribunal

19 Feb 2019

Ministry of Justice
WELLINGTON

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INTRODUCTION

Co-witness one: Iona Holsted, Secretary for Education

1. Tēnā koutou, tēnā koutou, tēnā tātau katoa. Ka nui te mihi ki ngā iwi o tēnei takiwā o Taihape. Ka nui hoki te mihi ki a koutou o Te Rōpū Whakamana i te Tiriti o Waitangi.
2. My name is Iona Holsted. I am the Secretary for Education and Chief Executive of the Ministry of Education. I am humbled to present evidence today on behalf of the Ministry of Education in this inquiry, together with my colleague Jann Marshall. I commenced my role at the Ministry of Education on 8 December 2016. Prior to that, I was the Chief Executive of the Education Review Office from July 2014. I have been a career public servant for nearly 30 years, but began my career as a teacher, and later working for a trade union and a health service.
3. I was born in Uawa, Tolaga Bay as it was known to my migrant Scottish mother, Sheila, and my father Alex, of Danish descent. I grew up with my sister and two brothers in Whakatane, trained in Hamilton, taught in Auckland, but I now call Wellington home.
4. Through the course of my work in the education sector, I have been concerned about the ongoing inequitable outcomes that Māori learners experience. I understand Māori experience inequitable outcomes in a particular way here in the Taihape region. It is important for us to address this history so we can look forward and build a responsive education system that is fit for purpose for Māori learners in the 21st century.

Co-witness two: Jann Marshall, Director of Education, Taranaki-Whanganui-Manawatū

5. Tēnā koutou katoa. Ki ngā iwi o tēnei takiwā o Taihape, kei te mihi, kei te mihi, kei te mihi. Ki Te Rōpū Whakamana i te Tiriti o Waitangi. Nei ra tāku mihi ki a koutou. Otirā! Tēnā tātau katoa.
6. My name is Jann Marshall. I am the Director of Education for Taranaki, Whanganui, Manawatū. I commenced in this role on 1 July 2014. I have been in various managerial roles with the Ministry of Education since September 2007. I have been in education since 1987 where I started as a

secondary school teacher and then moved to the New Zealand Qualifications Authority in 1995 until I joined the Ministry.

7. I was born in Upper Hutt, but spent my childhood moving around New Zealand following my father's career. My father is of Italian descent and my late mother, Scottish. I have two sisters and we grew up in Upper Hutt, Auckland and Dunedin. I went on to Otago University, Christchurch Teachers' College, taught in Wellington and while I reside in Whanganui, I return to Wellington in the weekends to spend time with my partner.
8. The Ministry acts directly through its regional offices to support educational services in the implementation and delivery of education. The Taihape Inquiry district is in the Ministry of Education's Taranaki-Whanganui-Manawātū region. I am responsible for ensuring that all Ministry staff understand the education service providers' aspirations and needs so that we can support them to deliver a responsive service to their community.
9. The Taihape region is largely serviced by staff in the Whanganui and Palmerston North offices. Staff include Education Advisors, Learning Support staff, Property Advisors, a regional Financial Advisor and a Strategic Advisor Māori. The role of the Strategic Advisor Māori is to build educationally powerful relationships with iwi, hapū and Māori organisations.

Purpose of brief

10. The purpose of our brief of evidence is to provide information regarding the Ministry and its role and operations specific to the Taihape: Rangitikei ki Rangipō Inquiry area and to address the issues raised by the claimants.

EDUCATION LANDSCAPE

11. This evidence does not address the Crown's historical education delivery.¹ It focusses on contemporary education policy and delivery however the Crown acknowledges that Māori learners have consistently experienced inequitable outcomes in comparison to other learners and that the state education system has been a contributing factor to these disparities.

¹ In this regard we acknowledge Mr Christoffel's evidence in this Inquiry and the evidence presented in Te Paparahi o te Raki, Wai 1040 (Northland Inquiry).

12. The Crown acknowledges it failed to actively protect Te Reo and encourage its use by iwi and Māori in breach of the Treaty of Waitangi and that this has had longstanding and ongoing detrimental effects on the acquisition and use of the Māori language, and on the tikanga and mātauranga of Māori, including for those within the Taihape Inquiry District.
13. The state education system has not sufficiently valued Māori cultural understandings and has had consistently low expectations of tamariki and rangatahi Māori. The failure to respond to the identity, language and culture of Māori has harmed Māori and has contributed to poor education outcomes over generations. These issues have manifested in the Taihape Inquiry district and, along with 'out-of-school' factors, have impacted on the education outcomes of the claimants, their whānau and their ancestors.
14. The Crown has, and continues to, provide education for all New Zealanders - including targeted educational opportunities which have the aim of reducing the disparity in education outcomes. Māori education outcomes are gradually improving but these outcomes still do not match those of other learners. We cannot change what has happened, but we are committed to lifting the participation and achievement of tamariki and rangatahi Māori as a system-wide priority.
15. We recognise the existence and impact of unconscious cultural biases. Whilst this is not been a specific focus of this evidence, the Ministry recognises that addressing this issue is fundamentally important to improving education policy and delivery in New Zealand and is actively engaged in working towards this.
16. The provision of schooling is particularly linked to demographic and geographic contexts. We face some general challenges to provide high quality education to learners in remote communities with small student populations, such as Taihape. These issues present for Māori as well as other learners in this region.
17. The education system itself has changed significantly over time. The education system was administered by the Department of Education until 1989. The Department had extensive responsibilities for administrative and academic matters in our education system. A network of regional Education

Boards administered primary and area schools across New Zealand and acted as a conduit for state funding and local delivery. Secondary Schools were governed by boards of governors.

18. In 1989, the “Tomorrow’s Schools” reforms moved responsibility for the administration, management and governance of individual schools away from regional Boards to individual Boards of Trustees. It also replaced the Department of Education with new institutions, in particular: the Ministry of Education; the Education Review Office; the New Zealand Qualifications Authority; and the Tertiary Education Commission.
19. School Boards of Trustees are typically comprised of the school principal and between three and seven parent representatives elected by parents of students at the school. There is also a staff representative² and, in schools with year 9 students and above, a student representative and a number of co-opted and appointed trustees³. The decentralised schooling system is intended for schools and school leaders to work closely with their local community, which allows them to respond directly to local priorities and needs.
20. The Tomorrow’s Schools reforms are currently being reviewed. This will be the most comprehensive review of the schooling system since the 1989 reforms and includes looking at changes needed to governance, management and administration to better support tamariki and rangatahi throughout their schooling. An Independent Taskforce conducted a review and released a report⁴ in December 2018 with a number of recommendations. Further consultation is planned in 2019 on the taskforce’s recommendations and detailed policy proposals⁵.

Ministry of Education – Te Tāhuhu o Te Mātauranga

21. The Ministry of Education, Te Tāhuhu o Te Mātauranga, is the Government’s lead adviser on education, from early learning, primary and secondary schooling through to tertiary education. This role includes providing policy advice as well as system maintenance advice to Ministers.

² With the exception of schools where the principal is the only member of school staff.

³ In state-integrated schools, the board can have up to four proprietors’ representatives.

⁴ See <https://conversation.education.govt.nz/conversations/tomorrows-schools-review/>

⁵ See <http://www.education.govt.nz/ministry-of-education/consultations-and-reviews/tsr/>

22. The Ministry recently revised its purpose to be – “We shape an education system that delivers equitable and excellent outcomes”. This purpose statement draws on research from Professor Mere Berryman and others. It also defines our unique role in helping shape a system. The Ministry has some influence but few direct influences on what happens day by day.
23. We work with organisations across the education sector to deliver on our purpose, such as:
 - 23.1 The Education Review Office (ERO): ERO evaluates and reports on the education and care of children and young people in early childhood services and schools;
 - 23.2 New Zealand Qualifications Authority (NZQA): NZQA ensures that New Zealand qualifications (secondary school and non-university tertiary providers) are regarded as credible and robust in order to help learners succeed; and
 - 23.3 Tertiary Education Commission (TEC): TEC invests in the tertiary education and careers system, monitors the performance of tertiary education organisations and advises Government about tertiary education.

Māori Education

24. The Ministry has led policy and strategy work intended to support Māori students to enjoy and achieve educational success as Māori. This is the vision of *Ka Hikitia, Accelerating Success, 2013-2018*⁶ (See **Exhibit EDU1**). This strategy builds on *Ka Hikitia, Managing for Māori Success, 2008-2012*⁷. We know that Māori students thrive in educational settings that reflect their identity, language and culture. Research shows that the in-school factor that makes the most difference for Māori students is quality teaching, supported

⁶ Ka Hikitia – Accelerating Success 2013-2017 is due to be refreshed in 2019.

⁷ The first Māori Education Strategy was published in 1999 following extensive consultation with Māori by the Ministry of Education and Te Puni Kōkiri. The strategy had three main goals: raise the quality of English medium education for Māori; support the growth of high-quality kaupapa Māori education; and support greater Māori involvement and authority in education.

by effective leadership, and educationally powerful connections with whānau and iwi⁸.

25. In addition to *Ka Hikitia*, the work of the Ministry and education sector agencies is also underpinned by our Māori language in education strategy, *Tau Mai Te Reo 2013-2018*⁹ (See **Exhibit EDU2**). The vision for *Tau Mai Te Reo* is 'Kia tau te reo - supporting Māori language in education: delivering strong, coordinated effort and investment'.
26. Both *Ka Hikitia* and *Tau Mai Te Reo* highlight the importance of the contribution of whānau, hapū and iwi to the educational success of Māori students. This relates to their ability to support individual tamariki and rangatahi, wider whānau and communities and for their contribution to support quality Māori language and cultural provision, and their expertise to support the development of localised and relevant curriculum. For example in the Inquiry district, Ngā Iwi o Mōkai Pātea Services has developed cultural standards to improve the education provision for Ngā Iwi o Mōkai Pātea learners and whānau and support Ngā Iwi o Mōkai Pātea whānau, hapū and iwi to be actively involved in the teaching and learning of Mōkai Pāteatanga for all learners.
27. The principles of *Ka Hikitia – Accelerating Success, 2013-2018* is well-regarded across the education sector. However, while there are 'pockets of excellence' supporting Māori to succeed as Māori, this is not the norm. *Ka Hikitia* has not been implemented as intended across-the-board¹⁰ and this will be a focus in the refresh of the strategy in 2019.
28. Since 2008, national levels of Māori participation and achievement in education have shown some improvement due to a greater focus from across the education sector to improve Māori educational outcomes. Over the past decade, more Māori students are achieving at NCEA Level 2 and above, continuing to study at school until they are 17, and leaving school with University Entrance. At the same time however, Māori continue to experience inequitable educational outcomes in relation to non-Māori. In

⁸ See <http://www.education.govt.nz/ministry-of-education/overall-strategies-and-policies/the-maori-education-strategy-ka-hikitia-accelerating-success-20132017/key-evidence/key-references/>

⁹ *Tau Mai Te Reo 2013-2018* is due to be refreshed in 2019.

¹⁰ See <https://oag.govt.nz/2013/education-for-maori/docs/ka-hikitia.epub/view>

addition, there has been no change in the percentage of Māori learners participating in Māori Language in Education (Māori Immersion Levels 1-4b)¹¹, or enrolments in tertiary education within three years of leaving school since 2009, and there has been a decrease in the percentage of tamariki and rangatahi Māori attending school regularly since 2011 (56% to 50%)¹².

29. For tamariki and rangatahi Māori in the Taihape Inquiry district, educational participation and achievement has been mixed. Since 2010, prior ECE participation rates of Māori in the Inquiry district have been mostly higher than Māori nationally and similar to the total New Zealand population. Between 2013 and 2017, Māori in the Inquiry district attended school regularly at a higher rate than the total Māori population, however were less likely to attend regularly than the total student population in the Inquiry district and across New Zealand. The proportion of Māori school leavers in the Inquiry district achieving NCEA Level 2 or above grew from 48% in 2009, to a peak of 82% in 2014; however this dropped to 48% in 2016, then lifted to 70% in 2017. The proportion of Māori school leavers achieving NCEA level 3 or University Entrance has fluctuated slightly between 9% and 26% since 2010, and has been consistently below the proportion of total school leavers in the Inquiry district and Māori school leavers nationally. The percentage of Māori school leavers in the Inquiry district staying at school until at least their 17th birthday has fluctuated between 57% and 88% over the last few years.
30. It is difficult to determine the reasons for the fluctuations in achievement rates but they are likely impacted by a range of factors. For example, fluctuations in achievement rates are likely to be influenced by the small student population in the Inquiry district, as the achievement of one or two students can significantly impact the reported results.
31. We know that the education system is still not producing equitable outcomes for Māori students in the Inquiry district, and across Aotearoa. There are a number of challenges that we need to address. For instance, we know that low expectations and bias exists in the education system which

¹¹ See <https://www.educationcounts.govt.nz/statistics/maori-education/maori-in-schooling/6040>

¹² Ministry of Education, unpublished data.

has a negative impact on Māori student outcomes¹³. We also recognise that te reo Māori and Māori medium provision and pathways are limited in some areas including the Taihape Inquiry district (see paragraphs 81-87). The relatively small number of school students and the remoteness of the Inquiry district also present challenges to the provision of high quality education.

32. We recognise that more work is needed to support Māori to succeed as Māori across their entire education pathway. The Ministry of Education is currently running a Ministry-wide programme, called Te Ara Whiti, to create a more culturally responsive organisation, and ultimately a culturally responsive education system. We are rolling out training programmes across the organisation that provide tools and resources about racial equity and Te Tiriti o Waitangi, and we aim to attract and nurture diversity within the organisation. We are currently working towards addressing the key issues for Māori Education through the Government's Education Work Programme, which is outlined below.

Current Education Work Programme

33. In 2018, the Government announced its Education Work Programme¹⁴, which seeks to rebuild an educational environment that is inclusive and fit for the 21st century.
34. The Education Work Programme includes a continuous focus on raising achievement for Māori learners through (See **Exhibit EDU3**, paragraph 1.9):
 - 34.1 The refresh of Ka Hikitia and Tau Mai Te Reo;
 - 34.2 Development of a strategic pathway for Māori-medium education;
 - 34.3 Providing long term solutions for the supply of Māori language teachers;

¹³ See <http://education.govt.nz/ministry-of-education/overall-strategies-and-policies/the-maori-education-strategy-ka-hikitia-accelerating-success-20132017/key-evidence/key-references/>;
<http://oranui.co.nz/index.php/unconscious-bias>;
<http://www.oec.org.nz/publications/reports/education-matters-to-me-experiences-of-tamariki-and-rangatahi-maori/>

¹⁴ See <http://www.education.govt.nz/ministry-of-education/information-releases/education-portfolio-work-programme/>

- 34.4 Developing an *Education Workforce Strategy* for Māori and English medium settings; and
 - 34.5 Improving transitions from school to the work force and/or further education and training.
35. These focus areas will inform, and be informed by, other parts of the Education Work Programme. *Tau Mai Te Reo* will also express education's contribution to the *Maibi Karauna*, the Crown's te reo Māori strategy¹⁵.
36. Within the Education Work Programme, there is a strong focus on engaging the education system and all its participants in a more collaborative way to set the direction of travel and agree shared priorities for education. In 2018, the Associate Minister of Education (Māori Education) led engagement with Māori communities through a series of regional wānanga¹⁶ to ensure that Māori voices inform the future of Māori education. It is important that we continue to engage Māori communities throughout this work and beyond.

IWI AND MĀORI RELATIONSHIPS

37. One approach that the Ministry has sought to improve education outcomes for Māori has been through working in partnership with iwi. The Ministry recognises that partnership, founded on quality relationships, will enable iwi to design, develop and implement programmes with whānau in ways that are culturally authentic, enriching and affirming. Such relationships will facilitate greater whānau involvement in the education of their tamariki and support their demand for improved educational outcomes for Māori learners.
38. We know that whānau, as the prime constituents of iwi and hapū, have the greatest external influence on education outcomes. Within an education context, teachers and principals have the greatest internal influence. Actively exploring ways in which these two powerful influences can interact to raise achievement is the foundation of the Iwi-Education relationships strategy,

¹⁵ See <https://tpk.govt.nz/en/a-matou-kaupapa/maibi-karauna>

¹⁶ Regional wānanga were not held in the Taihape Inquiry district. However, wānanga were held in surrounding areas, such as Palmerston North, Whanganui, and in Te Tairāwhiti in September 2018.

Whakapūmāutia, Papakōwhaitia, Tau ana – Grasp, Embrace, Realise: Conducting Excellent Education Relationships (See **Exhibit EDU4**).

39. While there are challenges to overcome to foster effective and productive partnerships, the Ministry is committed to build and strengthen the relationships with iwi to support Māori to succeed as Māori in education.
40. As at September 2018, 31 iwi across New Zealand held active outcome agreements with the Ministry to identify and provide support to 2,088 rangatahi Māori in primary education, secondary education, and those outside of the education system. Tamariki and rangatahi are identified either through iwi networks, or through relationships with schools, whānau and key service providers.
41. In the Taihape Inquiry district, the Ministry has worked with four local iwi over a number of years through their joint mandated services arm, Ngā Iwi o Mōkai Pātea Services. Ngā Iwi o Mōkai Pātea Services completed an environmental scan in 2009 and more recently, a rohe education profile for Ngā Iwi o Mōkai Pātea Services has been completed which shows 2017-2018 participation and achievement data (See **Exhibit EDU5**)¹⁷.
42. The Ministry has held a number of agreements with Ngā Iwi o Mōkai Pātea Services since 2011 that aim to improve educational outcomes for the iwi and Māori in the area. Over that time, Ngā Iwi o Mōkai Pātea Services has received nearly \$950,000 from Ministry contracts. The outcomes sought from the agreements have changed over time and reflect the aspirations of the iwi. These outcomes include the development of a language strategy to support priorities for te reo-a-iwi, the development of cultural standards to improve the education provision for Ngā Iwi o Mōkai Pātea learners and whānau, increasing early learning participation rates and NCEA level 2 achievement rates, and more recently, a focus on improving the educational outcomes of young people who are at risk of not succeeding in education.
43. Most recently, Ngā Iwi o Mōkai Pātea Services held an outcomes agreement with the Ministry of Education called *Partnering with iwi to Accelerate Māori*

¹⁷ The Ministry of Education does not currently hold information about affiliation to Ngā Iwi o Mōkai Pātea because the iwi were previously excluded from Stats NZ iwi classification. Ngā Iwi o Mōkai Pātea has since been included in the classification.

Educational Achievement (See **Exhibit EDU6**), to provide learning support services, including:

- 43.1 Supporting tamariki year 1-8 at risk of not making sufficient progress in Pānui/Tuhituhi (Literacy) and/or Pāngarau (Numeracy), and working with their whānau to address needs and improve their progress;
 - 43.2 Supporting Māori learners year 9-13 that are at risk of not succeeding within the education system; and
 - 43.3 Supporting Māori 15-18 year olds that are outside the education system, to re-engage in learning and relevant vocational pathways and attain a relevant qualification.
44. The iwi identified youth who are at risk of not succeeding in education as the priority group and they designed programmes to meet the needs of this group. The iwi and the Ministry jointly agreed on key outcomes. Ngā Iwi o Mōkai Pātea Services is responsible for collecting data to show progress in attendance rates, educational achievement and re-engagement in education. The Ministry is responsible for monitoring progress at least once annually. Ngā Iwi o Mōkai Pātea Services are on track to achieve the agreed targets and reports that there have been individual successes in increasing engagement in education.
45. Over time, Ngā Iwi o Mōkai Pātea Services has strengthened its relationship with the Taihape Area School. Taihape Area School was previously involved with Te Kauhua, a pilot programme that aimed to enhance teacher effectiveness in working with Māori students in English medium settings. School leaders, teachers, students, parents, whānau and iwi worked collaboratively to undertake a programme of change¹⁸.
46. Ngā Iwi o Mōkai Pātea Services independently selects two Iwi representatives who are appointed onto the Taihape Area School Board of Trustees. This process acknowledges the Iwi as mana whenua within this catchment. The charter of Taihape Area School utilises the aspirations

¹⁸ See <http://nzcurriculum.tki.org.nz/Curriculum-stories/Media-gallery/School-curriculum/Putting-students-first#collapsible2>

contained within the Mōkai Pātea Mātauranga Strategy to inform school practice.

OVERVIEW OF MĀORI EDUCATION IN THE TAIHAPE INQUIRY DISTRICT

EARLY LEARNING

47. Early learning is the non-compulsory provision of education and care to tamariki from birth to school starting age¹⁹. Services are delivered by a range of providers that are licensed or certificated under regulations and supported with funding by the Ministry of Education, including kōhanga and puna reo.
48. *Te Whāriki* is the early learning curriculum document²⁰ that has been developed using a partnership approach. In 2017, *Te Whāriki* was updated to reflect changes in the early learning context and New Zealand society. The updating process has resulted in two distinct curriculum pathways (see **Annex 1** for further information):
 - 48.1 *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa Early Childhood Curriculum* is a bicultural framework for all early learning services that places a greater emphasis on identity, language and culture and increased guidance on developing a bicultural curriculum; and
 - 48.2 *Te Whāriki a te Kōhanga Reo* sets out the curriculum framework for use in all kōhanga reo affiliated to Te Kōhanga Reo National Trust. It reflects a unique indigenous pedagogy and provides guidance for kaiako to support implementation that strengthens Māori-medium pathways for learning.
49. The Ministry of Education is currently working on a Ten Year Strategic Plan for Early Learning. The Plan aims to provide a shared vision and road map towards an early learning sector that gives tamariki genuine opportunities for high quality early learning and development that supports

¹⁹ This sector is also called early childhood education (ECE), however the term early learning has been adopted to specifically include ngā kōhanga reo.

²⁰ See <https://www.education.govt.nz/assets/Documents/Early-Childhood/Te-Whariki-Early-Childhood-Curriculum-ENG-Web.pdf>

their identity, language and culture and enables them to learn and thrive. *He taonga te tamaiti*, the draft strategic plan²¹, was released in November 2018 for public consultation which involved regional hui²² across the country to include parents, whānau and teachers.

Early Learning in the Taihape Inquiry District

50. There are eight early learning services in the Inquiry district: Taihape Kindergarten, Taihape Childcare Centre, Taihape Playcentre, Hunterville Playcentre, Waiōuru Kindergarten, Mangaweka Playcentre, Te Kōhanga Reo o Mōkai Pātea, and Te Kōhanga Reo o Te Puāwai o Te Kākano.
51. Te Kōhanga Reo o Mōkai Pātea was established in 1983, making it one of the oldest in the country. Te Kōhanga Reo o Te Puāwai o Te Kākano was established in 1990.
52. Participation in early learning has significant benefits for tamariki and their future learning outcomes²³. Since 2010, over 90% of tamariki starting school in the Inquiry district attended early childhood education prior to starting school. In 2018, 96.2% of tamariki Māori (25 of 26) had previously participated in early learning in the Taihape Inquiry district, compared with 95.5% of tamariki Māori nationally and 96.6% of all tamariki in the Inquiry district (57 of 59)²⁴.
53. The percentage of enrolments in the two kōhanga reo have fluctuated over the past five years, which is likely due to the small student population. From 2013 to 2017, enrolments at Te Kōhanga Reo o Mōkai Pātea ranged from 15 ākonga to 24 ākonga, with there being 20 ākonga in 2017. In the same time period, enrolments at Kōhanga Reo o Te Puāwai o Te Kākano ranged from 13 ākonga to 24 ākonga, with there being 24 ākonga in 2017²⁵.

²¹ See <https://conversation.education.govt.nz/conversations/early-learning-strategic-plan/>

²² There were no regional hui scheduled within the Taihape Inquiry District. However, hui were held in Napier, Central Hawkes Bay and New Plymouth.

²³ See <https://www.educationcounts.govt.nz/publications/ECE/participation-in-early-childhood-education-evidence-booklet>

²⁴ Ministry of Education, unpublished data.

²⁵ Ibid.

54. In the most recent ERO reports²⁶, all licensed early learning services in the Inquiry district were assessed as either well placed to promote positive learning outcomes for children (indicating a three year ERO return). The two licensed kōhanga reo in the Inquiry district are also operating well as indicated by their three year ERO return times. This indicates that early learning provision in the area is characterised by a range of early learning services that are intentionally focused on teaching and learning, leadership and productive partnerships with whānau and iwi that support Māori children and whānau to participate in early learning. Bicultural practices were evident in most of the early learning services (eg. te reo me ngā tikanga Māori, effective whānau engagement), and further focus on internal evaluation and understanding children's identity, language and culture was seen as beneficial for some services.

SCHOOLING – COMPULSORY EDUCATION

55. Education is compulsory between the ages of six to sixteen years of age, and all state schools are established by the Minister of Education and funded by the state. As at July 2018, there were 2,531 schools nationally²⁷.
56. The New Zealand Curriculum is a statement of official policy²⁸ relating to teaching and learning in English-medium New Zealand schools. Its principal function is to set the direction for student learning and to provide guidance for schools as they design and review their curriculum. A parallel document, Te Marautanga o Aotearoa²⁹, serves the same function for Māori-medium schools³⁰. Although they come from different perspectives, both start with visions of young people who will develop the competencies they need for study, work, and lifelong learning and go on to realise their potential.
57. The national curriculum statements provide schools with the flexibility to actively involve students and their parents, families and whānau in what

²⁶ Seven of the eight early learning services were last reviewed by ERO between 2014 and 2016. Hunterville Playcentre was last reviewed in May, 2018.

²⁷ Includes state, state-integrated, private and partnership schools. See <https://www.educationcounts.govt.nz/statistics/schooling/number-of-schools>

²⁸ See <http://nzcurriculum.tki.org.nz/The-New-Zealand-Curriculum>

²⁹ See <http://tmoa.tki.org.nz/>

³⁰ Any school can draw on Te Marautanga o Aotearoa and the New Zealand Curriculum when designing a curriculum that is meaningful to students and supported by parents and whānau. The use is not restricted by the language settings.

they learn, how it is taught and how learning is assessed across a range of learning areas. The curriculum, together with the Foundation Curriculum Policy Statements, sets the direction for teaching and learning and includes key competencies and learning areas, all of which are underpinned by principles that require the curriculum to acknowledge the principles of the Treaty of Waitangi and the bicultural foundations of Aotearoa New Zealand.

58. The Ministry is now focusing on strengthening the use of the curricula to understand and support all students' progress and achievement. This work is part of the Education Work Programme following the removal of the compulsory use of National Standards and Ngā Whanaketanga Rumaki Māori in December 2017, which provided standard measures for achievement in literacy, numeracy, pānui, tuhituhi, kōrero and pāngarau. A Ministerial Advisory Group has been established and is due to make its recommendations in June 2019³¹.

Schooling in the Taihape Inquiry District

59. There are nine schools in the inquiry district³² (see Table 1 below). Taihape Area School is the only secondary school in the Inquiry district³³. There are currently no Māori medium immersion or bilingual education schooling options in the Taihape Inquiry district. It is important to note that some students living in the Taihape Inquiry district attend schools outside of the area and are not included in the data below.

Table 1: Schools in the Inquiry district

School: Name	Type	Roll (2018)	No. of Māori students
Taihape Area School	Composite (Year 1-15)	259	157

³¹ See <http://www.education.govt.nz/our-work/information-releases/information-releases-from-2018/curriculum-progress-and-achievement-programme/>

³² Kimbolton and Waituna West schools have been excluded from this brief as it is unclear whether they are situated inside the Inquiry District and they only have a small number/proportion of Māori students on the school rolls. Rangiwhia school has also been excluded because it closed in 2014, and it only had 4-5 Māori students in any given year between 2010 and 2012.

³³ The surrounding secondary schools (such as Feilding High School, Rangitikei College and Ruapehu College) have been excluded from this brief as only a small proportion of students from within the Inquiry District transition to these secondary schools, and only a small proportion of these students are likely to be Māori.

School: Name	Type	Roll (2018)	No. of Māori students
Huntermville Consolidated School	Full Primary (Year 1-8)	159	33
Mangaweka School	Full Primary (Year 1-8)	14	3
Mataroa School	Full Primary (Year 1-8)	37	21
Moawhango School	Full Primary (Year 1-8)	11	10
Pukeokahu School	Full Primary (Year 1-8)	7	3
St Joseph's School (Taihape)	Full Primary (Year 1-8)	106	37
Taoroa School	Full Primary (Year 1-8)	27	27
Waiōuru School	Full Primary (Year 1-8)	98	42
Total		718	333

60. In 2018, there were 718 students enrolled in the nine schools within the Inquiry district. The total student population has steadily declined from around 900 students in 2010. Māori students have consistently made up over 40% of the Inquiry district student population since 2010. In 2018, 46% of students identified as Māori. The proportion of Māori students across the schools vary, from 21% at Huntermville Consolidated School and Mangaweka School, to 100% at Taoroa School. At Taihape Area School, 61% of students identified as Māori³⁴.

61. Recent ERO reports state that schools in the Inquiry district have systems and processes in place that focus on successful outcomes for Māori students. The reports identify two schools where Māori are achieving at a lower rate than non-Māori at primary level. Areas for further focus in some of the schools include building capacity in internal evaluation and appraisal, further development of the curriculum to better meet the needs and

³⁴ Ministry of Education, unpublished data.

aspirations of students, and for Boards of Trustees to continue to build their cultural capacity to support success for Māori students. Relationships between schools and whānau are generally seen as positive, and Taihape Area School and Moawhango School are recognised as having strong relationships with iwi, aligning their curriculum to iwi education plans. This is an area that can be further developed across the Inquiry district.

62. Rural schools face particular challenges due to their size. Of the nine schools in the Inquiry district at the time of ERO's most recent reviews, four had rolls of less than 30 students. The largest school, Taihape Area School had a roll of 253 students and the smallest, Pukeokahu School, had a roll of seven. Small rural schools with new principals or recent leadership changes and those serving low socio-economic communities are most likely to be identified as having sufficient concerns to justify being placed on a one-to-two year review cycle³⁵.
63. Three of the schools in the Inquiry district have had consecutive one to two year reviews since 2010. This indicates the level of challenge in these schools to address the embedded nature of educational disadvantage for their students. That progress is being made is evident in there being, as of now, only one school in the Inquiry district on a one to two year review.
64. Five of the schools have had a change of principal since 2012, the most recent being in 2018 at Moawhango School which had an acting principal at the time of ERO's last review. Given the prominent role school leaders have in creating the framework for effective educationally powerful relations with parents and whānau³⁶, in a small school changes of leadership have a major impact. Sustaining improvements over time requires robust internal evaluation, something that is noted in seven of the nine schools recent ERO reports.

Achievement

65. The Education Review Office reports that achievement information from the primary schools in the Inquiry district indicate that they support their

³⁵ ERO Briefing to the Incoming Minister, December 2017.

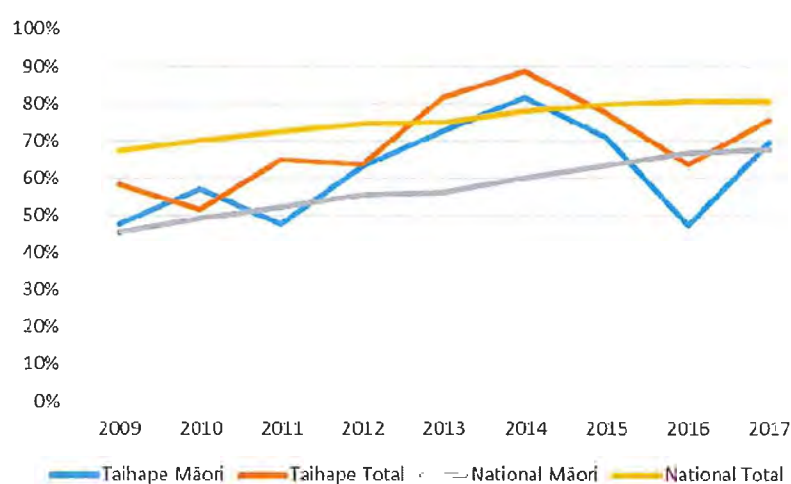
³⁶ School Leadership that Works, Nov 2016, ERO. See <https://ero.govt.nz/publications/school-leadership-that-works/>

Māori students to achieve at levels similar to others in the same school. This is not apparent in the area school where disparity in achievement between Māori and other students is evident at both primary and senior secondary levels. The reasons for this different pattern of achievement across the schools are not clear. What is clear is that all the schools show a commitment to better responding to Māori learners, but so far with little long-term success. High levels of student transience in two of the larger schools (Taihape Area School and Waiōuru School) appear to be a contributing factor.

NCEA achievement

66. The National Certificates of Educational Achievement (NCEA) are the main national qualifications for New Zealand's senior secondary school students. It is made up of three certificates at Levels 1, 2 and 3 and usually attempted in Years 11, 12 and 13.
67. Students who achieve at NCEA Level 2 or above are more likely to have positive employment outcomes³⁷. In 2017, 70% of Māori school leavers (16 of 23 students) attained at least NCEA Level 2 in the Taihape Inquiry district, compared to 76% of all school leavers in the Inquiry district (28 of 37 students) and 68% of Māori school leavers nationally (See Table 2).

Table 2: School leaver NCEA Level 2 or above achievement, 2009 - 2017



³⁷ See <https://www.educationcounts.govt.nz/statistics/indicators/main/education-and-learning-outcomes/1781>

68. Achievement rates have fluctuated over time however, and it is difficult to determine the reasons for these fluctuations. It is likely influenced by small student numbers. In the Inquiry district, there has been between 11 and 24 Māori school leavers each year from 2009 and 2017. The achievement of one or two students can significantly impact the NCEA attainment rates. Taihape Area School reports each cohort is different and these changes in cohorts are influenced by a transient student population. In addition, around 50% of the year 13 students in the Inquiry district do not attempt sufficient credits to achieve NCEA Level 3 or University Entrance.
69. Taihape secondary school leavers' data averaged across the three years 2015 to 2017 indicates that approximately 75% achieved NCEA Level 2. Māori school leavers' achievement was slightly lower at approximately 65%. Taihape NCEA Level 2 achievement is slightly lower than the average decile 4 secondary school for the same period across all New Zealand (78%), but similar when compared to mid-decile (4-7) English medium area schools (76%).
70. Māori students in the Taihape Inquiry district have lower NCEA Level 2 achievement when compared to Māori in decile 4 secondary schools across all New Zealand over the period 2015-2017 (73%). On average, 75% of Māori in decile 4-7 English medium area schools achieved NCEA Level 2 over the period 2015-2017.
71. A Ministerial Advisory Group is currently conducting a review of NCEA³⁸, focused around five key principles: wellbeing, equity and inclusion, credibility, coherence, and pathways. The review has a particular focus on ākonga Māori, across both Māori and English medium settings. Engagement has been undertaken with Māori learners, educators, whānau, communities and iwi. Representatives from Ngā Iwi o Mōkai Pātea Services attended the Ambassador workshop in Palmerston North in June 2018.

³⁸ See <http://www.conversation.education.govt.nz/conversations/ncea-have-your-say/>

Student Engagement

72. The level of student engagement in learning is a critical factor relating to achievement. Attendance rates help provide indications of the level of engagement³⁹.
73. In 2017⁴⁰, 56% of Māori students in the Taihape Inquiry district (158 of 281) were attending school regularly⁴¹, compared with 61% of all students in the Inquiry district (286 of 478) and 50% of Māori students nationally. From 2013, there was an increase in regular attendance by Māori in the Inquiry district initially (reaching 62% in 2015). However this decreased to 56% by 2017, the same level as 2013. A higher proportion of Māori in the Inquiry district have been attending school more regularly than the proportion of Māori nationally since 2013.
74. The levels of stand-downs, suspensions, exclusions and expulsions help provide indications of where engagement in productive learning may be absent⁴².
75. The stand down rate for Māori in the Inquiry district has decreased considerably since 2013⁴³. In 2017, Māori students in the Inquiry district were six times less likely than Māori students nationally to be stood-down, and slightly less likely than the total number of students in the Inquiry district to be stood-down. Between 2013 and 2017, there very few suspensions and no Māori students were excluded or expelled from schools in the Inquiry district.

Schooling Initiatives

76. Research shows that high quality, culturally responsive teaching and learning is a critical factor in improving Māori success in education. Teaching has to value and reflect the identity, language and culture of a student to be

³⁹ See <https://www.educationcounts.govt.nz/statistics/indicators/main/student-engagement-participation/1935>

⁴⁰ In Term 2 of 2017 all state, state-integrated and partnership schools were invited to submit Term 2 attendance data. Of 2,413 schools, 1,920 (80%) provided this data. This accounts for about 640,000 students, or 84% of the student population. The data provided covered attendance in Term 2 only.

⁴¹ Regular attendance is defined as more than 90% half-days attended.

⁴² See <https://www.educationcounts.govt.nz/statistics/indicators/main/student-engagement-participation/stand-downs-suspensions-exclusions-expulsions>

⁴³ Between 2013 and 2017, stand-down rates for Māori in the Inquiry district decreased from 54.1 to 6.1 per 1000 students. Stand-down rates are age-standardised rates to allow fair comparison between different cohorts and across years. These standardised rates are expressed per 1,000 students enrolled.

effective. The Ministry provides tools and resources to support schools to embed culturally responsive practice in the governance, leadership, teaching and environment of the school. We also know that effective collaboration between schools, kura, students, whānau, hapū and iwi is needed to lift Māori educational outcomes.

77. Partnerships between schools and iwi, hapū and whānau are particularly significant in supporting the improvement of Māori participation and achievement in education in the Inquiry district. For example, Taihape Area School has a collaborative partnership with Ngā Iwi o Mōkai Pātea Services to enhance education success for rangatahi and tamariki through Iwi Mentoring Programmes (See para 39, and **Annex 1** for further initiatives).
78. We know that Māori students thrive in educational settings that reflect their identity, language and culture. There are some schooling initiatives that, while not currently available in the Inquiry district, are accelerating Māori student wellbeing and achievement, such as:
 - 78.1 The Manaiakalani programme: Manaiakalani is an education programme that seeks to inspire Māori, Pacific and low decile learners to lift their achievement through applying a purposeful methodology based on community engagement, a digital pedagogy and enhanced teacher practice.
 - 78.2 Developing Mathematical Inquiry Communities (DMIC): DMIC is a model of mathematics teaching where collaborative approaches to solving mathematics problems is encouraged. In a lesson, the solutions to problems are discussed, negotiated and constructed in a collective way. Learning conversations include all students, and everyone feels that their contribution is valued.
79. Professional Learning and Development (PLD) is provided to teachers and school leaders to raise student achievement and wellbeing in the priority areas. The current National PLD Priorities are:
 - 79.1 Pāngarau/maths;
 - 79.2 Pūtaiao/science;

79.3 Te reo matatini (pānui, tuhituhi, kōrero)/reading and writing; and

79.4 Digital fluency.

80. The Ministry is currently testing a reset of these priorities with the sector, including a focus on building cultural responsiveness across the profession to contribute to equity and wellbeing in schools.
81. Most PLD is driven from the specific needs of the kura, schools or Kāhui Ako in relation to the National Priorities and is delivered by a range of providers. The Ministry is currently piloting a programme that aims to better enable iwi and Māori medium education peak bodies to become PLD providers. This recognises Māori expertise in identity, language and culture of Māori learners.

TE REO MĀORI IN SCHOOLS

82. The Ministry of Education and education sector agencies have obligations, as Crown agencies, to actively protect Māori language as a taonga guaranteed under the Treaty of Waitangi. School Boards are required to ensure that all reasonable steps are taken to provide instruction in te reo Māori and tikanga Māori for full-time students whose parents ask for it⁴⁴.
83. Māori Language in education is categorised into five Māori Language Immersion Levels (MLIL) based on the amount of time learners are being taught in and through the Māori language. Māori medium education involves students who are taught the curriculum in the Māori language for at least 51% of the time (MLIL 1 and 2) and Māori Language in English medium involves students who are learning te reo Māori as a language subject, or taught the curriculum in the Māori Language for up to 50% of the time. Students learning simple words, greetings or songs in Māori are recorded as learning Taha Māori (MLIL 6) (See Table 3):

⁴⁴ Schedule 6, clause 16(3)

Table 3: Māori Language Immersion Levels

Immersion level	Description
Level 1	Curriculum is taught in/through the use of Māori language 81-100% of the time (20 – 25 hours per week)
Level 2	Curriculum is taught in/through the use of Māori language 51-80% of the time (12.5 – 20 hours per week)
Level 3	Curriculum is taught in/through the use of Māori language 31-50% of the time (7.5 – 12.5 hours per week)
Level 4a	Curriculum is taught in/through the use of Māori language 12-30% of the time (3 – 7.5 hours per week)
Level 4b	Learner is learning te reo Māori as a separate subject for at least 3 hours per week
Level 5	Learner is learning te reo Māori as a separate subject for less than 3 hours per week
Level 6 Taha Māori ⁴⁵	Students learn Māori songs, greetings and simple words

84. Māori Language Immersion Levels determine the level of funding schools receive to support Māori language programmes. Māori Language Programme (MLP) funding is for students enrolled in Māori language programmes levels 1 to 4 (including 4a and 4b)⁴⁶. Schools are funded for the number of students they predict will be in each Māori language programme level and funding is recalculated once the actual number of students are

⁴⁵ MLIL 6 is not categorised as Māori Language in Education (MLIL 1-5). See <https://www.educationcounts.govt.nz/statistics/maori-education/maori-in-schooling/6040#>

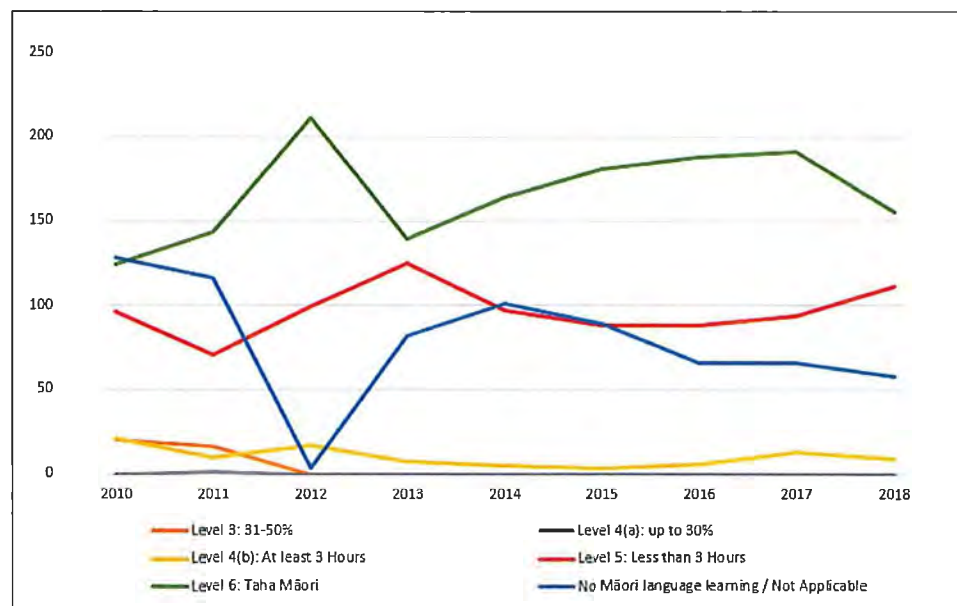
⁴⁶ For current Māori Language Programme funding rates, see <http://www.education.govt.nz/school/running-a-school/resourcing/operational-funding/operational-funding/>

determined⁴⁷. Taihape Area School currently receives MLP funding to support its MLIL 4 provision.

Te Reo Māori Provision in the Taihape Inquiry District

85. There is limited Māori language provision in the Taihape Inquiry district, especially considering that Māori students make up nearly half of the school student population⁴⁸.
86. As at July 2018, 36% of Māori school students (120 students) and 19% of non-Māori students (74 students) in the Inquiry district were engaged in Māori Language in Education (MLIL 4-5), with Māori student participation fluctuating between 25% and 38% since 2010. In 2018, nearly half of tamariki and rangatahi Māori within the Inquiry district (155 students) were learning Māori songs, greetings and simple words (MLIL 6), and about a third (111 students) were learning te reo Māori as a separate subject for less than three hours a week (See Table 4).

Table 4: Māori participation in Māori language education in schools in the Taihape Inquiry district, 2010-2018



⁴⁷ Language verifiers visit a sample of schools receiving this funding each year to make sure programmes are funded at the correct level.

⁴⁸ The national average of Māori school students is 24%.

87. Prior to establishing Taihape Area School, Taihape Primary School ran three Māori immersion classes, between them covering all Year levels⁴⁹. These were funded at MLIL 3, for 16 students. Taihape College was also funded at MLIL 4 for Māori language provision for 49 students. These were amalgamated into multi-level Reo Rua provision with the establishment of the Taihape Area School. The Ministry was informed that the school decided to disestablish the classes in 2011 because it was making te reo Māori “business as usual” in as many aspects and components in the school as possible, and also to lever the change of cultural responsiveness in a mainstream setting.
88. Te reo Māori does not feature strongly in any of ERO’s reports. It is apparent the schools are aware of the need to address this gap through developing closer links with local marae (three schools) and incorporating kapa haka into students’ school experience (two schools). One school has te reo Māori as a timetable subject (Waiōuru), and in two others, te reo Māori is used by teachers in classrooms. In the other six, a minimal amount of te reo Māori was seen or heard by review teams.
89. Eight of the ERO reports comment on the varying development for the schools to have a curriculum that is responsive to Māori students’ experiences, interests and learning. This is a key area for development, and one that needs to be based on parent and whānau involvement⁵⁰.
90. Te reo Māori provision within the wider schooling system is supported by the Ruapehu Rural Education Activities Programme (REAP) which has offices in Taihape.
91. There are currently no Māori immersion schooling options (MLIL 1-2) in the Inquiry district. We are aware that Moawhango School is currently investigating the option and viability of providing MLIL 2 education provision for 2019. This will be led by the principal who has experience in Māori medium education. The transition to Level 2 provision is supported by the Board of Trustees, the community and families.

⁴⁹ The Reo Rua unit was established in 1992 at Taihape Primary School.

⁵⁰ *Educationally Powerful Connection with Parents and Whānau*, ERO report, November 2015. See <https://www.ero.govt.nz/publications/educationally-powerful-connections-with-parents-and-whanau/>

Taihape Schools Network Review – Proposal for the Establishment of a Kura Kaupapa Māori

92. Ngā Iwi o Mōkai Pātea Services⁵¹ has previously wanted to establish a kura kaupapa Māori in the Taihape Inquiry district to create a Māori language immersion schooling option to meet the educational needs of Māori in the area. This was raised during the Taihape Schools Network Review in 2003, which resulted in the establishment of Taihape Area School (See **Annex 2** for further details).
93. The purpose of the review was to:
 - 93.1 resolve uncertainty about the future of Year 7-13 education in the Taihape area;
 - 93.2 ensure that a network of schools that would be viable in the medium and long term was established; and
 - 93.3 improve the quality of educational provision in the Taihape Area.
94. The Taihape area at the time was experiencing population decline. In the catchment area for the College from 1992-2002, the general population fell by 15%, the number of secondary school students fell by 27% and the number of primary students fell by 23%. Numbers of pre-school students had also declined. The school age population was projected to continue to fall (See **Exhibit EDU7**).
95. There were 10 schools included in the review and the quality of education varied across these schools. In 2002, the Education Review Office reports resulted in interventions at five schools in the area. Five of the schools had budget deficits. The low roll at the College meant that it could not offer a range of curriculum areas. The College also had difficulty attracting and retaining suitable staff.
96. It was within this context that the proposal was made to close Taihape Primary School and Taihape College, and establish Taihape Area School, following consultation with schools boards and communities. Through the consultation process, Ngā Iwi o Mōkai Pātea Services had expressed

⁵¹ Prior to 2014, Ngā Iwi o Mōkai Pātea Services were known as the Otaihape Māori Kōmiti.

concerns that the educational needs of Māori were not being met within the network of schools and considered the establishment of a kura kaupapa Māori to be the preferred option.

97. The Minister of Education at the time acknowledged the call for a kura kaupapa Māori, but indicated that for Taihape at that time, the risks probably outweighed the potential benefits.
98. The Education Report to the Minister, dated 20 January 2004, noted Iwi concerns, and preference for the establishment of a kura kaupapa Māori (See **Exhibit EDU8**). In this report the Ministry supported the Minister's view that the risks to the quality of education faced in very small schools such as those in the Taihape area probably outweighed the potential benefits.
99. The call for the establishment of a new kura, a school which was likely to have a low roll and be rural, came at the time when the Ministry was working to resolve the issues Taihape faced through its significant population decline. These included falling rolls, variable quality education, as well as difficulty attracting and retaining staff. Many of the schools also had financial concerns.
100. Data from that time shows that kura in particular, being largely rural with low rolls were susceptible to requiring statutory interventions in order to remain operational⁵².
101. In this setting the Ministry did not support the establishment of a new kura and recommended that the reorganised network of schools be encouraged to meet the needs of Māori students within their schools. For instance, the Ministry supported the board of the newly established Taihape Area School to continue with the Reo Rua unit that Taihape Primary School operated. This would support the continuation of Māori language education (and extend it through to secondary levels).

⁵² Ministry of Education, unpublished data, 2001-2011.

Supporting te reo Māori provision

102. We know there are challenges to providing high quality Māori language in education to learners in remote communities with small Māori student populations, such as Taihape. However we acknowledge that Māori language in education, including Māori medium schooling, provides significant opportunities to revitalise te reo Māori and support Māori educational wellbeing and achievement.
103. We acknowledge that education in the Inquiry district has not met the needs of all Māori learners. We cannot change what has happened, but we are committed to strengthening te reo Māori in education pathways. This includes normalising the use of te reo Māori and supporting Māori language pathways.
104. There are a number of initiatives to support Māori Language in Education (See **Annex 1** for more information). For example, Te Ahu o Te Reo Māori is a package of initiatives that was announced as part of Budget 2018 that aims to accelerate and strengthen the uptake and commitment of early learning and primary school teachers to deliver te reo Māori in the classroom and other learning environments⁵³.
105. The Ministry recognises the need to attract and retain more Māori into the teaching profession, and to increase the supply of teachers for Māori medium and the provision of Māori language across the system. There are a number of initiatives to attract and support the workforce to deliver Māori language in education, such as scholarships and awards, a targeted marketing campaign and a voluntary bonding scheme.
106. We are developing a future-focused Education Workforce Strategy in partnership with the sector that will aim to address concerns with the knowledge, attitudes, and practices that are associated with inequities in our system for Māori learners. This work aims to attract, recruit, retain and develop the diverse, skilled and motivated workforce needed to deliver quality learning outcomes for all learners, with a focus on Māori language in

⁵³ Budget 2018 allocated \$1.1 million of new operating funding in 2017/18, plus \$11.4 million operating funding over the following three years. Decisions on the implementation of the initiative are yet to be confirmed.

all settings. A high-level strategy will be completed by July 2019, and a change management and action plan will be completed by September 2019.

TERTIARY EDUCATION

107. Tertiary education and the skills and qualifications gained support individuals to gain access to the labour market and also support a skilled workforce that boosts economic development. *Ka Hikitia – Accelerating Success 2013-2018* and the *Tertiary Education Strategy 2014-2019* both have specific priorities that support better tertiary education outcomes for Māori learners.
108. The Government subsidises a range of post compulsory education and training covering study towards qualifications in universities, polytechnics, private training establishments and wānanga, and informal learning in some tertiary providers, schools and community organisations. It also subsidises industry training in the workplace. The Government, via the Ministry of Social Development, also supports access to tertiary education by providing student loans and allowances for compulsory fees, and a contribution to course costs and living costs for students undertaking tertiary education. From January 2018, one year of free provider based tertiary education or industry training has been available to eligible school leavers and adult learners⁵⁴.
109. The Government, through the Tertiary Education Commission (TEC), funds a network of tertiary education provision. In the Taihape Inquiry district, Land Based Training Ltd offers vocational education and training in areas such as agricultural and employment skills. In 2017, 18 students participated in the courses provided at the Otiwhiti Station site in Hunterville. The Māori participation rate in 2017 was 29%, however this has fluctuated over the last five years (see **Annex 3**).

Secondary-tertiary

110. Taihape Area School has been supported by Ministry staff to assist the school to develop and implement meaningful pathways to engage students in their learning, preparing them for further study or employment.

⁵⁴ See <https://education.govt.nz/news/details-of-fees-free-tertiary-education-and-training-for-2018-announced/>

111. Students from Taihape Area School have participated in Gateway placements. Gateway provides options for schools to broaden educational options for students and strengthen pathways to employment, vocational training and further education.
112. Taihape Area School works closely with UCOL in providing programmes for students. Students have been enrolling in NZ Trades Academy and U Skills programmes.

Tertiary education participation in the Inquiry district

113. In 2017, 175 students living in the Rangitīkei territorial authority were enrolled in tertiary study in the area⁵⁵. Of these students, 69% identified as Māori (120 students), 37% as European (65 students), and 3% as Pacific people (five students)⁵⁶.
114. People from the Inquiry district also study at tertiary education providers outside of the Rangitīkei territorial authority. Data on the destinations of school leavers from the Inquiry district provides an indication of the overall participation in tertiary education⁵⁷. Māori students from the Inquiry district who left school between 2009 and 2014 were less likely than non-Māori in the Inquiry district, and Māori school leavers nationally, to be enrolled in tertiary education within three years of leaving school. As with Māori nationally, Māori school leavers in the Inquiry district⁵⁸ were more likely to enrol in lower level tertiary provision (See Table 5):

⁵⁵ This data excludes Equivalent Full Time Students who participated in Industry Training.

⁵⁶ Students are counted in each ethnic group they identify with, so the sum of the various ethnic groups may not add to the total.

⁵⁷ School leaver data is limited as it was only consistently collected from 2009

⁵⁸ Includes school leavers from Taihape Area School only.

Table 5: Highest level of enrolment in tertiary education for students who left school 2009-2014

		Highest level of enrolment within 3 years of leaving school			
		No enrolment	Certificate (NZQF levels 1-3)	Certificate / Diploma (NZQF levels 4-7)	Bachelors and above
School leavers from Inquiry district ⁵⁹	Māori	39%	30%	17%	14%
	Non-Māori	28%	25%	24%	24%
School leavers from Other Decile 4 schools ⁶⁰	Māori	27%	32%	26%	16%
	Non-Māori	20%	16%	24%	40%

115. In 2017, 42.1% of Māori school leavers (8 students) within the rohe of Ngā Iwi o Mōkai Pātea were not enrolled in tertiary study 12 months after they left school. Out of the remaining 11 Māori school leavers, nine students were enrolled to study towards a certificate (levels 1-3), one student in a diploma course (levels 4-7), and one student was enrolled in a degree course (level 7 or above) 12 months after leaving school (See **Exhibit EDU5**).

116. Nationally, Māori students contributed 28% of the total number of students who completed a qualification in 2017 (from Certificate 1 to a doctorate). Of these Māori students, 64% were women and 36% were men, and 15% completed a qualification at a bachelor's degree or above.

CLOSING STATEMENT

117. The Ministry of Education is committed to working with iwi, educators, Boards of Trustees, other government agencies and education stakeholders, in order to lift the wellbeing and achievement of Māori learners in the Taihapa Inquiry district.

118. There are some major issues to be addressed, including:

⁵⁹ School leaver data includes domestic students who left school 2009-2014. School leaver data from the Inquiry district includes students from Taihapa Area School only.

⁶⁰ Other decile 4 schools include schools in the North Island, excluding Auckland and Wellington regions.

118.1 the supply of high quality teachers of te reo Māori, including teachers of specialist subjects with te reo; and

118.2 unconscious cultural biases.

119. Sustainable solutions will only emerge with a collaborative effort by educators, learners, whānau, hapū and iwi that adequately provide iwi and Māori with agency and autonomy.

Signed: 
Co-witness one: Iona Holsted

Signed: 
Co-witness two: Jann Marshall

ANNEX 1: Education Initiatives

EARLY LEARNING

1. The 2017 *Te Whāriki* update was supported by a \$4 million implementation package to help kaiako understand and engage with the updated *Te Whāriki*. It also funded the development of *Te Whāriki Online* as a central hub and repository for implementation resources and guidance. *Te Whāriki Online* offers two portals; one leading to resources to support the implementation of *Te Whāriki* and one to support the implementation of *Te Whāriki a te Kōhanga Reo*. Te Kōhanga Reo National Trust were contracted to develop all content for their curriculum portal, with support from CORE Education.
2. The Ministry funded support for the implementation of *Te Whāriki a te Kōhanga Reo* through the Te Kōhanga Reo National Trust. The Trust provided a series of wānanga; developed webinars for the kōhanga reo intranet portal; and appointed four Kairaranga i *Te Whāriki a te Kōhanga Reo* to lead the mokopuna learning inquiry in their respective rohe district and local purapura.
3. The Taihape Inquiry district falls across three kōhanga reo regions: Kahungunu, Aotea and Tūwharetoa. The Trust held a number of wānanga to support kōhanga reo kaimahi with *Te Whāriki a te Kōhanga Reo* in these regions in 2017 and 2018. The Trust and individual kōhanga reo have recorded positive shifts in practice, particularly in te reo Māori capability, and report that the implementation contract has provided the opportunity to strengthen, inspire and excite kōhanga reo kaiako and whānau.
4. CORE Education were funded to provide nationwide workshops and webinars to introduce the sector to *Te Whāriki: He whāriki mātauranga mō ngā mokopuna o Aotearoa Early childhood curriculum* and to provide support for curriculum champions and networks of pedagogical leaders focused on effective curriculum implementation. Two workshops have been held in the Taranaki-Whanganui-Manawatū education region (33% of services in education region attended) and one curriculum champion was appointed to support three networks of inquiry (includes 41 pedagogical leads, representing 14.6% of services in education region).

SCHOOLING INITIATIVES

Resources and curriculum design

5. Local Curriculum Design Toolkit: The Ministry has developed an online toolkit to support Communities of Learning | Kāhui Ako to collaboratively design a quality, local curriculum for their learners. The toolkit has four tools to guide local curriculum decisions based on TMOA, and another four tools supporting local curriculum based on the NZC. The tools combine to help communities to build a shared local curriculum, focused on supporting children and young people across the education pathway. Both sets focus on developing community relationships, learning continuity, collaborative inquiry and rich opportunities for learning.
6. Te Reo Māori Hub: The Te Reo Māori Hub is being developed as a tool to access all Māori language in education resources. It is intended to provide improved support to those teaching te reo Māori and those learning in, and through te reo Māori. This tool will be made available nationwide, and the launch date is yet to be confirmed.
7. Te Aho Ngārahu: A Ministry initiative focused on developing localised curriculum material to support ākonga, kaiako and Kāhui Ako learning in and through te reo Māori. In Budget 2017, it was allocated \$1.9 million annually. By January 2019, the objective is to have developed and made available to all schools and kura more than 80 new teaching and learning resources, in te reo Māori, based on local stories.

Māori medium pathways

8. Te Rāngai Kāhui Ako ā-Iwi is an initiative to strengthening Māori medium education pathways, region by region, iwi by iwi. The purpose of Te Rāngai Kāhui Ako ā-Iwi is to engage with iwi to co-design 10 iwi led regional action plans that inform a Ministry programme of work, which supports sustainable Māori medium education pathways.
9. The pilot for Te Rāngai Kāhui Ako ā-Iwi ended in July 2018. The pilot regions included Te Tairāwhiti, Waikato and Wairariki. An evaluation of the pilot to capture all learnings has been undertaken, with the final report due to be completed by 30 October.

Professional Learning and Development

10. A new centrally-funded PLD system was introduced at the beginning of 2017. It was designed with advice and input from the sector and focuses on providing teachers and school leaders the opportunity to identify the specific needs of their students and access the level and type of support that will help them improve outcomes for those students.
11. Approximately \$72 million per annum is spent on centrally funded Professional Learning and Development that is aimed at supporting teachers and school leaders to raise student achievement in priority areas. The current priority areas are pāngarau/mathematics, pūtaiao/science, te reo matatini (pānui, tuhituhi, kōrero)/reading and writing, and digital fluency. In 2017/18 this involved 1,128 individual schools or kura, 85 Kāhui Ako and 40 Clusters.
12. Most PLD is driven from the specific needs of the kura, school or Kāhui Ako, and is delivered by a range of providers.
13. Schools in the Taihape region are accessing a range of Professional Learning and Development programmes to lift student achievement and wellbeing. They are targeting a range of areas and groups, including maths, whānau engagement, literacy, Māori boys' achievement, culturally responsive practice and digital technology.
14. The Ministry is in the process of procuring support to evaluate PLD so we can understand the impact of this provision.
15. In addition, a range of resources has also been developed, to support school leaders, principals and teachers to implement *Ka Hikitia*, such as:
 - 15.1 Tātaiako and Hautū are cultural competency tools for teachers and Boards of Trustees;
 - 15.2 updated information online, including the Te Kete Ipurangi website for schools, leaders and teachers (www.tki.org.nz); and
 - 15.3 Te Mangōroa is a website that contains research and information for educators of Māori students (www.temangoroa.tki.nz).

Learning Support

16. A key to strengthening inclusive education is the provision of learning support. Learning support is the additional support provided by early learning services, schools, the Ministry of Education and a range of other organisations to strengthen teaching and learning for all learners. This includes the provision of targeted and specialist support to enable some children and young people to be included in the early learning services and schools.
17. Children and young people receiving learning support have a diverse range of needs. Learning support services are targeted to assist students with disabilities, students who face disadvantage, students who experience behavioural or emotional difficulties and students who face barriers to progressing in their education. This often involves providing advice, training and guidance to adults around the child, including teachers, support workers, parents, caregivers and whānau.
18. Our service delivery model aims to ensure that needs are identified and supported as early as possible, and that support for Māori is culturally appropriate. All clients that identify as Māori are offered first contact by a kaitakawaenga to ensure service is culturally aligned with the preferences of whānau. Some examples of learning support services that are being used in the Taihape region are listed below.
 - 18.1 Incredible Years Parenting Programme: A national initiative designed to equip parents and caregivers of children aged 3 to 8 years with practical strategies to deal with challenging behaviour, and to support them to build respectful relationships, stimulate their children's development. Incredible Years (IY) offers training to providers including Māori providers and options for cultural adaption, programmes for parents and resources. In 2017 the programme was delivered in Taihape. Parents from Hunterville have also attended this programme in Marton and Whanganui.
 - 18.2 The National Resource Teachers: Learning and Behaviour (RTLb) service: this service works with kura and kaiako or schools and teachers to find solutions for student learning and behaviour needs. RTLbs are specialist, itinerant kaiako or teachers who provide learning and

behaviour support to a cluster of kura or schools. RTLBs work across a number of schools within a geographical region. There are 40 RTLB clusters nationwide. Cluster 25, Te Tai Hauāuru, covers the Taihape Inquiry district. The RTLB allocation formula generates the number of RTLBs for each cluster. The formula takes into account the number of Māori and Pacific students in a region, the decile and isolation of the schools. Access to the specialist services provided by RTLBs is provided on the request of schools. Satisfaction with the RTLB service is reviewed to ensure and check the quality of the provision.

- 18.3 Positive Behaviour for Learning (PB4L): PB4L initiatives help parents, whānau, teachers, early childhood centres, and schools address problem behaviour, improve children's wellbeing and increase educational achievement. The PB4L School-Wide framework is helping New Zealand schools build a culture where positive behaviour and learning is a way of life. It is not about changing the students; it is about changing the environment, systems and practices in place to support schools and students to make positive behaviour choices. Taihape Area School has been part of the PB4L initiative since 2014.

Student Support

19. The Ministry of Education provides and/or funds a range of student support services, such as alternative education provision, secondary-tertiary provision, attendance services, mentoring services and study support. However, many of these services are not available within the Inquiry district (but are available in surrounding areas). This reflects the challenges to delivering high quality education in remote communities with small populations. Some examples of student support services in the Taihape Inquiry district are listed below.

- 19.1 The National Attendance Service: The aim of the Attendance Service is to achieve a sustainable return to school for students who are persistently not attending or not enrolled. The Ministry contracts 11 providers to deliver the service throughout New Zealand. Attendance Service Providers work with students and their families to address the root causes of non-attendance, which are often complex. In the Taihape Inquiry district, Datacom Services Ltd – eCase Attendance Service are

the Attendance Service provider⁶¹. The Ministry monitors the service meeting regularly with Datacom to discuss any overdue or difficult cases.

- 19.2 Boarding Allowances: These allowances are designed to help school students facing barriers to attending school and contributing to students achieving at least NCEA Level 2 or equivalent. Boarding away from home can help remove some of the barriers for these students. There are two types of Boarding Allowances available which are the ‘access barrier’ Boarding Allowance and the ‘multiple barriers’ Boarding Allowance. To be eligible for Boarding Allowances, the applicant must demonstrate that they face significant geographical isolation or particular hardship, challenges or specific barriers⁶². As at August 2018, there were approximately 22 Māori students in the Taihape Inquiry district accessing Boarding Allowances.

⁶¹ Datacom Ecase subcontract HYPE academy, which is based in Marton, Rangitūkei.

⁶² See website for specific Boarding Allowance criteria: <https://parents.education.govt.nz/secondary-school/your-child-at-school/boarding-allowances/>

ANNEX 2: Taihape Schools Network Review

School Network Reviews - Overview

1. The Ministry previously undertook a number of school network reviews. The reason for choosing to review a particular cluster of schools varied depending on the local situation. Any issues that presented a risk to providing quality education could indicate the need for a review, including (but not limited to) falling rolls, issues with leadership, governance, significant numbers of students bypassing their local school, resources not being fully utilised, a significant number of small schools in close proximity, and/or a desire to find more effective ways of meeting the diversity of student needs including those of Māori and Pacific students.
2. These network reviews were treated as significant projects. To support the review processes the following commitments were made:
 - 2.1 The Minister visited each review area and heard from schools and whānau about the proposed changes.
 - 2.2 A Reference Group was formed (made up of representatives from each school, iwi, early learning, the community, the Ministry and sector groups) to support the process.
 - 2.3 The Ministry resourced a facilitator to support the consultation which included public meetings, meetings with Boards of Trustees and other opportunities of oral discussions. Schools, groups and individuals then made submissions, helped by a facilitator.
3. The reviews progressed using the following multi stage process:
 - 3.1 Phase 1: initial engagement to gather information and development of alternative network models.
 - 3.2 Phase 2: consultation on a specific set of options for change.
 - 3.3 Phase 3: consultation based on the Minister's preferred schooling model (including consultation with the schools whose rolls may be affected as required under s157).

3.4 Consultation undertaken under s154(2) for schools that are proposed for closure (additional 28 day consultation).

3.5 Final decisions made.

4. Every school involved in the process would be represented. Reviews considered every type of education relevant to the local area. They attempted to ensure that the needs of all the area's students were adequately catered for. The place of Māori immersion teaching in a given area, the needs of Māori students, the role of iwi and their relationship with local schools were all considered as part of the review consultation process.

Taihape Schools Network Review – Proposal for the establishment of a Kura Kaupapa Māori

5. In 2003, the Ministry began to undertake a network review of the schools in the Taihape area. This review was initiated because the rolls of some schools in the review area had fallen significantly and because the school age population in the district was projected to continue to fall, which jeopardised the viability and quality of education provision in the area. There were ten schools involved in the review, including Taihape College, Waiōuru Primary School, Mataroa Primary School, Papanui Junction Primary School, Rangiwhaea Primary School, Moawhango Primary School, Pukeokahu Primary School, Taihape Primary School, Taoroa Primary School and Mangaweka Primary School.
6. Phase 1 of the review involved initial consultation with school boards, development of options for reorganising the network, and preparation of a Phase 1 report which provided information on school background, school views, and preliminary options.
7. Phase 2 of the review involved consulting with individual school boards and their communities about specific options. The Ministry engaged the schooling sector, local body and iwi so that the Ministry was fully informed. The Ministry appointed a Network Review Facilitator to:
 - 7.1 gather data from schools and the community about the educational needs in the Taihape College catchment area;

- 7.2 provide up to date information to each school community and to the Territorial Local Authority, iwi and interested parties;
 - 7.3 explore the acceptability of alternative models of delivery; and
 - 7.4 detail any change on a time line.
8. As part of this process, Ngā Iwi o Mōkai Pātea Services met with the Network Review Facilitator where the following points were made⁶³:
- 8.1 the aim of iwi is to identify and support an educational initiative for Māori education in this rohe, Mōkai Pātea;
 - 8.2 there is a concern that the educational needs of Māori are not being met within the current network of schools;
 - 8.3 there is currently no option for total immersion schooling or any other follow on from Te Kōhanga Reo in the Taihape district;
 - 8.4 provision of an educational environment separate from the mainstream schools is sought;
 - 8.5 a survey has been conducted in the rohe concerning possible options for schooling for Māori; and
 - 8.6 the establishment of a kura kaupapa Māori is considered by the rohe to be the preferred option.
9. At a meeting in Taihape, the Minister of Education acknowledged the call for a kura kaupapa Māori, but indicated that for Taihape at that time, the risks probably outweighed the potential benefits.
10. The Education Report to the Minister, dated 20 January 2004, noted iwi concerns, and preference for the establishment of a kura kaupapa Māori. In this report the Ministry supported the Minister's view that the risks to the quality of education faced in very small schools probably outweighed the potential benefits. The Ministry also recommended that the reorganised network of schools be encouraged to meet the needs of Māori students within their schools.

⁶³ Report to Minister of Education, December 2003

11. On 30 January 2004, the Minister of Education, Hon Trevor Mallard, announced the following proposal for the Taihape Schools' Network review as set out in the letters sent by the Minister to Boards of Trustees:
 - 11.1 retain Mataroa School, Mangaweka School, Moawhango School, Papanui Junction School, Pukeokahu School, Rangiwaea School, Taoroa School and Waiōuru School; and
 - 11.2 merge Taihape Primary School and Taihape College to form a composite (Year 1-15) school on the Taihape Primary School site, with Taihape College as the continuing school, subject to agreement on the purchase of additional land.
12. Ngā Iwi o Mōkai Pātea Services viewed the Minister's "no response" approach in his proposal, to consider their preference to establish a kura kaupapa Māori/Total Immersion Māori as an educational option in the review, very disappointing and requested that the Minister re-consider the iwi preference as a proposal for a long term planned option in this review.
13. The iwi proposed to consider a direction that is focussed more on an option that deems that:
 - 13.1 Kura kaupapa Māori/Total Immersion Reo Education be a planned long term development over the next five years.
 - 13.2 There is a commitment to work with the Ministry of Education and iwi to develop a strategic educational plan for Māori in this rohe that is focused on Kōhanga Reo to Wānanga.
 - 13.3 The Minister acknowledges the Treaty partner who has identified huge gaps in quality education for Māori in the current environment.
14. In general, the iwi viewed that mainstream schooling had failed to provide quality education and assurance to tamariki Māori in the rohe, therefore an iwi approach to a long-term plan should be viewed as a positive solution⁶⁴.
15. In March 2004, a Phase 3 report was produced by the Network Review Facilitator, Janet Kelly. This report included the iwi response to the Minister's

⁶⁴ Taihape Schools Network Review Phase 3 Report, prepared by Janet Kelly, Network Review Facilitator

proposal (as stated above). This Phase 3 report was included as an appendix in the Education Report dated 7 April 2004.

16. The Education Report noted the rural full primary schools generally supported a merger of Taihape Primary and Taihape College. The college and primary school communities expressed some concern around the location of the new school and access to grounds, transport issues and the operation of an area school.
17. As a result of the review⁶⁵, the then Minister of Education, Hon Trevor Mallard, made the decision to close Taihape College and Taihape School on 28 January 2005 and to establish Taihape Area School on the Taihape College site⁶⁶. Apart from recommending a combined board of trustees for three small rural schools, which the schools were already discussing, no other changes were proposed.

⁶⁵ Rangiwaea School, inland and North West of Taihape, subsequently closed on the 1 May 2016, following a request from the Board for voluntary closure. The school had no students. Rangiwahia School, at the southern end of the Rangitūkei district, was closed on 27 January 2014 as a result of a request from the board. There were no students attending the school. All of the other schools included in the Taihape School review remain operating as full primary schools with viable rolls.

⁶⁶ This was subsequently changed to the Taihape (Primary) School site.

ANNEX 3: TERTIARY EDUCATION PROVISION IN THE INQUIRY DISTRICT⁶⁷

Provider Code	Provider Name	Delivery Site	Funding type	Category	Equivalent Full Time Students					Student Numbers					TEC Funding				
					2013	2014	2015	2016	2017	2013	2014	2015	2016	2017	2013	2014	2015	2016	2017
8405	Land Based Training Limited	Otiwhiti Station	SAC Funding	All Students	13.8	16.5	21.1	24.8	19.4	15	17	21	23	18	\$134,470	\$170,721	\$218,100	\$256,148	\$178,840
				Māori	2.1	1.0	0.9	3.2	4.4										
				Māori participation rate	18%	6%	4%	15%	29%										

⁶⁷ Equivalent Full Time Student (EFTS) is the main unit of measurement of the production and consumption of education, and the basis for provider subsidies. One EFTS corresponds to one student enrolled full time for one year (1200 learning hours over 34 weeks) in a standard programme of study.